

Improving Opportunity, Strengthening Society

One year on — A progress report
on the Government's strategy for race
equality and community cohesion



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Following the changes to the 'Machinery of Government' on 5 May 2006, lead responsibility for 'Improving Opportunity, Strengthening Society', the Government's strategy to increase race equality and community cohesion, moved from the Home Office to the new Department for Communities and Local Government.

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Foreword by Phil Woolas MP

Minister for Local Government and Community Cohesion

I am delighted to introduce the first annual progress report on the *Improving Opportunity, Strengthening Society* strategy. This strategy was launched by the Home Secretary in January 2005. It was the first cross-government strategy to increase race equality; improve community cohesion; and set out the Government's commitment to create a society in which every individual, whatever their racial or ethnic origin, is able to fulfil their potential through the enjoyment of equal opportunities, rights and responsibilities.

Community cohesion has become a major issue in politics and civic life. The mix of people, faiths and races in our country and the good and bad which comes out of that is a fascinating but threatening challenge. It is one of the issues that separate the 21st century from the 20th. Originally led from the Home Office, responsibility for the strategy passed in May to the **Department for Communities and Local Government (DCLG)**. DCLG has a powerful new remit to promote community cohesion and equality, as well as responsibility for housing, urban regeneration, planning and local government. I believe that this department, which has communities at its very heart, is the best possible home for race equality and cohesion. It provides opportunities to bring about stronger, more equal and empowered communities to which the Government remains committed.

As MP for Oldham East and Saddleworth, I am only too aware of the range of issues that can be faced by communities and of the amazing work which goes on at all levels, local, regional and national, to drive change and to really make a difference in people's lives. This report highlights some of the excellent work and projects which we hope and believe are making positive changes to society.

We should all be proud of the work done so far to tackle inequalities and increase community cohesion. Many communities have already benefited from the support and funding provided and we will continue to build on this success in the future. But we should be careful not to become complacent. The figures tell us that we need to do much more and that some communities still suffer disadvantage in comparison to the rest of society. The report also properly highlights the challenges for the future. This is not a short-term strategy or policy but one which we must continue long term in order to achieve our vision of a strong and cohesive society in which opportunities are genuinely accessible to everyone regardless of race or faith.



A handwritten signature in black ink, reading "Phil Woolas". The signature is written in a cursive, flowing style.

Chapter 1

Introduction



**Improving Opportunity,
Strengthening Society**

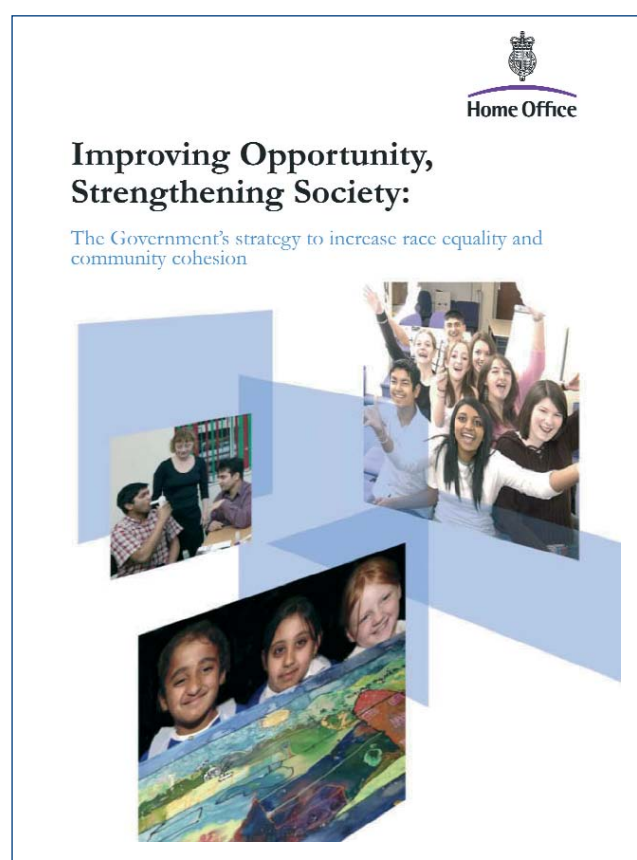
Chapter 1: Introduction

When we launched our strategy to increase race equality and community cohesion, *Improving Opportunity, Strengthening Society*, in 2005, we made a commitment to report back on progress a year later. That is the purpose of this report.

The strategy and progress report in context

The *Improving Opportunity, Strengthening Society* strategy has two closely linked aims, to:

- increase equality between different races; and
- develop a better sense of community cohesion by helping people from different backgrounds develop a stronger sense of 'togetherness'.



Improving Opportunity, Strengthening Society: The Government's strategy to increase race equality and community cohesion

The strategy focuses on race equality and community cohesion together, recognising that we will only build strong communities if there is equality between people of different backgrounds, races and faiths. By the same token, efforts to promote equality are undermined in communities where people are suspicious of each other, do not respect each others' rights and do not have shared confidence in public institutions.

The strategy also recognises that many members of Black and minority ethnic communities are thriving in Britain today, but the picture is not uniform. The Government and its partners are seeking to tailor actions to the needs and circumstances of different communities, in different places.

Equality across public services

We are working towards a society in which opportunities in education, the labour market, health and housing are genuinely accessible to everyone regardless of race or faith, in which the Criminal Justice System treats everyone in a fair and open way, and all our public services reflect the communities they serve. **Chapter 2** sets out progress in achieving equality in public services.

Strong, cohesive communities

Chapter 3 sets out progress in building community cohesion, and in particular in:

- building a sense of belonging for all communities;
- ensuring that diversity is appreciated and valued; and
- developing strong and positive relationships between people from different backgrounds.

Legislation as a lever for change

Appropriate legislation is an important lever for change and this year marks the 30th anniversary of the 1976 Race Relations Act. We have come a long way since then. With the amendments made to the Act in 2000, we have some of the most robust law on race equality and race relations in the world. During the last year, further changes have strengthened the law on religious discrimination and hatred, and **Chapter 4** sets out these changes, and the challenges that lie ahead.

A partnership approach

The strategy brings together a series of practical actions that involve many government departments, as well as people and organisations across the public, private, voluntary and community sectors around the country.

We would not have made the progress we have without continuing input from a wide range of regional and local authorities, schools, health and housing providers, police and criminal justice agencies, businesses, local race equality councils, voluntary organisations and individual people who have critical in-depth knowledge and whose work makes such a difference to their communities.

Each chapter in this report concerns the work of a range of partners, but **Chapter 5** focuses on our work at regional and local levels and our work with strategic partners.

A strategy that benefits everyone and is widely communicated

This strategy is not about favouring one group over others, it is about closing the equality gaps and enabling people to live peacefully side by side in strong, safe communities. Equality and cohesion benefit us all. We recognise that it is essential that we communicate widely what we are doing and why, and **Chapter 5** sets out our progress in this area.



Public Service Agreements back up commitment

This strategy is backed by Public Service Agreement (PSA) targets which enable the public to check progress over time. There are PSA targets to:

- reduce perceptions of discrimination across a range of public services;
- increase perceptions of community cohesion;
- increase the employment rate of disadvantaged groups (including ethnic minorities) and reduce the difference in employment rates between disadvantaged groups and the overall rate; and
- promote ethnic diversity in the workplace.

You can read more about the PSAs at: www.homeoffice.gov.uk/documents/psa-technical-note-SR04-jul-05?view=Binary and you can see how we are making progress against them in the Statistical annex to this report.

The Race Equality Unit and the Cohesion and Faiths Unit

Progress on delivering this strategy is overseen by the Race Equality Unit and the Cohesion and Faiths Unit at the Department for Communities and Local Government (DCLG). This is a new department set up in May 2006 with a powerful remit to promote community cohesion and



equality, as well as leading on housing, urban regeneration, planning and local government.

The Race Equality Unit is responsible for driving forward the Government's agenda to reduce race inequalities and tackle discrimination. The Cohesion and Faiths Unit works closely with regional government offices and local partners to develop community cohesion plans for those areas at greatest risk; provides training on leadership and conflict resolution; and leads on engaging with faith communities.

The broad structure of the report

Each chapter of this report summarises the **background to our work, progress during the past year, and the key challenges ahead**. Detailed statistical information starts on page 81. This statistical information is the fifth in the series of reports on Race Equality in Public Services. Please note that, unless otherwise stated, all figures and statistics quoted in the report are from this source.

We hope you find the report useful and interesting. The contents of the report will also be the key theme for a DCLG-led national race and cohesion conference in the autumn. We will be keen to hear your thoughts at this and other

events when we plan to discuss the progress we are making together.

We are very grateful to our many partners for their help and time in compiling this report.

The terms used in the report

Please note that in this report we use the terms 'Black and minority ethnic', 'minority ethnic' and 'ethnic minority' interchangeably. We also try to break down the different minority ethnic groups as far as possible. We recognise that there is a growing number of White ethnic minorities and of newer communities whose needs are not always explicitly identified. It is therefore a priority for us to consider what data and evidence are needed to improve further our understanding of inequalities experienced by different groups of people and to ensure we address them effectively.

Chapter 2

Reducing inequalities in public services



**Improving Opportunity,
Strengthening Society**

Chapter 2: Reducing inequalities in public services

This chapter looks at progress in each of the following key public services:

- 2.1 Education (page 12)
- 2.2 The labour market (page 20)
- 2.3 Housing (page 26)
- 2.4 Health (page 33)
- 2.5 The Criminal Justice System (page 40).

2.1 Education

The background to our work

The Government has made it clear that education must unlock the potential of every child and deliver excellence, regardless of ethnicity or background.

Our approach in the *Improving Opportunity, Strengthening Society* strategy was to centre our education proposals around the backbone of the Government's wider Skills Strategy – the core aim of which is to give every young person a firm foundation in the skills they need for their future; and to provide adults with opportunities to keep developing their skills.

At present, the picture for Black and minority ethnic groups is a mixed one. For example, most minority ethnic groups have improved their performance at GCSE – and some minority ethnic groups continue to outperform their peers significantly at school, while for others the achievement gap remains wide.

FACT

One in six pupils in maintained (state) secondary schools in England are from a minority ethnic group. In primary schools the figure is one in five.¹

We have seen year-on-year improvements at each Key Stage for Black and minority ethnic pupils since 2003, but we still have a long way to go.²

Over 40% of all Black and minority ethnic pupils go to school in London,³ and it is estimated that some 82,000 children from asylum-seeking and refugee backgrounds live in the UK – more than three-quarters of them in London.⁴

In 2006, 12.5% of primary school pupils and 9.5% of secondary school pupils were recorded as having a first language other than English.⁵

The Equal Opportunities Commission's analysis of the 2001 Census showed that Pakistani and Bangladeshi women graduates are around five times more likely, and Black Caribbean women graduates almost three times more likely, to be unemployed than their White counterparts. See the labour market section on page 20 for more on addressing these inequalities.

1 Department for Education and Skills (2006) *Ethnicity and education: the evidence on minority ethnic pupils aged 5–16*

2 Department for Education and Skills (2006) *Ethnicity and education: the evidence on minority ethnic pupils aged 5–16*

3 Department for Education and Skills, Statistical First Release 19/2006

4 Refugee Council estimate

5 Department for Education and Skills, Statistical First Release 19/2006

A combination of actions is being taken to close the gap between those who are achieving and those who are not. Our strategy works on two levels:

- On the broader national policy level, we are working to ensure that mainstream education programmes – for example the Primary and Secondary National Strategies – deliver for all Black and minority ethnic groups.
- We are developing niche programmes – for example the Minority Ethnic Achievement Project and the Gypsy Traveller and Roma Projects to tackle underachievement among particular groups.

Our strategy includes a broad range of actions to:

- raise the skills and aspirations of children and young people;
- recruit teacher role models;
- equip teachers with the skills to deliver results for Black and minority ethnic pupils;
- tackle racism;
- improve English language skills; and
- understand and respect cultural and religious differences.

Importance of ethnicity data

Our strategy is underpinned by increasing efforts to collect and analyse data by ethnicity. This helps us to understand what is happening, for whom and where, and then to check our progress in closing the gap.

Aiming High central to our own strategy

Aiming High, the strategy launched in 2003 to tackle minority ethnic underachievement, continues to be central to our work in education.

Our progress during the past year

Early years and Sure Start

Every child deserves the best start in life and there is a major expansion of effective early years' services to contribute to that goal.

There are now more than 800 Sure Start Children's Centres reaching over 650,000 children. By 2010, there will be 3,500 Sure Start Children's Centres in England: one for every community.

The centres (including those developed from Sure Start local programmes) were started in the 20 per cent most disadvantaged wards, where minority ethnic communities are more likely to live. In November 2005, *Sure Start Children's Centres Practice Guidance* gave detailed advice on engaging with and supporting minority ethnic communities.

Sure Start Children's Centres will be required to report on a range of performance indicators, including their reach to all minority ethnic communities, and we will shortly be issuing new delivery and performance guidance to assist with this.

Identifying reasons for the poor start

Data from the Foundation Stage Profile (FSP) results show that some minority ethnic groups of children tend to perform less well than their peers. Local authorities will have to identify the reasons for this and address common factors that may be obstacles to the development of young children in their area.

Doing better in school

Some Black and minority ethnic groups have continued to do significantly better at school in the past year than their peers: 81 per cent of Chinese and 70 per cent of Indian children



gained the equivalent of five or more A*–C grades in 2005, compared with 55 per cent of all pupils. These groups continue to extend this lead during post-16 education.

For all groups, except Travellers of Irish heritage, the picture is improving although for some it is from a comparatively low base. The reasons for the differences in performance are many and complex – the school system itself is only part of the picture. Additional factors that research has identified as significant include family circumstances such as housing, income and health, as well as peer pressure. We are aiming to tackle these through the combination of mainstream and targeted programmes.

FACT

55% of all pupils achieved five good GCSEs in 2005.

The highest achievers were Chinese pupils – 81% got five A*–C grades.

The proportion of Black Caribbean, Black African, Indian and Bangladeshi pupils getting five or more A*–C grades improved, in each case, by more than three percentage points between 2004 and 2005.

Pupils of Black Caribbean and Mixed White/Black Caribbean heritage and pupils from any other Black background have the lowest attainment levels at GCSE apart from Gypsy/Roma pupils and Travellers of Irish heritage. But they also had among the highest rate of improvement between 2004 and 2005. Among the biggest improvers were Mixed White/Black Caribbean pupils, Black Caribbean pupils and pupils from other Black backgrounds. The proportion of these groups aged 15 who achieved five or more A*–C grades rose by 4%, 6% and 5% respectively.⁶

Aiming High – core to raising achievement

Aiming High: Raising the Achievement of Minority Ethnic Pupils is a national strategy that focuses on helping young learners – and particularly those who do not have English as their first language – to get the best possible benefits from their education, and to raise the achievement levels of those minority ethnic groups who are at risk of underperforming.

Aiming High also supports schools to become more responsive to the cultural, religious and linguistic needs of parents and pupils.

There is a wide range of useful materials for teachers, with practical ideas, examples of supportive practice and links to other useful websites at:

www.standards.dfes.gov.uk/ethnicminorities

When we launched the *Improving Opportunity, Strengthening Society* strategy, we highlighted a number of features of Aiming High that are intended to improve attainment levels. Progress on these is summarised below.

The Ethnic Minority Achievement Grant

This is a ring-fenced grant to enable schools and Local Education Authorities (LEAs) to take action aimed at raising the attainment of minority ethnic pupils.

The grant is worth £168.6 million in 2005/06 and we have moved towards targeting it on those with the greatest need. The grant allocation is based on the numbers of underachieving minority ethnic pupils, and those whose first language is not English.

Supporting learners for whom English is an additional language

Although relative fluency in English is not the only factor influencing achievement, we do see the acquisition of English language fluency as a priority.



Department for Education and Skills

Specialist qualifications for teachers of EAL

To support teachers and teaching assistants in this important area of learning, we have developed accredited training courses in English as an additional language (EAL) which began in September 2004.

Teaching materials in different languages

We have also developed teaching and learning materials with a diverse range of providers and learners, and translated these into different languages.

Making the Grade: Key Stage 4 Project

This project aims to develop teachers' understanding of the needs of more advanced bi-lingual learners and involves four local authorities (Ealing, Enfield, Lewisham and Lambeth) which are working with specific subject departments in a range of secondary schools and focusing on academic writing.

Raising achievement for Black African, Black Caribbean and Mixed heritage pupils

Since the *Improving Opportunity, Strengthening Society* strategy was launched, we have built on our work to close the gap for those who underachieve.

We launched the African-Caribbean Achievement Project in October 2003, initially in secondary schools and then in primary schools in four local authorities.

In October 2005, the programme, now called the Black Pupils Achievement Programme, was extended nationally to 85 schools, selected on criteria which included an analysis of the performance data and the proportion of Black and minority ethnic pupils in the local authorities/schools. The programme involves all Black pupil groups.

The emphasis is on:

- strong leadership;
- high expectations of success among both pupils and teachers;
- mutual respect and intolerance of racism;
- recognition of cultural diversity; and
- active engagement of parents and the wider community.

There is also a strong emphasis on using data to identify progress and target resources where they are needed most.

Overall, the Black Pupils Achievement Programme has been highly effective in raising awareness of African-Caribbean issues in schools. The programme has also enabled schools to include African-Caribbean achievement within mainstream school development plans and has fostered the professional development of head teachers, lead professionals and senior management on leadership and race equality issues.

In addition, it has:

- helped schools to develop a fairer and systematic approach to whole-school processes;
- provided quality academic and pastoral support for African-Caribbean pupils through 'bespoke' programmes and intervention strategies;
- addressed African-Caribbean inclusion issues; and
- mobilised African-Caribbean parental support.

Raising achievement for Gypsy, Roma and Traveller pupils

Gypsy, Roma and Traveller pupils have the lowest attainment levels of any ethnic group. Although their numbers are comparatively small (in 2005,

Case study: Better education and health for Gypsies and Travellers

A project has been set up on the Corbriggs Traveller site in Winsick, Derbyshire aimed at providing better education and health services for parents and pre-school children in the Traveller community.

There are weekly visits by the Big Blue Bus whose top deck is a crèche where children are read stories, sing songs and enjoy play activities that prepare them for the local nursery.

A second learning bus, which visits Corbriggs twice weekly, allows parents and children to learn and play together. Its success can be gauged by the progression of children from the nursery to the local primary school.

Participants say that it is the Travellers' own active involvement with the decision making that has made the project, now running for two years, so successful. It won the 'integrating care and early learning' category of the Sure Start Partners in Excellence award.

493,469 15-year-olds sat GCSEs, of whom 266 were Gypsy and Roma and 149 were Travellers of Irish heritage⁷), they are legally recognised under the Race Relations (Amendment) Act 2000, and the Aiming High programme seeks to improve their achievement.



Simon Evans, Open Productions

Additional policies are specifically focused on these communities:

- **Good quality materials:** We are working closely with the Traveller Education Service to bring together good quality materials about the history and culture of Gypsy and Traveller communities, and to dispel myths and enrich the curriculum for all pupils. We will publish guidance for local authorities and schools later in 2006.
- **Regional advisers:** We have appointed two regional advisers within the Primary and Secondary National Strategies to target whole-school approaches to improve the attendance and achievement of Gypsy, Roma and Traveller pupils. They will take forward a programme, to be launched in September 2006, in 13 Local Authorities and 48 schools.
- **A website** about tackling racist bullying includes a specific element on discrimination against Gypsy, Roma and Traveller pupils: www.dfes.gov.uk/bullying/

Raising achievement for pupils of Bangladeshi, Pakistani, Somali and Turkish heritage

In many local authorities, pupils from these backgrounds often underachieve and share characteristics such as a first language other than English and, in most cases, a faith in Islam.

The Aiming High Minority Ethnic Achievement Project (MEAP) was launched in autumn 2004 to provide targeted support for Key Stage 3 pupils from these communities in 12 participating local authorities which have the highest Muslim populations.

The project has been developed in consultation with national Muslim organisations and is concerned with developing effective teaching and learning approaches.

Success in phase 1 has led to the project being extended for two years, with the number of participating schools being doubled to 100.

Increasing the recruitment of ethnic minority teachers

Ethnic minority teachers can act as role models and encourage young people to engage with the curriculum and wider school community.

The national target for recruiting entrants to teacher training from a minority ethnic background is 9 per cent of all new recruits. In 2005, the national target was exceeded and the proportion of new entrants who declared themselves from a minority ethnic background is now at over 10 per cent.⁸

Equalities Impact Assessment

One of the key aims of the Skills Strategy is to ensure that all the different groups of learners have full and equal access to the skills and training they need. We are currently undertaking an Equalities Impact Assessment, jointly with the Learning and Skills Council (LSC), covering ethnicity, disability and gender across the Skills Strategy to ensure this aim is being met.

Race and the law in education

As well as the general duty to promote race equality (see Chapter 4), schools have specific duties relating to equality and diversity matters, for example to assess and monitor the impact of all their policies on pupils, staff and parents, in particular the impact on attainment of pupils from different racial groups. The steps that schools are required to take in order to meet the specific duties – monitoring, assessment, prioritising and acting – fit naturally into the cycle of self-assessment that schools should be working through as part of the new Ofsted inspection framework.

We are working closely with the Commission for Racial Equality and Ofsted to support schools in taking forward the requirements of the Race Relations (Amendment) Act 2000.

In November 2005, Ofsted published an inspection report, *Race Equality in Education*, which illustrates good practice in a sample of schools and LEAs surveyed between summer 2003 and spring 2005. There were a number of key recommendations, including:

- race equality concepts in lessons being seen as a normal part of effective teaching and learning;
- using local resources, such as work by local Black and minority ethnic writers and the history of local industrialisation, in lessons involving race equality; and
- conducting an audit of training needs of all staff as part of the review of race equality policies.

Ofsted also recommended that LEAs should regularly revise guidance on how to deal with race-related incidents, taking into account the views of local stakeholders, including representative local minority ethnic groups.

As part of its inspection framework, Ofsted evaluates the extent to which inspected schools comply with the specific duties imposed by the Race Relations (Amendment) Act 2000.

Tackling racist bullying

The DfES website at www.teachernet.gov.uk/racistbullying helps schools comply with their duty under the Race Relations (Amendment) Act 2000 to tackle racist bullying.

Further and higher education after the age of 16

Aimhigher programme

Aimhigher encourages young people to think about the benefits and opportunities of higher education. The programme works with talented young people living in deprived areas to help them see that top university places are available to them – and then helps them to apply for these places.

At university, minority ethnic students tend to be clustered in the new universities in London and, to a lesser extent, in other big cities and are well represented on computer science, medicine, dentistry and law courses.

However, there has been a lack of reliable data on equality and diversity, although we have been working to improve data on the Individual Learner Records and Student Individual Records and to better share data with key partners.

We will continue to monitor impact and evaluate the outcomes of the strategy for different groups. We are also:

- carrying out further analysis about the variability of learner achievement by ethnic group; and
- conducting a more thorough analysis of information to help us identify trends in achievement by different ethnic groups.

If you would like to know more about Aimhigher, visit: www.aimhigher.ac.uk/home/index.cfm

Ofsted report on race equality in further education

In November 2005, Ofsted also published *Race Equality in Further Education (FE) – a report into progress and good practice in colleges in the FE sector in response to the Race Relations Amendment Act 2000*.

The report was a survey of a wide range of colleges and inspection reports carried out by Ofsted and the Adult Learning Inspectorate between May 2004 and June 2005.

The report said that colleges should take advantage of national initiatives that provide opportunities for Black and minority ethnic staff and managers to develop their careers; collaborate with other colleges and organisations to contact and recruit potential Black and minority ethnic employees and governors; and develop local positive action programmes.

If you would like to know more about these Ofsted reports, which also highlight many examples of good practice around the country, visit: www.ofsted.gov.uk/publications/

Ofsted will be monitoring the recommendations of these reports in their inspections.

The new Quality Improvement Agency

A new body called the Quality Improvement Agency (QIA) was set up in April 2006 to drive up the quality of further education. The QIA will offer advice and support services to help raise standards across the sector.

Adult learners

We will look at building on the work that is being done to develop opportunities to encourage adults back into learning and work, including working with employers and different industry sectors. For example, in 2006/07 we are extending the Skills Coaching and Skills Passports Trials to the five English cities with the highest numbers of Black and minority ethnic people, with a specific focus on targeting these groups. The trials are aimed at low-skilled, out-of-work adults and provide individual support that can help to improve their employability.

The key challenges ahead for education

While there have been some strong improvements in results, it is clear there is no room for complacency if we are to meet the aims set out in our education strategy.

Doing more in the early years

There are several major challenges ahead. First, we need to 'do more earlier' to help many Black and minority ethnic children reach their full potential.

Case study: The Windsor Fellowship

Many young people from Black and minority ethnic communities thrive in education, and the Windsor Fellowship (WF) wants to ensure that they can be among our future leaders in different walks of life.

The WF runs personal development and training programmes that mainly target talented Black and Asian minority ethnic students in the UK. It does this by partnering with leading organisations from the private and public sectors, such as the DCLG, and developing relationships with schools and universities throughout the UK.

The WF's aim is to ensure that the brightest and best can become leaders, irrespective of colour or creed, and this is achieved by facilitating excellence in education, employment and citizenship.



Windsor Fellowship delegates

WINDSOR FELLOWSHIP

Windsor Fellows

All students who take part in WF programmes become Windsor Fellows for life and contribute to the development of future Fellows and future organisations as leaders.

Success speaks for itself

"Young people from minority ethnic communities are too often 'a problem to be solved'. The WF is the first and only organisation I have seen that fundamentally associates us with success, talent and leadership both in life and work."

Sinit Zeru, Graduate Fellow, 2001, currently volunteering at the WF

If you would like to find out more, visit:
www.windsor-fellowship.org

Sinit Zeru graduated from Oxford and the Leadership Programme in 2001. She currently volunteers with the WF.

Windsor Fellowship

The new Early Years Foundation Stage (EYFS), on which we are currently consulting, will be a single statutory framework for care, learning and development for children from birth to the age of five. It has been developed to include children across the full range of ethnicity, culture, religion

or belief, home language, family background, gender and attainment. EYFS aims to meet the individual needs of children and there is significant flexibility to provide learning and development activities in a way that reflects the needs and circumstances of every child.

Closing the attainment gap

Although results are improving, we need to work at further closing the gap for those Black and minority ethnic children who perform below the average at school. We want to ensure that:

- the attainment gap at Level 2 (late primary) and Level 3 (early secondary) continues to close;
- more pupils from Black and minority ethnic groups achieve five GCSEs at grades A*–C, aiming to match the national average;
- the attainment gap for learners after the age of 16 closes;
- the wider Skills Strategy benefits Black and minority ethnic learners through the programmes and strategies outlined earlier and by implementing the recommendations for future actions from organisations such as Ofsted (see above).

Further and higher education

We will also focus our efforts on looking at both further and higher education, including issues surrounding:

- the participation of Black and minority ethnic students across higher education;
- employment prospects; and
- working with the new Quality Improvement Agency.

2.2 The labour market

The background to our work

A strong and competitive economy needs to make the best possible use of the talents of all members of society. In the *Improving Opportunity, Strengthening Society* strategy, we proposed that we should focus on offering more tailored support to jobseekers from communities with high unemployment rates and who are concentrated in sectors or jobs with poor progression prospects and below average earnings.

FACT

People of Indian and Black Caribbean heritage have the highest employment rates among minority ethnic groups at 70% and 69% respectively. The Bangladeshi (39%) and Pakistani (44%) groups have the lowest. All minority ethnic groups have lower employment rates than the White group (77%).

People from ethnic minorities are almost twice as likely to be unemployed as the national average. Rates of unemployment were highest for Black Caribbean, Black African and Mixed Race groups at 9%.

Since 1998, over 144,000 people from ethnic minorities have found work through the New Deal.⁹

Around one in four people from an ethnic minority group are employed in the distribution, hotel and restaurant sectors compared with one in five of the overall working population. Ethnic minorities are under-represented in construction and manufacturing.

Employment rates

Although, historically, the overall employment rate of Black and minority ethnic communities has been between 15 and 20 percentage points lower than that of the overall population, patterns vary greatly between different ethnic groups.

Recent trends suggest that the gap has narrowed: in 2005, the gap was 16 percentage points, compared with 19 percentage points in 1996. Since the Government published its Strategy Unit (SU) report, *Ethnic Minorities and the Labour Market*, in 2003, the employment gap has narrowed from 16.9 to 15.7 percentage points. The overall employment rate for Black and ethnic minority groups is up 1.5 percentage points.¹⁰ This has been driven by increases in the

9 Source: Department for Work and Pensions, 2006

10 Labour Force Survey; 12 months to summer 2005

employment rate of most ethnic minority groups, although the rate has increased in the Black Caribbean group and Other Asian groups by the most significant amounts.

Unemployment and economic inactivity rates

Ethnic minorities are more likely to be unemployed (7 per cent against 3 per cent) and economically inactive (34 per cent against 20 per cent) than the White population. Bangladeshi and Pakistani women are most likely to be economically inactive (75 per cent and 69 per cent respectively).

Strategy for reducing the employment gap

The 2003 SU report set out an ambitious programme so that by 2013, people from ethnic minority groups would not face disproportionate barriers to employment:

www.strategy.gov.uk/work_areas/ethnic_minorities/index.asp

It has three themes:

- **Building employability** – education and skills to compete;
- **Connecting people to work** – to ensure that government programmes to get people into jobs meet the needs of ethnic minority groups; and
- **Equal opportunities in the workplace** – improving equality and diversity practice in the workplace.

The Government set up an Ethnic Minority Employment Task Force (EMETF) to drive the labour market strategy. The EMETF is led by the Department for Work and Pensions and includes representatives from across government as well as from the Commission for Racial Equality (CRE), the Confederation of British Industry (CBI) and the Trades Union Congress (TUC). If you would like to read the task force's second annual progress report visit: www.emetaskforce.gov.uk/annual_report.asp

Our progress during the past year

Ethnic Minority Employment Task Force

In late 2005, the EMETF examined where it needs to build on the existing strategy to make greater progress. The three broad themes above are now underpinned by further areas where the task force can make the most impact, in addition to ensuring that government programmes deliver for ethnic minorities. This includes overseeing implementation of the recommendations of the National Employment Panel (NEP) report, *Enterprising People, Enterprising Places*, fitting with the EMETF priorities of:

- making government employment practices and civil procurement have a stronger impact; and
- encouraging employers to improve their equality practices, for instance communicating the business case more effectively and ensuring advice and guidance are accessible.

The next section sets out the main achievements and major projects that are intended to deliver the strategy.

Making the most of government employment programmes

Better support for jobseekers and employers

Jobcentre Plus offers information and advice to jobseekers and support to employers on race equality issues.

Work Search Premiums

In October 2005, Jobcentre Plus introduced the Work Search Premium, aimed at non-working partners in low income families who agree to seek work.

Ethnic minorities will benefit because the pilots are in areas with high unemployment and high volumes of people neither working nor claiming benefits, areas which tend to have a high ethnic minority population.

Ethnic Minority Outreach (EMO)

Delivered by the voluntary and community sector to help jobless people move into work, EMO has been successful in reaching people from ethnic minority communities who don't use Jobcentre Plus services. It has achieved over 10,000 job outcomes since its introduction.

EMO funding will be merged with Action Team funding later this year to form the Deprived Areas Fund, to help people in those areas find jobs.

Piloting new locally led partnerships – the Fair Cities initiative

The National Employment Panel's Fair Cities initiative, an employer-led programme works alongside a particular job sector, for example the hospitality industry, and identifies job opportunities for people from disadvantaged communities.

Participants, who must live in deprived wards, are given skills training and support to fill in application forms and perform well at interviews. The majority of candidates are from minority ethnic groups.

Fair Cities started with projects in Brent, Bradford and Birmingham which have been up and running for several months and up to June 2006, 155 people had entered work through the programme.

Improving skills

There is a strong link between good basic skills and employability in a competitive labour market. Skills for Life is improving the numeracy and/or language skills of at least 1.5 million adults by 2007, and we are ensuring that it meets the needs of Black and minority ethnic communities.

Making full use of other government activity

The public sector is a major employer and purchaser of goods and services. The EMETF has agreed to focus on action to promote ethnic minority employment through public procurement and to achieve fully representative workforces in government (at every level).

Public procurement as a tool

Central government spends around £13 billion a year on goods and services. The public sector overall spends in excess of £100 billion a year on goods and services from the private and voluntary sector to help it to carry out its functions. This ranges from support and equipment for staff, such as IT and catering, to frontline services, for instance training and development courses to help jobseekers improve their skills.

The EMETF has started a programme aimed at promoting greater integration of race equality into the procurement process.

Experience in the USA and Canada, summarised in a research project¹¹ commissioned by the Department for Work and Pensions, suggests that if we include requirements that contractors promote equality and diversity in their workforces, we can help to change the ethnic composition of the workforce.

In February 2006, the EMETF published a framework for promoting race equality through public sector procurement within UK and EU law. It is available on www.emetaskforce.gov.uk/

We are now testing approaches to promoting race equality when procuring goods and services, informed by the framework and *Social issues in purchasing* guidance also published in 2006 by the Office of Government Commerce.

Work is under way in Jobcentre Plus, the Identity and Passport Service and the Department for Education and Skills to trial different approaches. The findings and good practice will be disseminated across government.

Government departments aiming to represent the communities they serve

Government departments are making considerable progress in ensuring that their own workforces represent the communities they serve. The Cabinet Office, who are responsible for supporting and advising Human Resources managers across

11. Department for Work and Pensions (2006) *Developing positive action policies*: Bristol. Due for publication Summer 2006



Home Office

central government, published a 10-point diversity plan in November 2005 which aims to step up the pace towards a fully representative workforce. Visit: www.civilservice.gov.uk/diversity/10_point_plan/index.asp

Key elements of the plan include:

- maximising the use of positive action in recruitment practices, including equality-proofing recruitment panels;
- making all Senior Civil Service and feeder-grade posts available for flexible working where possible;
- development schemes in departments to build a diverse talent pool; and
- meaningful diversity objectives for all, linked to reward.

Ultimately, each department is responsible for its own efforts to ensure that it has a diverse and representative workforce, for example in the Home Office, in March 2005, 5.4 per cent of senior civil servants were from an ethnic minority group compared with 1 per cent in 1999.¹²

Action to support and engage employers to promote diversity

New code of practice from the Commission for Racial Equality

The world of work is changing quickly and employers and employees need to understand both the relevant legislation and a wide range of

work-related issues, from what constitutes harassment to how to advertise in the right media to attract the best candidates for different jobs.

On 6 April 2006, the CRE's new statutory code of practice on racial equality in employment took legal effect in England, Scotland and Wales.

The new code, written in consultation with stakeholders, such as the CBI, reflects changes in the law and the modern workplace. It contains guidance on how to prepare application forms, advertising, selection, promotion, appraisal, discipline and dismissal. It also helps employers and workers to:

- understand how race relations legislation applies to the workplace;
- treat all applicants in the same way;
- develop good employment practice;
- attract and hold onto the best talent;
- create a working environment that is free of unlawful racial discrimination and harassment; and
- reduce the risks of costly and time-consuming legislation.

This new code has replaced the CRE's original code of practice (the *Code of Practice For The Elimination of Racial Discrimination and the Promotion of Equality of Opportunity*) which was published in 1984. For more information on the new code, visit: www.cre.gov.uk/gdpract/employmentcode2005.html

¹² Race Equality – The Home Secretary's Employment Targets Report 2005

Promoting ethnic minority businesses

The Ethnic Minority Business Forum (EMBF) was set up in 2000 to advise the Government on the needs of ethnic minority business. It is supported by the Small Business Service in the Department for Trade and Industry. In 2005, the forum published its plan for 2005–08. The plan focuses on:

- access to finance for ethnic minority business;
- access to markets;
- leadership and workforce development;
- business support; and
- cross-cutting issues (including influencing policy-makers).

You can find out more about the EMBF at: www.sbs.gov.uk/sbsgov/action/layer?r.l1=7000000100&r.s=tl&topicId=7000013938

The key challenges ahead for the labour market

We have undoubtedly made some useful progress in the past year in meeting the aims set out in the *Improving Opportunity, Strengthening Society* strategy. But the gap remains wide. We have set out key priorities for the coming years, and to deliver on these there are a number of things we want to do.

Streamlining the funding in cities – the Cities Strategy

There are over 70 different funding streams aimed at helping people into work. Government departments are developing proposals to bring these existing funds together, in the major cities, through the Cities Strategy. This is a key plank of proposals in the Welfare Reform Green Paper. Local consortia will be established and will use their knowledge and understanding of the social and economic circumstances of an area to identify the best way to meet stretching targets.

The local consortia will be expected to deliver an increase in employment rates, with a particular focus on the most disadvantaged, especially

people from minority ethnic groups, benefits claimants, lone parents and older people. They will also be responsible for ensuring that people from these groups have the skills to find and remain in work.

In April 2006, the Prime Minister announced the first two pilot areas, one in East London and one in West London. Consortia will have representation from a broad range of public, private and voluntary organisations. Announcements on a further 13 pilots throughout Great Britain are expected in August 2006.

Business leaders to advise

A commission of business leaders is to be set up later in 2006 and will focus on employment in the five major cities: London, Birmingham, Leicester and Leeds/Bradford.

The EMETF will be continuing to work with key partners, including the Business Commission and bodies such as the Advisory, Conciliation and Arbitration Service (ACAS), the TUC and the CBI, to make progress in engaging with employers and ensuring that advice to them is streamlined and efficient.

Opportunities from the London Olympics 2012

The 2012 Olympics will provide a unique opportunity to deliver benefits for communities in London – the most ethnically diverse area in the country – and to develop some long-term labour market opportunities in a range of different sectors, including IT, tourism, construction and transport.

The Cities Strategy pilot for East London will help people in the five Olympic boroughs (Tower Hamlets, Newham, Waltham Forest, Hackney and Greenwich) to find employment and to benefit economically from the Games. The strategy will also develop pre-volunteering programmes to enable all of London's communities to play a part in the Games.

Case study: Positive Action Training Highway

The aim of the Positive Action Training Highway (PATH) is to address the under-representation and inequalities of Black and minority ethnic groups in management and the professions through providing innovative training, good career opportunities, motivation and support to people and organisations wanting to create a workforce that reflects our diverse communities.

For example, working in partnership with the Department for Communities and Local Government (DCLG) and the Planning Inspectorate, PATH is instrumental in delivering the Tomorrow's Planners initiative, a programme that assists Black and minority ethnic graduates in getting the training they need to enter the planning profession, which has a particularly low representation of Black and minority ethnic graduate workers.



PATH delegates on regeneration visit to Paddington



The initiative aims to help 500 people become fully fledged planners over 10 years. So far, 81 Black and minority ethnic trainees have taken part – many from the first intake in September 2003 are working with the organisations in which they were placed.

Lovelace Poku

Lovelace Poku was unsure what to do after graduating from the University of Lincoln. But his engineering degree, with its links to the built environment, meant that Lovelace was able to qualify for the Tomorrow's Planners initiative. He joined the London Borough of Hillingdon and carried out a wide range of tasks working on development control and forward planning.

Lovelace helped draft policies for Hillingdon's local development framework, including the council's open space strategy. One of the authority's development control managers, who is also Black, has been acting as a mentor. Lovelace has now secured a full-time contract with his employer. "Future job prospects are bright," he says. "You can transfer skills and there are lots of opportunities."

Web: www.pathuk.co.uk

Ensuring that real progress is made and can be measured

Although we are building a better picture of employment patterns, there are still big gaps in our knowledge of how effective our policies are in improving the labour market performance of different ethnic minority groups. Recent research commissioned by the Department for Work and Pensions has helped to fill this gap to some extent. This includes:

- *Barriers to employment* – a survey of Pakistani and Bangladeshi inactivity and unemployment;
- *Ethnic minority populations and the labour market* – an analysis of the 2001 Census. This is a summary of the experience of ethnic minorities in the labour market, particularly the impact of geographical location on employment;

- *Talk on trial: Job interviews, language and ethnicity* – uses real interviews to examine the interaction between interviewers and interviewees and how ethnicity affects them; and
- *Ethnic penalties in the labour market* – an analysis of employment penalties for ethnic minorities, including the degree of penalty for different ethnic groups and in different sectors.

A priority for the coming year will be to ensure that these reports effectively inform policy.

Helping the most disadvantaged women

The Government believes that the best form of welfare is work and is therefore supporting people to get back into the workplace. For example, Pakistani and Bangladeshi women's low level of involvement in the world of work is a particular challenge and we need to be thoughtful in how we address it.

The Equal Opportunities Commission is carrying out an investigation into some groups of ethnic minority women in the labour market. The investigation has focused on the experience of Pakistani and Bangladeshi women and the barriers they face to work and the barriers to progression for African-Caribbean women. The investigation will report in late 2006.

2.3 Housing

The background to our work

The Department for Communities and Local Government's (DCLG's) five-year plan, *Sustainable Communities: Homes for All*, and the complementary plan, *People, Places and Prosperity*, combine to set out a strategy to:

- offer greater choice and opportunity in housing across the country; and
- revitalise neighbourhoods and deliver sustainable communities.

Our aim, as outlined in the *Improving Opportunity, Strengthening Society* strategy, is to ensure equal access to public and private sector housing across all communities and to improve conditions in the most deprived neighbourhoods.

Our strategy seeks, in particular, to:

- get all social housing into a decent condition. By 2010, this will benefit 3.6 million households, including 430,000 Black and minority ethnic households. We also want to increase the proportion of vulnerable owner-occupiers (those who receive at least one of the main means-tested or disability related benefits or tax credits) and private tenants in decent homes, from 57 per cent to 70 per cent by 2010;
- tackle overcrowding;
- provide access to low-cost home ownership for those who need it, helping us to achieve our target of helping over 100,000 households into home ownership by 2010. Again, this is particularly benefiting ethnic minority households; and
- tackle homelessness.

The strategy seeks to benefit all communities that need support and experience inequalities in housing. This applies particularly to many Black and minority ethnic communities as the facts set out here show. We have included within this section a sub-section on the particular housing needs of Gypsy and Traveller communities.

Our housing strategy is closely linked with efforts to improve disadvantaged communities and to ensure that the gap is closed for the worst-off Black and minority ethnic groups. We describe progress in our work on neighbourhood renewal this year.

Strong housing management can make a real difference to the quality of lives of residents and a major contribution towards delivering sustainable communities. Some housing managers have led the way in tackling anti-social behaviour and we want to build on their achievements. We also set out what we are doing through the Respect Action Plan launched in January 2005, which includes a focus on tackling racially motivated anti-social behaviour.

FACT

11% of Black and minority ethnic households are overcrowded – down slightly from 13% in the mid-1990s. Among White households, 2% are overcrowded.

The Bangladeshi community is most likely to experience overcrowding, but there was an improvement from 40% of Bangladeshi households being overcrowded in 1996/97 to 29% in 2004/05.

20% of Pakistani households and 15% of Black African households are overcrowded.

22% of Bangladeshi and 16% of Black Caribbean households are dissatisfied with their accommodation, compared with 5% of White households. There has been a slight decrease in this level of dissatisfaction. Dissatisfaction among the Indian community is almost as low as for White households, reflecting the high proportion of owner-occupiers among both.

Black and minority ethnic households are nearly twice as likely as White households to live in homes that are non-decent for reasons of disrepair, unfitness, or the need for modernisation. There are a number of other reasons homes can be non-decent. But ethnic minority social tenants are no more likely than White households to be living in non-decent homes. The most significant disparity is in the owner-occupied sector.

For more information, visit:
www.renewal.net/Documents/RNET/Overview/Toolkits/Housingethnicity.doc

Ethnic minority households are around three times more likely to experience homelessness than their proportion in the overall population. People of Black African and Black Caribbean origin are twice as likely to be accepted as homeless as those of Indian, Pakistani and Bangladeshi backgrounds

Our progress during the past year

We have continued to work hard on a range of policies and programmes at national and local levels, to improve access to decent housing in the public and private sectors.

Decent homes

We are now ahead of our target for the private sector and are 90 per cent of the way towards the target to get all social housing to a decent standard by 2010.

Tackling overcrowding

Our work across the initiatives and programmes we describe below will, together, form an important step forward in tackling overcrowding.

Low-cost home ownership programmes

Currently around 70 per cent of households own their own home. It is clear from polls that around 90 per cent of households would like to be in this position at some point. But rising prices have made it much more difficult for first-time buyers and social tenants of all communities to get a foothold in the housing market.¹³

This is why we have introduced low-cost home ownership programmes. Based on equity sharing, these programmes aim to:

- increase access to home ownership for those currently priced out of the market;
- aid the recruitment and retention of key workers in areas where they might not otherwise be able to live; and
- offer new opportunities to those in social housing.

To date, ethnic minority households have particularly benefited from low-cost home ownership schemes. Nationally, only 5 per cent of all owner-occupiers are from ethnic minorities. In comparison, 16 per cent of all households who received assistance in 2004/05 came from ethnic minorities.¹⁴

13 The British Social Attitudes Survey 2000/2001

14 *A foot on the ladder: low cost home ownership assistance*, National Audit Office, July 2006



Ujima

Case study: Angell Town Estate, Brixton

The government target to ensure that all social housing meets the decent homes standard by 2010 will benefit one in 10 of Black and minority ethnic households.

Ujima, the largest black and minority ethnic-registered social landlord, is working in partnership with the London Borough of Lambeth, the Presentation Housing Association, and the Family Housing Association on the Angell Town Estate, which is undergoing extensive redevelopment and investment.

38% of Lambeth's population are from ethnic minorities. Of all applicants authorised for housing, just below 70% are from Black and minority ethnic communities.¹⁵

The multi-million-pound Angell Town regeneration project has an award-winning design, incorporating excellent space standards, while maintaining an ethos of continuous improvement through each phase.

Existing residents and others with a stake in the local community were consulted throughout the scheme's development and were involved with all the decisions regarding design and specification. This has created a sense of ownership, confidence and a secure, attractive neighbourhood with no vandalism or graffiti.

Launch of the HomeBuy programme

On 1 April 2006, the Government launched the HomeBuy programme, which opens up more opportunities for home ownership, helping us to achieve our target of helping over 100,000 households into home ownership by 2010.

Choice-based lettings help create stable communities

We believe that giving social housing tenants more choice over where they live is one of the best ways to achieve stable communities, and that treating tenants as customers during their first point of contact with their landlord fundamentally changes the relationship between the two parties for the better.

The Government is working towards nationwide coverage of choice-based lettings, including all rental sectors: local authorities, Registered Social landlords (RSLs), shared ownership schemes, and the private rented sector.

Moving away from bureaucratic housing allocations towards a much more customer-focused model has the potential to tackle discrimination in housing allocations.

However, choice also requires a greater input from the customer. Some vulnerable Black and minority ethnic groups, in particular those with poor English language skills, may need help to be able to fully exercise their choice. We are working to ensure that choice-based lettings do not disadvantage any groups.

Research into choice-based lettings

A Select Committee inquiry on social cohesion raised concerns that choice-based lettings could lead to greater segregation. However, the initial evaluation of choice-based lettings schemes in May 2004 found no suggestion that Black and minority ethnic communities were disadvantaged by virtue of their background.

Heriot-Watt University was commissioned to investigate the longer-term impact of choice-based lettings approaches, and the specialist

¹⁵ www.lambeth.gov.uk/NR/rdonlyres/571C454C-E78B-4892-9961-73C914C7308D/O/HousingStrategyStatement20042007.pdf

research agency, BMRB, was commissioned to examine applicants' perspectives on the process.

This research is intended to examine the impact of increased choice on the stability, viability and cohesion of communities, as well as the views and experiences of people within Black and minority ethnic communities about the choice-based lettings system, including where they would like, and are prepared to, live.

Separately, we have explored housing providers' views on the impact that choice-based lettings has on Black and minority ethnic communities.

The results from these different pieces of research will contribute to future guidance on choice-based lettings strategies.

Homelessness

In every region in England, the proportion of homeless ethnic minority households is greater than the proportion in the population as a whole. There are also, of course, differences in the rates of statutory homelessness between ethnic minority groups.

The Ethnic Minorities Innovation Fund

In September 2005, the Office of the Deputy Prime Minister (ODPM) published the results of research into *The Causes of Homelessness in Ethnic Minority Communities*, together with a development guide for local authorities and their partner agencies to help them provide evidence-based and cost-effective homelessness services for their ethnic minority populations.

To support take-up of the guide, a new £3 million Ethnic Minorities Innovation Fund (EMIF) was announced for 2006/07 and 2007/08. Its aim is to:

- identify good practice; and
- support local authorities and their partner stakeholders to develop innovative ways to tackle and prevent homelessness in Black and minority ethnic communities.

The successful projects were announced in June 2006.

Refugees and homelessness

The DCLG and the Home Office appointed a joint adviser, Samantha Waugh, who is working to broker agreements with the National Asylum Support Service (NASS) accommodation providers to:

- prevent/delay homelessness among new refugees; and
- spread good practice in meeting the housing needs of new refugees.

NASS providers are now contractually required to work with local authorities to help prevent homelessness among refugees. This includes:

- letting housing authorities know of plans to evict new refugees; and
- adhering to regional refugee homeless prevention protocols.

See also the Sunrise scheme on page 53.

Gypsy and Traveller accommodation policies

There are over 15,000 Gypsy and Traveller caravans in England today, although the total number of people living in these communities is unknown.

Gypsies and Travellers are believed to experience the worst health and education status of any disadvantaged group in England. Research has consistently confirmed the link between the lack of good quality accommodation sites for Gypsies and Travellers and poor health and education. For example:

- the life expectancy of Gypsies and Travellers is 10 years less for men and 12 years less for women than for the population as a whole;
- 18 per cent of Gypsy and Traveller mothers have experienced the death of a child, compared with less than 1 per cent in the settled population; and

- 50 per cent of Gypsies and Travellers report limiting long-term illness, compared with 18 per cent of the settled population.

In 1994 the duty on local authorities to provide sites was removed and since then underprovision of authorised sites has resulted in Gypsies and Travellers camping on unauthorised land or developing their own land without planning permission.

The number of caravans on unauthorised encampments and developments from July 1994 to July 2005 has increased by 7.5 per cent. In July 2005 the number of caravans recorded on local authority sites was at the highest level ever at 6,458 – up 8 per cent on July the previous year.¹⁶

The key to reducing unauthorised camping is to increase the supply of authorised sites. The Government is committed to increasing site provision with a new approach providing for:

- local authorities to take the lead in assessing the accommodation needs of Gypsies and Travellers, alongside those of their settled population;

- the locally assessed needs of Gypsies and Travellers to be incorporated into Regional Spatial Strategies; and
- each local authority to play its part in meeting that need through the planning system by identifying appropriate sites in local plans.

Some sites will be provided by Gypsies and Travellers themselves, without the need for public subsidy. Local authorities and RSLs may develop sites with subsidy from central government. RSLs are, for the first time, being given the power to build as well as manage sites.

From the financial year 2006/07, funding for new Gypsy and Traveller sites will be routed through the Regional Housing Boards as part of regional housing budgets. The Government has made up to £56 million available over the two years 2006/07 and 2007/08.

Low demand and abandonment – Housing Market Renewal

Sometimes communities are, over a period of time, quite literally ‘abandoned’. We have developed the Housing Market Renewal programme to help restore sustainable communities to those parts of the North and the Midlands where demand for housing is relatively weak and which have seen abandonment, dereliction, and poor services and social conditions as a result.

We are making an additional £1.2 billion available (over five years to 2008) to help restructure housing markets in nine renewal pathfinder areas. Research shows that Black and minority ethnic communities are disproportionately represented in the pathfinder areas.

Overcrowding is a particular issue in the Oldham and Rochdale pathfinder areas where 8 per cent of all pathfinder households and 18 per cent of South Asian households are living with less than one room per person. The pathfinder proposes to restructure the housing market by increasing the diversity, quality and choice of housing in the area by providing larger and more modern housing.



Simon Evans, Open Productions

Great Grandfather Mushi

16 Bi-annual count of Gypsy and Traveller caravans, published by the Gypsy and Traveller Unit in DCLG.

Using the percentage of households with less than one room per person as a measure, there is a target to reduce the numbers of overcrowded households in the whole pathfinder population to 7 per cent, and in the South Asian population to 16.2 per cent, by 2008, with an overall reduction to 5 per cent and 13.5 per cent respectively by 2019.

The pathfinders are working to ensure that housing problems are not simply transferred somewhere else. Key stakeholders are closely involved so that economic and social regeneration issues are addressed. We also expect pathfinders to make sure that the diverse wishes of communities that are directly affected by their proposals are fully taken into account.

Improving deprived neighbourhoods more widely

We have continued to develop a range of strategies to help improve the most deprived neighbourhoods in the country.

The Neighbourhood Renewal Unit (NRU) aims to improve conditions in the most deprived neighbourhoods by tackling problems surrounding housing, lack of work, crime, education, health and the physical environment.

In 2005 the NRU published two *Ethnicity Monitoring Guidance* documents. These have helped partnerships to:

- establish the areas where action is most needed; and

- monitor the success of the measures taken to reduce inequality.

Online resource for improving race equality

The NRU Online Race Resource for Improving Outcomes in Neighbourhoods (ORRION) went live in December 2005 and is a free one-stop shop to help practitioners improve race equality for their communities. It is to be refreshed in summer 2007. ORRION covers all the target themes, including housing and homelessness, for Black and minority ethnic groups. If you would like to find out more, visit: www.renewal.net/toolkits.asp

Revising frameworks to improve results

We have revised Performance Management Frameworks for Government Offices, Local Strategic Partnerships and government programmes, to reflect a stronger focus on improving results for Black and minority ethnic groups.

Training programme

The NRU has also worked with Government Offices to develop a programme called Delivery Skills Training to equip staff with the skills to analyse – and challenge – the impact of policies on Black and minority ethnic communities.

So far, Government Offices for London, the East Midlands, the North East and the North West have used the training, and feedback has been positive. Other Government Offices are in the process of negotiating dates.



New housing code from the Commission for Racial Equality

The Commission for Racial Equality (CRE) has completed its consultation on a revised statutory code of practice on racial equality in housing. The new code will replace two existing statutory codes for the rented and owner-occupied sectors. When it is published later in 2006, you will be able to access the new Housing Code on the CRE website at: www.cre.gov.uk.

Delivering the Respect Action Plan through housing

The Respect Action Plan, launched in January 2005, draws together the key actions to build respect in neighbourhoods.

We have completed a consultation on a new 'Respect Standard for Housing Management' which aims to encapsulate the core components of an effective response to tackling anti-social behaviour, including incidents of racially motivated anti-social behaviour.

From summer 2006, we will encourage social landlords to sign up to the Standard, signalling their commitment to help create and sustain places where anti-social behaviour and disrespect for people are not tolerated but tackled.

The key challenges ahead for housing

Overcrowding and decent homes

During the coming year, we will continue to work towards our decent homes target and ensure that Black and minority ethnic communities benefit. We are keen to explore good practice.

Perceptions of discrimination

It is essential that all communities are treated fairly, and are seen to be treated fairly, in all

public services. In housing there is a particular challenge. 13 per cent of Black and minority ethnic group respondents in the Citizenship Survey felt that they would be treated worse by a local housing authority or RSL than people of other races. This rose to 18 per cent of those with direct experience of housing services.

However, housing is the one area explored in the survey in which the White group is more likely to perceive discrimination than each individual non-White minority ethnic group – 21 per cent of White respondents believe they would be treated differently from those of other races.

Historically, emotive housing issues have been exploited politically by the Far Right. We want everyone to live in decent homes and enjoy a good quality of life. This benefits all of us. A key challenge for the coming year is to better understand people's perceptions and improve communication.

Reviewing Gypsy and Traveller accommodation policies

Gypsy and Traveller housing policies are a major challenge for the coming year. We have described the action that we plan to take to ensure that more authorised sites are provided. This will also contribute to better health and education outcomes. We must work in partnership to address the inequalities faced by these communities.

Improving deprived neighbourhoods

The national strategy for Neighbourhood Renewal is currently the subject of a comprehensive evaluation that will run over the next two to three years. It will include a specific report on race and diversity.



2.4 Health

The background to our work

Black and minority ethnic communities tend to suffer poorer health than the general population, but this is not uniform across all communities or all aspects of health.

The *Improving Opportunity, Strengthening Society* strategy explains that our action to address the health needs of minority ethnic communities takes place in the context of the Government's national drive to increase health overall and to reduce inequalities. Providing culturally appropriate services also remains an integral and vital element of the strategy.

We are currently halfway through a 10-year plan to provide a modern National Health Service (NHS) that is responsive to patient needs and that is as much about promoting health improvement and reducing inequalities as it is about treating ill health.

Social care services have been changing too, in order to better support people to be independent, improve their well-being and give them more choice and control.

White Paper has specific goal to tackle inequalities

The White Paper, *Our health, our care, our say: a new direction for community services*, was published in January 2006. It includes, as a specific goal, doing more to tackle inequalities and improve access to community services, including culturally appropriate services for minority ethnic communities.

If you would like more information on the White Paper, visit:
[www.dh.gov.uk/PublicationsAndStatistics/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT_ID=4127453&chk=NXlecj](http://www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationsPolicyAndGuidance/PublicationsPolicyAndGuidanceArticle/fs/en?CONTENT_ID=4127453&chk=NXlecj)

Health Surveys for England help map patterns

The major information source on the state of people's health is the Health Survey for England – an annual survey with a Black and minority ethnic boost every five years.

In 2004, the second time the survey has focused on the health of minority ethnic communities, the survey covered 6,700 adults and 1,650 children from the general population, including 880 adults and 390 children from minority ethnic groups. The minority ethnic boost sample resulted in an additional 5,940 adults and 2,900 children being interviewed.

The 2004 survey showed that minority ethnic groups follow the same pattern of general health as the overall population, with the majority reporting good or very good health and a much lower proportion reporting bad or very bad health. However, Bangladeshi and Pakistani men and women, and Black Caribbean women, were more likely to report bad or very bad health.

Other groups did not differ significantly from the general population, except Chinese women who were the only group less likely to report bad or very bad health.

The results of the Health Survey for England 2004 were published in April 2006. The full report, *Health Survey for England 2004 – the health of minority ethnic groups*, is available at: www.ic.nhs.uk/pubs/healthsurvey2004ethnicfull

Studies show significant health inequalities

A number of other studies have also shown that there are significant health inequalities affecting some Black and minority ethnic groups that relate to differences in:

- disease prevalence and particular health problems;
- access to services; and
- delivery of services and satisfaction with services.

FACT

In many cases, minority ethnic communities suffer disproportionately from certain health conditions.

Heart disease: South Asian-born people are 50% more likely to die prematurely from coronary heart disease than the general population.¹⁷

Mental health: The first census of mental health inpatients in England and Wales showed that Black people had significantly higher than average admission rates, and were more likely to be compulsorily admitted under the Mental Health Act 1983.¹⁸

Admission rates to hospital with mental health issues were also higher for White Irish people, and Bangladeshi people, while the percentage of inpatients from White British, Indian, Pakistani and Chinese groups was lower compared with the total population.

Diabetes: After adjusting for age, in 2004 diabetes was almost four times as likely in Bangladeshi men, and almost three times as likely in Pakistani and Indian men, compared with men in the general population.

Rates of diabetes among Black Caribbean men are also higher than the general population, while the rates for Irish people are lower than average.¹⁹

Among women, diabetes was more than five times as likely among Pakistani women, at least

three times as likely in Bangladeshi and Black Caribbean women, and two-and-a-half times as likely in Indian women compared with women in the general population.

Smoking: Rates are higher among Bangladeshi men (40%), Pakistani men (29%) and White Irish men (30%) compared with 24% of the general population. Indian men and Black African, South Asian and Chinese women all have lower smoking rates than the general population.²⁰

Substance misuse: The NHS National Treatment Agency for Substance Misuse has gathered evidence,²¹ to show that Black and minority ethnic populations are particularly vulnerable to the risk factors associated with problematic drug use, which centre around social exclusion and deprivation (see Black Health Agency case study on page 35). This, despite general population and school surveys reporting that Black and minority ethnic respondents – particularly South Asians – are less likely than White respondents to use illicit substances. A number of studies have examined the perceptions of Black and minority ethnic communities on the prevalence of drug use and, in some areas, within some communities, it is perceived to be increasing and as prevalent as it is within the White population.

Gypsy and Traveller communities: The life expectancy for Gypsy and Traveller women is up to 12 years less than the average female life expectancy, and the life expectancy for Gypsy and Traveller men is up to ten years less than the average male life expectancy.²²

Satisfaction with services

The NHS Patient Survey programme (funded by the Department of Health and run by the Healthcare Commission) found that South Asian people, especially Bangladeshi people, tend to

report less favourable experiences with health services than the general population. The results for other Black and minority ethnic groups did not differ significantly from the general population.

17 NHS (2004) *Delivering the National Service Framework for Coronary Heart Disease*

18 Healthcare Commission (2005) *Count Me In*

19 Health Survey for England (2004) National Statistics *The Health of Minority Ethnic Groups*,

20 Health Survey for England (2004) National Statistics *The Health of Minority Ethnic Groups*

21 National Treatment Agency for Substance Misuse, University of Lancashire (2003) *Black and minority ethnic communities in England: a review of literature on drugs and drug related provision*

22 University of Sheffield (October 2004) *The Health Status of Gypsies and Travellers in England*

Aiming to narrow the gap in health outcomes

A key government target is to reduce health inequalities by 10 per cent by 2010, as measured by infant mortality and life expectancy at birth.

Our strategy aims to narrow the gap in health outcomes across a range of dimensions, including:

- between different Black and minority ethnic groups and the population as a whole;
- across geographical areas; and
- across socio-economic groups.

This is a multi-agency, cross-government agenda with local authorities and Primary Care Trusts being the key partners for change at local level.

Our strategy includes targeted action to tackle important health issues experienced by some communities, for example heart disease, cancer and smoking.

Primary Care and Primary Care Trusts

'Primary care' describes the health services such as family doctors (GPs), pharmacists, dentists and midwives that play a central role in the local community. Primary Care Trusts (PCTs) are responsible for assessing need, planning and securing all health services, and improving health. PCTs control local healthcare while Strategic Health Authorities (SHAs) are the main link between the Department of Health and the NHS, and their brief includes standard setting and performance management.

There are currently 303 PCTs and these will reduce to 152 from 1 October 2006. The new PCTs will be more closely aligned with local authority boundaries across England, to organise and commission health services that best suit the diverse needs of their local population and to reduce health inequalities.



Black Health Agency

Case study: Reaching out with drug and alcohol education

The Manchester Drugs and Race Unit – a project within Manchester's *Black Health Agency* – has been working since 2003 to address a range of drug and alcohol issues within Manchester's Black and minority ethnic communities.

The unit has recently established a new initiative called *Reaching Out* which aims to provide drugs and alcohol education, awareness and information to Black and minority ethnic communities in community settings. A key element of this initiative is that all awareness raising is delivered by a team of workers who have been recruited from within the local minority ethnic communities.

The project has successfully recruited and trained a team of eight workers from the local Pakistani, Bangladeshi, Somali and Chinese communities, who are now delivering drugs and alcohol awareness-raising sessions.



The Spearhead Group

The Spearhead Group, announced in November 2004, covers the 70 local authorities with the worst health and deprivation indicators.

The Spearhead Group areas have nearly half (44 per cent) of the entire Black and minority ethnic population of England, compared with just over 28 per cent of the total population of England. They also contain 53 per cent of the Muslim population, which is particularly relevant because, once the age structures of the different faith groups have been taken into account, Muslim people have the highest levels of ill health.²³

The Spearhead Group gives us the potential to prioritise and target the action that is needed to help achieve the 2010 targets.

Our progress during the past year

There has been some progress in addressing overall health inequalities, with some good local examples of work that show faster reductions in mortality in deprived areas. However, we do not have data that enable us to demonstrate specific improvements for Black and minority ethnic communities. We are trying hard to address this and to improve the quality and analysis of data.

Improving health through primary care – the Race for Health programme

The PCT-led Race for Health programme has placed race equality at the core of primary care health services, tackling issues such as diabetes (see the case study on page 40), strokes, heart disease and cervical screening (see the case study on page 39) within Black and minority ethnic communities.

The programme supports a network of 13 PCTs around the country, working in partnership with communities.

Race for Health highlights examples of good practice across the NHS and has developed practical resources to make the Health Service

significantly fairer, including a race equality guide to policy and good practice for commissioning services, published in April 2006. For more information, visit: www.raceforhealth.org

Action to address particular health problems

We have targeted specific health concerns in the last year.

Heart disease and the South Asian community

Following the publication of a best practice toolkit, *Heart Disease and South Asians*, in December 2004, the Department of Health and the South Asian Health Foundation co-sponsored, in 2005, the production of *Prevention, Treatment and Rehabilitation of Cardiovascular Disease in South Asians*, with the support of the Chief Medical Officer.

Mental health care

Black people are significantly more likely than others to be admitted to psychiatric hospital and to be compulsorily detained under the Mental Health Act. The reasons for these differentials are complex and not yet fully understood, but we know that mental health services for Black and minority ethnic communities need to improve.

In the *Improving Opportunity, Strengthening Society* strategy, we reported on the launch of the *Delivering race equality in mental health care* (DRE) plan by the Department of Health in January 2005. The DRE plan sets out a vision for the key characteristics of a service to be achieved by 2010. It includes, for instance, a vision of:

- less fear of mental health services among Black and minority ethnic communities;
- increased satisfaction with services;
- a reduction in the rate of admission of people from Black and minority ethnic communities to psychiatric inpatient units; and
- a reduction in the disproportionate rates of compulsory detention of Black and minority ethnic service users in inpatient units.

The DRE plan commits the Government to an annual census of ethnicity in mental health, which will provide a vital means of measuring

23 Source: Department of Health 2006

progress and enable us to track improvements year on year.

The Department of Health commissioned the Mental Health Act Commission, the National Institute for Mental Health and the Healthcare Commission to carry out a census of ethnicity of the mental health inpatient population on a single day in March 2005.

The census collected a range of material (including ethnicity, language, religion, details of entry into hospital and care) from 33,828 patients (an estimated 99 per cent of the eligible patient population).

Published in December 2005, the findings showed that Black people are three times more likely than others to be admitted to a psychiatric hospital, and once in hospital, they are also more likely to be subject to seclusion and restraint.

The census was repeated in March 2006, with a similarly high response rate, and the findings are expected to be published late in 2006.²⁴

The DRE plan is being delivered across the country, and the census will track progress annually. Seventeen Focused Implementation Sites (FIS) have been established to act as 'hothouses' for developing effective approaches to delivering the three building blocks of DRE:

- more appropriate services;
- better engagement with communities; and
- better information.

These sites were formally launched in October 2005.

Smoking: a main cause of health inequality

Smoking is the single greatest cause of preventable illness and premature death in the UK. Smoking is also one of the main determining factors of health inequalities.

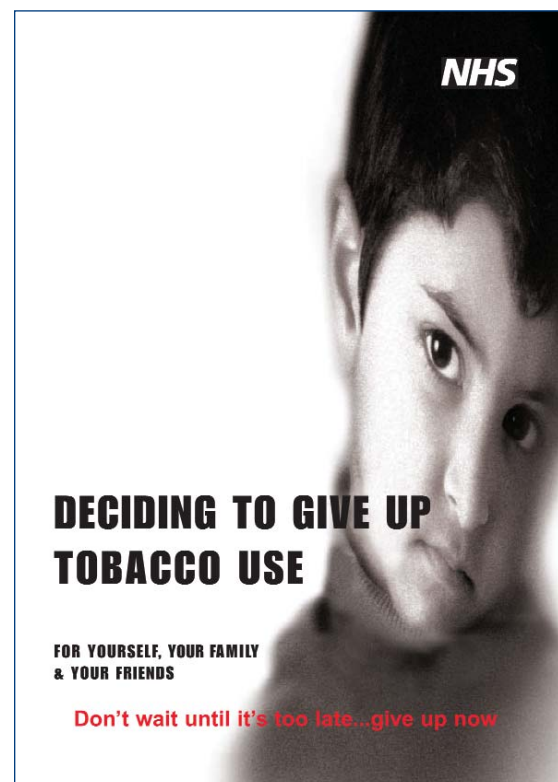
In 2004 the Public Service Agreement set the objective of reducing adult smoking rates to 21 per cent or less by 2010.

Tobacco campaign targeted South Asian communities

The 1999 Health Survey for England found disproportionately high rates of tobacco use among Bangladeshi men, and that South Asian men were less likely than the general population to stop smoking successfully.

The Government's tobacco campaign specifically targeted South Asian communities. We worked in partnership with community organisations and Asian community radio and television to highlight the dangers of tobacco smoking and chewing, and encouraged people to stop smoking.

Leaflets, posters and information booklets have also been produced to promote stopping smoking, supported by an Asian tobacco helpline which provides counsellors who speak Urdu, Hindu, Bengali, Punjabi and Gujarati.



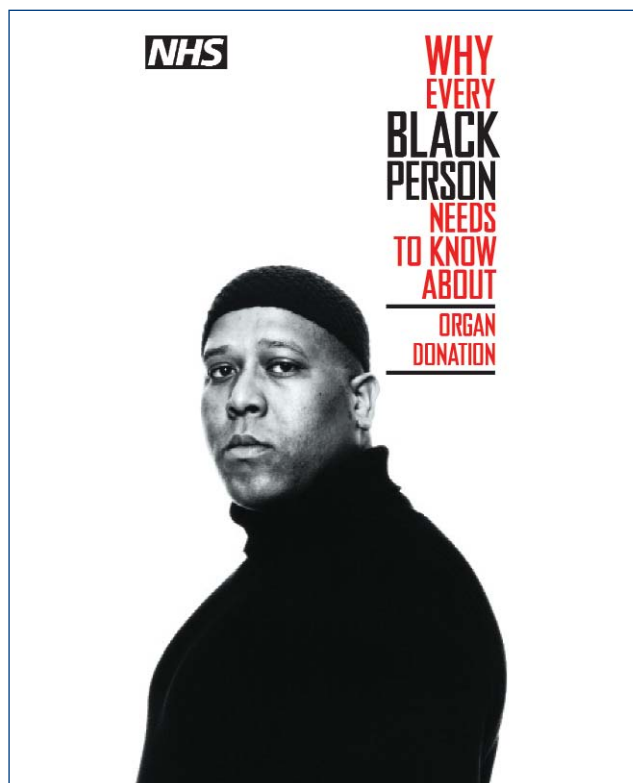
Department of Health leaflet on smoking cessation

All these culturally specific approaches (for example, using information produced in minority languages and having counsellors who speak minority languages on helplines) have now been mainstreamed and have become core elements of smoking cessation programmes.

The 2004 Health Survey for England found that significantly fewer Bangladeshi men and women reported using chewing tobacco in 2004 than in 1999, and that cigarette smoking prevalence among Black Caribbean men, Irish men and Irish women was also lower.

Blood, bone marrow and organ donors

The shortage of donors from Black and minority ethnic communities has been an issue for some time and we have taken steps to address this. Through UK Transplant, we have developed organ donation campaigns aimed at African-Caribbean, South Asian and faith communities, and NHS Blood and Transplant is running specific campaigns targeting Black and minority ethnic blood and bone marrow donors.



Department of Health leaflet on organ donation

The Pacesetters Programme

To ensure that the improvements in health services are fully realised for minority communities, the Department of Health has developed the Pacesetters Programme. A three-year programme to be formally launched in September 2006, the programme is a partnership between those local communities that experience health inequalities, the NHS and the Department of Health.

Initially working with five of the ten new Strategic Health Authorities (SHAs) – London, West Midlands, East Midlands, South West and Yorkshire & Humber – the programme aims to reduce:

- discrimination in the workplace and service delivery;
- health inequalities for Black and minority ethnic communities (including Gypsies and Travellers) and faith communities; and
- inequalities relating to age, disability, gender and sexual orientation and gender identity.

Each Pacesetter site will have a Baseline Audit Report on health inequalities so that the SHAs and Trusts, as well as other local stakeholders, can target the biggest inequalities and have a baseline from which to measure and demonstrate improvement.

Each Pacesetter SHA contains within it a Race for Health PCT and a number of Spearhead authorities.

Better guidance on ethnicity monitoring

It is clear that in order to better understand and respond to the health needs of particular Black and minority ethnic communities, we need to raise the quality of data and we are committed to doing this.

In July 2005 we revised the guidance on ethnicity monitoring of NHS patients and social care users, which:

- updates, strengthens and widens previous guidance;

- confirms the use of Office for National Statistics codes for ethnic groups as the NHS standard; and
- includes practical processes and standard forms for capturing ethnicity data.

The guidance, which also includes a number of best practice examples, applies to hospitals, where the collection of ethnicity data is mandatory, to community health settings and to social care. If you would like find out more, visit: www.dh.gov.uk/PublicationsAndStatistics/Statistics/StatisticalCollection/StatisticalCollectionArticle/fs/en?CONTENT_ID=4049499&chk=vi2KKe

The new single electronic patient record will also include ethnicity information; and performance on ethnic monitoring has been built into the Quality Outcomes Framework for GPs.

Greater prominence to race equality issues in the NHS

We are working to give great prominence to race equality in the NHS.

The Department of Health's Leadership and Race Equality Action Plan promotes this aim by targeting recruitment and development opportunities at people from minority ethnic groups, leading to the creation of over 900 mentoring relationships for Black and minority ethnic staff.

The key challenges ahead for health

Aiming to narrow the gap in health outcomes

The findings of the Health Survey for England 2004 revealed a complex picture of Black and minority ethnic health, with significant differences between particular minority ethnic communities in terms of health status, disease patterns and health behaviours.

Case study: Community radio helps cervical smear take-up

Eastern Leicester Primary Care Trust (PCT) found that the uptake of cervical smears was low compared with other trusts in the Strategic Health Authority, and particularly noted the low take-up of smears by Somali women.

The trust discussed this with a local community radio station. As a result: "During Ramadan, it broadcast a programme about the importance of cervical smears," explains Sandra Oliver from Eastern Leicester PCT. "At that time a lot of women are at home in the kitchen, preparing food and listening to the radio. The programme was translated into the Somali language."

One GP practice has a particularly large Somali population. Only 60 per cent of women had been for a cervical smear in the previous five years.

The practice offered them targeted information about the smears when they came into the surgery – they also have a Somali-speaking receptionist. "Thanks to this work, take-up has increased to 90 per cent and it's now the second highest-achieving practice in the trust," says Ms Oliver. "In the long run, this will save lives."

We have made some progress in tackling inequalities. The range of measures we have put in place are intended to help us go further. They should be seen in the context of the White Paper *Our health, Our care, Our say*, on community services which, coupled with the structural reorganisation in *Commissioning a Patient-led NHS*, provide significant opportunities to meet this challenge of health inequalities.

By commissioning a more diverse range of community services, we will increase the choices available to minority ethnic patients and service users, including better access to culturally

Case study: Slough bus helps track down diabetes cases

When Slough Primary Care Trust wanted to raise awareness about diabetes among Black and minority ethnic communities, it made use of a unique marketing tool that can map the lifestyles of these groups. The computer programme, developed by Dr Foster, an independent medical research company, combines information about medical treatment and hospital admissions for particular conditions, with data on the socio-economic background of a particular area's population.

This enabled the Action Diabetes team to map where there is an increased incidence of diabetes in the community and how that relates to ethnicity, age and other factors.

The Action Diabetes team organised a three-week tour of Slough on a special bus staffed with volunteer health counsellors from the Asian community – many with personal experience of the disease – and medical personnel.

The bus stopped at community, leisure and shopping centres, hospitals and mosques and tested for the disease, distributed information and offered advice on diet and exercise.

appropriate services that meet individual needs and preferences.

SHAs and their trusts will work in partnership with local populations, patients and service users to test innovative models of community participation.

We will also continue to build a more secure knowledge-base on how to best offer culturally appropriate services to patients when appropriate.

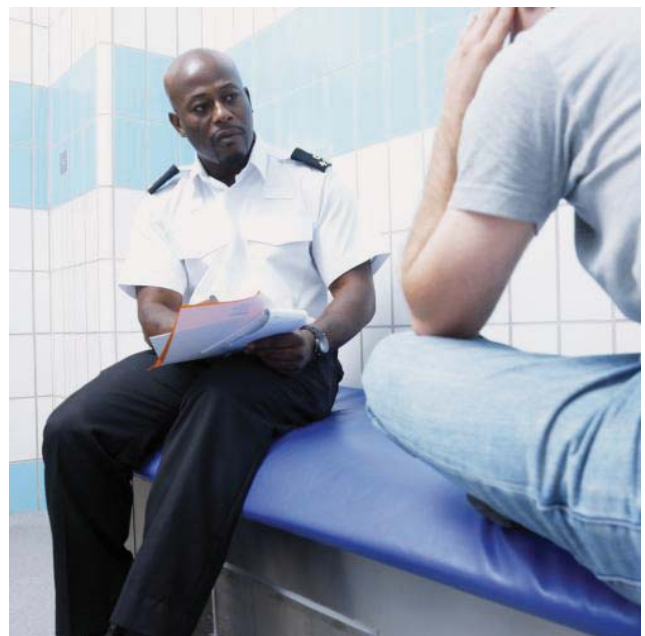
2.5 The Criminal Justice System

The background to our work

The Government is committed to a Criminal Justice System (CJS) that is fair, and can demonstrate that it is fair, to everyone in our society.

We know that people from Black and minority ethnic communities can have a different experience from the majority at every stage of the CJS – of being stopped and searched, as defendants and as convicted offenders, or as victims of crime.

The reasons for this are many and complex. We are trying hard to eliminate discrimination and to build confidence in the CJS among Black and minority ethnic communities, but we recognise that there is a great deal more work to be done.



Home Office

FACT

Overall, people from minority ethnic groups continue to be over-represented at each stage of the CJS.

There has been a slight decrease in disproportionality in Stop and Search over the last year. In 2004/05 Black people were six times more likely to be stopped and searched than White people, compared with 6.4 times more likely in 2003/04. Asian people were 1.8 times more likely to be stopped and searched than White people compared with 1.9 times in 2003/04.

In 2004/05 the arrest rate for Black people was 3.4 times that for White people – a similar difference to 2003/04. The number of Black prisoners relative to the overall population was five times higher than for White people.

The number of Black and minority ethnic staff in CJS agencies continues to grow, and in the Probation Service (10.9%) and the Crown Prosecution Service (CPS) (11.7%) the proportion of minority ethnic staff is higher than the proportion in the general population. Elsewhere it is lower.

In 2005/06, 74.2% of all recorded racist and religious crimes resulted in successful convictions compared with 72.1% in 2004/05.²⁵

There have been some improvements in perceptions among people from Black and minority ethnic communities. For example, in 2005 more people from minority ethnic groups felt they would be treated the same as people from other races by each of the five CJS agencies than in 2003.

Closing the confidence gap

In general, people from Black and minority ethnic communities are less confident in the CJS. We are working across the CJS to:

- improve people's experiences of CJS agencies and the system as a whole;
- identify and tackle the areas in the system where people from Black and minority ethnic communities are much more likely to be affected than those from the majority community, relative to their numbers in the general population, for example Stop and Search. This includes improving the data that help us to better understand what is going on, for whom and when;
- look after the needs of all victims and witnesses and deal effectively with racist incidents; and
- increase the number of people from Black and minority ethnic communities working at each stage within the CJS, particularly in those areas where they have traditionally been under-represented, such as the judiciary.

What is the Criminal Justice System?

The Criminal Justice System (CJS) is made up of five agencies: the Police, the Courts Service, the Prison Service, the Crown Prosecution Service and the National Probation Service. These agencies are continuing to work together to reform and improve the criminal justice system, including ensuring that the public has confidence that the CJS is effective and serves all communities fairly.

The CJS Race Unit

A key part of the work to deliver the *Improving Opportunity, Strengthening Society* strategy is carried out by the CJS Race Unit, which works across the CJS to:

- identify systemic barriers;
- identify and spread best practice; and
- actively manage change.

With responsibility for delivering the CJS Public Service Agreement target on decreasing perceptions of discrimination, the CJS Race Unit encourages and guides the CJS agencies to be fair. If you would like more information on the CJS Race Unit, visit: www.homeoffice.gov.uk/about-us/organisation/directorate-search/ocjr/ccc/cjsru/

The National Criminal Justice Board and Local Criminal Justice Boards

The National Criminal Justice Board is responsible for looking after the strategic direction of CJS resources to deliver CJS objectives, and for supporting Local Criminal Justice Boards. It has specific responsibility for combating inequality and discrimination in the CJS.

Local Criminal Justice Boards (LCJBs) work with the CJS Race Unit to understand what action needs to be taken in order to:

- improve the trust and confidence of Black and minority ethnic communities; and
- make best use of the available data to develop fair and non-discriminatory services in order to:
 - prevent and detect more crime;
 - give victims and witnesses more support; and
 - punish and rehabilitate more offenders.

Our progress during the past year

Taking forward the findings of the CRE's investigations

We continue taking forward the findings of the CRE's formal investigation into racism in the police service.

As part of this work, the Race Equality Programme has been developed in a partnership between the Home Office, the Association of Chief Police Officers and the Association of Police Authorities. The CRE welcomed this joint approach.

Stop and Search powers

The disproportionate use of the Stop and Search powers towards Black and minority ethnic communities is not acceptable. We are working to ensure a steady decrease in disproportionality, while increasing Black and minority ethnic confidence in the use of the powers. During the past year, we have done a significant amount of work to achieve this and to identify good practice.

This work has included:

- new guidance for police forces on the effective use of Stop and Search powers;
- a guide for local communities on what they should expect when the Stop and Search powers are used. This will be published in July 2006; and
- working with Her Majesty's Inspectorate of Constabulary (HMIC), which is looking at each police force's ability to explain its levels of disproportionality with regard to Stop and Search to local communities.

What is Stop and Search?

Police officers can stop and talk to an individual at any time. But they should only search someone if they suspect that person is carrying:

- drugs;
- weapons;
- stolen property; or
- items that could be used to commit a crime or damage property.

A police officer should have a good reason for stopping and searching and should explain what that reason is.

A person should not be stopped or searched because of age, race, ethnic background, nationality, religion or faith, appearance, language spoken or because that person has committed a crime in the past.

In addition, there are powers to Stop and Search individuals *without* reasonable suspicion if the police believe that there are weapons in the area (section 60) or that there is a specific threat of terrorist activity (section 44).

Case study: Stop and Search manual for the police

The purpose of this manual, which was published online on 31 March 2005, is to set out for the benefit of police forces and police authorities:

- the powers of Stop and Search available to the police and how they should be used;
- the responsibility of police officers to record stops and to give a record to the person who is stopped;
- concerns surrounding the disproportionate use of Stop and Search powers against Black and minority ethnic communities and what can be done to address these concerns; and
- research and good practice findings.

If you would like to read the manual, visit: www.police.homeoffice.gov.uk/operational-policing/powers-pace-codes/stop-search1.html/?version=1

Tackling racially aggravated offences and racist incidents

Hate crime (racist and religiously aggravated crime, homophobic crime and domestic violence) is one of the top 15 indicators for the CPS against which the performance of all CPS areas is measured.

Each CPS area has a target to reduce the percentage of hate crimes that result in an unsuccessful outcome (that is, acquittal or when a case is dismissed).

To help drive progress, build better relations in communities and spread best practice, three CPS pilots on community engagement will be completed in summer 2006.

For example, in the *Race Scrutiny Panel in West Yorkshire*, representatives from community race projects act as critical friends to the CPS. They meet senior CPS staff, review and scrutinise

random case files and identify issues and common themes. This innovative method of community engagement is key to improving performance in tackling hate crime and in raising public trust and confidence in the CPS.

Following the racist murder of Anthony Walker in Merseyside on 29 July 2005, the CPS Equality and Diversity Unit in partnership with CPS Merseyside has produced, with the endorsement of the Walker family, a publication, *Handling Sensitive Race Hate Crime: an overview of good practice and lessons learnt*. To find out more, visit: www.cps.gov.uk/publications/docs/sensracecrime.pdf

Looking after victims and witnesses

In April 2006, the *Code of Practice for Victims of Crime* was published. Victims of hate crime are defined as 'vulnerable and intimidated' and are therefore entitled to an enhanced service.

The failure of witnesses to attend court and/or witnesses retracting their statements can contribute to ineffective trials, including in race hate cases. The No Witness No Justice (NWNJ) programme – a joint-project between the police and the CPS – is helping to address this by improving the experience of the CJS for witnesses.

NWNJ is particularly responsive to the needs of victims and witnesses of racist crime. Dedicated Witness Care Units across England and Wales ensure that the *individual needs* of victims and witnesses are identified and met, and they have been given guidance on consulting with Black and minority ethnic communities. The three CPS-funded pilots (see above) also help build and spread best practice advice to other areas.

Improving the diversity of the CJS

All CJS agencies have targets to increase Black and minority ethnic representation at all levels within their services. In addition, the new Police and Justice Bill 2006 will enable the Home Secretary to confer specific functions on police authorities, including promoting diversity within their police force and within the authority itself.



Chief Inspector Parm Sandhu, winner of the Public Sector Award at the 2006 Asian Women of Achievement Awards

Case study: Chief Inspector Parm Sandhu

Chief Inspector Parm Sandhu (the highest-ranking female Asian officer in the Metropolitan Police) currently works with Asian and Black communities, in a reassurance and intelligence-gathering role, on the prevention angle of the counter-terrorism strategy.

Parm believes the High Potential Development (HPD) scheme has opened up a lot of opportunities. It has enabled her to learn more about different roles in policing and has given her access to a number of different courses, from a leadership course to one on diversity.

Parm also feels that schemes like HPD could help to improve the demographic profile in senior ranks through the direct targeting of talented individuals.

Representation continues to grow steadily in all the CJS agencies. The CPS, for example, has one of the most ethnically diverse workforces across government, with 11.7 per cent Black and minority ethnic staff in 2004/05, including 27 per cent of all scholars on the Law Scholarship Scheme.²⁶

Supporting Black and minority ethnic police

The Police Service has continued to work hard at increasing minority representation. Starting from a very low base in 1999, when only 2 per cent of police officers were from minority ethnic communities, the increase to 3.5 per cent by March 2005 represents an additional 2,497 Black and minority ethnic officers.²⁷ The greatest percentage increases were for the Asian and Mixed groups.

More encouragingly, 14 per cent of police community support officers across England and Wales are Black and minority ethnic²⁸ and we hope that many of them will go on to become police officers.

A booklet called *Want to get involved in the Criminal Justice System? Your guide to careers and volunteering* is downloadable from: www.cjsonline.gov.uk/downloads/application/pdf/CJS-Careers-Eng.pdf

Other initiatives are aimed at increasing diversity and the skills of officers to value diversity.

The *Positive Action Leadership Programme (PALP)* encourages officers and staff from under-represented groups to remain in the Service and to apply for promotion. The *High Potential Development (HPD) scheme*, started in 2002, identifies and supports officers with the potential to achieve the rank of Superintendent (see case study).

26 CPS Annual Equalities in Employment Report 2004–2005

27 Race quality – The Home Secretary's Employment Targets Report 2005

28 Race quality – The Home Secretary's Employment Targets Report 2005

Black and minority ethnic representation within the CJS agencies

	2002/03	2003/04	2004/05
Police Service ²⁹	3.8%	4.3%	4.7%
Police Officers	2.9%	3.3%	3.5%
Prison Service	5.1%	5.4%	5.7%
Probation Service	9.2%	10.5%	10.9%
Magistrates' Courts	6.6%	6.8%	7.3%
Crown Prosecution Service	10%	11.3%	11.7%

The Police Race and Diversity Learning Development Programme (PRDLDP) adopts a different approach to what was previously known as 'community and race relations training'. It emphasises learning and development in context, taking into account the needs of local communities as well as the specific role of each officer or police staff member. A key goal of the programme is to ensure that by 2009, everyone in the Police Service is assessed as being competent against national occupational standards on race and diversity.

Improving the diversity of the judiciary and the magistracy

Improving the diversity of the judiciary and the magistracy also continues to be a priority.

The Judicial Diversity Strategy, announced by the Lord Chancellor in May 2006, aims to bring about a more diverse judiciary with an increased understanding of the community it serves, which in turn will help to build public confidence and develop judges of the highest quality.

The Department for Constitutional Affairs, the new Judicial Appointments Commission and the judiciary are responsible for making it happen, and are working to agree how progress will be measured.

Magistrates' National Recruitment Strategy (MNRS)

Nationally, the magistracy is reasonably representative of the population in terms of

gender and ethnicity. Black and minority ethnic representation is up to 7.2 per cent in 2006 from 6.1 per cent in 2002.³⁰ The MNRS aims to increase the numbers further.

In 2005 the MNRS supported 35 recruitment campaigns around the country. Early findings indicate extremely positive results.

The MNRS also funds and supports the Citizenship Foundation in running the Courts' Mock Trials Competition and the Magistrates' Association's Magistrates in the Community Project. Both projects work to increase community awareness and engagement with the magistracy.

Race equality in prisons

Good progress has been made this year in taking forward the action plan *Implementing Race Equality in Prisons – A shared agenda for change* (December 2003). This work has included:

- publication of the revised Race Equality Scheme in May 2005;
- Prison Service guidance on conducting Race Equality Impact Assessments;
- developing and implementing two Key Performance Targets to help the Prison Service measure and improve the quality of race relations for prisoners, staff and visitors.
- a review of current practices for working with racist offenders, with pilot projects in three establishments to flag racist offenders/behaviours; and

29 *Race quality – The Home Secretary's Employment Targets Report 2005*

30 Source: Department for Constitutional Affairs, 2006

- pilot programmes at Full Sutton, Leeds and Stoke Heath prisons to test whether mediation is a viable means to deal with racial complaints (due to report by September 2006).

The Prison Service working with the National Offender Management Service

The Prison Service is working closely with the National Offender Management Service (NOMS) on a review of complaints and racist incidents, to assess the feasibility of developing a system that:

- covers all prisoner complaints;
- has the confidence of both prisoners and staff; and

- enables prisoner complaints and racist incident outcomes to be monitored across all racial groups.

The key challenges ahead for the Criminal Justice System

We believe that we have made many changes for the better in the past year.

We also know that we have a long way to go to build full confidence among all communities in the CJS. Across all services, we need:

Case study: Black Self-Development at Brixton Prison

London Action Trust's Black Self-Development Programme at Brixton Prison is a culmination of 15 years' work by Black probation officers looking to reduce the re-conviction rate of Black offenders.

The current programme evolved from a pilot in seven inner and east London boroughs in 2000/02, from which 29 per cent of participants found a job and 22 per cent went into full-time education.

The evidence suggested that a professionally designed course would enable selected Black offenders to examine their own behaviour and needs and to develop strategies for change. In this programme, participants:

- examine in detail their responsibility for offending, especially looking at the offence from the victim's perspective;
- work through the risk factors associated with offending;
- learn new skills and receive education, training and employment advice; and
- identify future goals.

Different parts of the programme are accredited through the Open College

Network. Delivered by London Action Trust, the programme holds 16 sessions over eight weeks and is funded by Jobcentre Plus until December 2006. Further funding is currently being sought to extend the programme into six other prisons in London and the South East.

"I feel this course is vital for prisoners who want to change and are getting ready for release. I started to gain a lot of self-control and reclaim control of my life. This course has given me a lot of information, knowledge and skills that I now can apply to my daily life and use them in order to become a better person. This course has helped me identify my strengths and weaknesses and understand more about racism and prejudice. I also learned about the importance of equal opportunity and ways that I can implement it in life or in my ideal line of work."

A. Brown

"The Black Self-Development Programme is such a dynamic programme designed to empower, counsel and extend our growth. I have no doubts whatsoever that those who attend will gain abundantly from it."

A. Hayden

Case study: Operation Black Vote and Magistrates' Shadowing Scheme

The Magistrates' Shadowing Scheme is a unique collaboration between Operation Black Vote, the Department for Constitutional Affairs, more than 20 local magistrates' courts, the Magistrates' Association and participants from the Black and minority ethnic communities.



Operation Black Vote

Participants in Operation Black Vote's Magistrates' Shadowing Scheme, with Operation Black Vote's Simon Woolley (top right-hand corner)

To date, over 150 'shadows', 300 magistrates and 55 courts have taken part in the scheme.

Each participant:

- spends at least 10 days sitting with a mentor magistrate on a range of cases;
- attends two training days in London;
- acts as an ambassador for the magistrates' service; and
- takes part in awareness-raising events.

The scheme has proved a great success with both participants and magistrates. So far, around half of participants have applied to become a magistrate.

From the last two shadowing schemes, about 25 people have now become magistrates, and another 40 are waiting for first or second interviews.



- better data to drive change, and to this end a review of CJS race statistics was completed in 2005. An action plan is now under way in response; and
- more staff from Black and minority ethnic communities at all levels.

Recommendations made by the Mubarek Public Inquiry

The final report of the Inquiry into the murder of Zahid Mubarek at Feltham Young Offender Institution on 21 March 2000 was published on 29 June 2006.

The Inquiry made 10 recommendations in the area of race and religious intolerance; the Government has accepted seven of these and will consider the other three and publish a full response on all the recommendations on 29 August 2006.

National Offender Management Service

NOMS's five-year plan is also making sure that race and diversity is a key part of its vision, values and culture. This will mean that any organisations looking to work with NOMS meet all legal requirements in relation to race and diversity in both employment and service delivery.

New code of Professional Standards for the police

Following on from recommendations made in the Taylor Review into Police Disciplinary Arrangements in 2005, a new Code of Professional Standards is being developed to replace the current code of conduct. The code is nearing the end of a four-month public consultation before a final version is presented to a working group of the Police Advisory Board for England and Wales (PABEW). The PABEW will then make recommendations to the Home Secretary. An improved disciplinary procedure will address alleged breaches of the new code.

Working at either end of the CJS process

The continuing rise of the prison population is both a challenge and an indicator that there is still much work to do, both at the front end in terms of disproportionality in stop and search, arrest and cautions and at the other end with fair and effective offender management and resettlement.

Chapter 3

Building cohesive communities



**Improving Opportunity,
Strengthening Society**

Chapter 3: Building cohesive communities

This chapter describes what we mean by ‘cohesion’ and why it is essential to continue building a real sense of belonging in our society.

Definition: What is a cohesive community?

A cohesive community is one in which:

- there is a common vision and sense of belonging for all communities;
- diversity is appreciated and valued;
- people from different backgrounds have similar life opportunities; and
- strong and positive relationships are being developed between people from different backgrounds.

As we outlined in the *Improving Opportunity, Strengthening Society* strategy, it is essential to develop a sense of cohesion within our society if people are to come together to make progress across a range of social and economic challenges.

Community cohesion is not just a vague concept. It is about everyone having a stake in society and being able to join in and influence the decisions that affect their lives.



FACT

The 2005 Citizenship survey found that:

80% of people agreed that they lived in an area where people from different backgrounds got on well together – a figure unchanged since 2003; and in 20 areas surveyed from 2003 to 2005, cohesion increased in nine of the areas and decreased in only one; cohesion increased in four of the five most disadvantaged areas.

The Survey of English Housing found that:

The proportion of minority ethnic households who think racial harassment is a problem in their area fell between 2000/01 and 2004/05.

Making sure that cohesion is a key part of central policy

We have worked hard to embed cohesion into a range of central policies, for example:

- community cohesion is now part of the Comprehensive Performance Assessment process, when the Audit Commission assesses the performance of local authorities and the services they provide; and
- the Department for Communities and Local Government (DCLG) is working closely with regional Government Offices to incorporate community cohesion into Local Area Agreements (there is more on Local Area Agreements on page 60).

Toolkit and CD support

A toolkit and interactive CD, *Community Cohesion: SEVEN STEPS*, drawing on the lessons of the Pathfinder programme, was published in March 2005 and given to all local authorities in England.

This chapter on community cohesion reflects our strategy of working towards progress on cohesion under four headings:

- creating a shared sense of belonging;
- tackling racism and extremism;
- supporting areas experiencing challenges to cohesion; and
- engaging with faith communities.

This report also describes the action that was taken to tackle racism and extremism following the London bombings on 7 July 2005.

Creating a shared sense of belonging

The background to our work

An important part of building cohesion is to make sure that people from different backgrounds and communities feel that they belong to the place in which they live.

On one level this is about promoting different activities which bring people together to develop a new shared sense of community; on another level, it is about engaging all communities in local decision making and civic life.

A major challenge is to ensure that differences between races and faiths are respected while, at the same time, building a culture that is unifying.

Young people are the starting point

An essential way of building a cohesive society is to make sure that young people feel as if they are part of society as early in their lives as possible. For example, education in citizenship is important and we are:

- making sure that citizenship education is an integral part of the National Curriculum;
- introducing a new framework for the teaching of religious education;
- piloting a certificate of citizenship teaching to support teachers' professional development;
- encouraging and offering advice to help more schools develop Active Citizens in Schools schemes; and

- developing, with the help of all major British faith organisations, a framework to help improve the understanding and teaching of religion.

Our progress during the past year

Citizens' Days

The aim of this major cross-government initiative, organised by the Home Office and led by the Citizenship Foundation, was to enable people from different backgrounds to come together and recognise that citizenship:

- is an active, informed and inclusive process; and
- recognises rights and responsibilities in a culture characterised by respect, tolerance and fairness rather than prejudice or hate.

Citizens' Days were held in October 2005 in Hull, Stoke-on-Trent, Birmingham and the London Borough of Southwark. (See case study.)

Case study: Citizens' Days

Citizens' Day

Citizens' Day in Stoke-on-Trent focused on younger people, helping to promote a better understanding of rights, responsibility and participation in order to make a difference and to build stronger local communities and neighbourhoods.

In Southwark, the day emphasised the important role that volunteering plays in local life, together with a look at the history of Southwark and the contributions that individual people have made in shaping their borough.

Hull launched Hull Together Now to build community cohesion to promote the varied work of voluntary organisations.

Strength in Diversity was the main theme in **Birmingham**. The day highlighted activities for Local Democracy Week and Black History Month, including the Sign up for Birmingham Campaign to encourage volunteering.

The events were very successful in identifying good practice, which will form the basis of a toolkit to be published later in 2006. The toolkit will be disseminated by the Local Government Association, which will use it as an element of their Local Democracy Campaign to encourage cohesion and active citizenship.

Increasing opportunities to participate in civic life

Engaging residents in local decision-making makes an important contribution to community cohesion by involving local people in the decisions that affect their lives.

Launched in June 2005, the Together We Can plan sets out the Government's commitment to empower citizens to work with public bodies to set and achieve common goals. (See case study.)

The plan helps us to join up our initiatives across government. It enables us to share and review what we learn, and provides a base on which we can build partnerships outside government to take our policies forward.

Encouraging volunteering

We are also keen to focus on encouraging people to take part in voluntary and community work. As we outlined in the *Improving Opportunity, Strengthening Society* strategy, those who volunteer in at least one organisation are also likely to be very positive about the effects of diversity in their area.³¹

Time Together is a three-year project, launched in October 2005, run by the national charity TimeBank. Volunteer mentors are paired with refugees for five hours a month to help them achieve their goals in education and employment, while integrating into their local neighbourhoods. The aim is to help 2,550 refugees during the course of the project.

Case study: Together We Can



Together We Can

The three essential ingredients of the Together We Can way of working:

1. *Active citizens:* people with the motivation, skills and confidence to speak up for their communities and say what improvements are needed.
2. *Strengthened communities:* community groups with the capability and resources to bring people together to work out shared solutions.
3. *Partnership with public bodies:* public bodies willing and able to work as partners with local people.

In the Together We Can plan, these three ingredients work together. It's more than individual citizens getting together to do good things in their communities; it's more than a public body trying to tackle a problem on its own; and it's more than a community organisation campaigning on a local issue.

Together We Can brings the three together.

Together they can go further, use their resources more effectively and find solutions that last.



31 Research by nVision Europe based on the European Social Survey on 2,000 people aged 15+ in the UK

Active Learning for Active Citizenship (ALAC) has given community-based citizenship education to more than 1,000 adults over the past two years in seven regional hubs: Greater Manchester, South Yorkshire, the Black Country, Lincoln, London, the South West and Tees Valley.

People from diverse, and often conflicting, communities have been supported as they work together in positive and constructive ways. In Manchester, for example, participants worked through the Refugee and Asylum Seeker Network to develop a city-wide Refugee Charter. The project ended in March 2006 and is currently being evaluated.

If you would like to see the original proposal for ALAC, visit: www.togetherwecan.info/alac/

Helping immigrants to integrate in our communities

The United Kingdom has a proud tradition of welcoming refugees. The skills, experiences and diversity of culture that refugees bring with them have enormously enriched and improved our society and way of life.

Ensuring that refugees are provided with the opportunity not only to integrate into their local communities but also to participate actively in those communities, is a key area of work for us.

Refugee Integration Strategy

The Refugee Integration Strategy makes an important contribution to promoting good race relations and in building cohesive communities.

The strategy *Integration Matters* was published in March 2005, along with the Department for Work and Pensions (DWP) strategy for improving refugee employment, *Working to Rebuild Lives*.

The three key aims of the strategy are to provide refugees with:

- access to appropriate services;
- the opportunity to contribute to the community; and
- the opportunity to achieve their full potential.

We have started to work on each of these areas over the past year through a range of pilots and local initiatives.

Sunrise scheme

The Sunrise scheme, launched in October 2005, is being piloted in London, Leeds/Sheffield, Manchester and Scotland.

The scheme aims to help 1,200 refugees by giving them support, for up to a year, from an allocated caseworker who will help them to:

- manage the transition from asylum-seeker to refugee; and
- integrate into and contribute to UK life.

The scheme's main objectives are to:

- enable refugees to be integrated into the UK as smoothly as possible, so they can contribute to the community as soon as possible; and
- reduce the strain on public services.

The Home Office is commissioning a full evaluation of the scheme to establish the success of the pilots, which are running for two years. A decision will then be made on any future expansion or modification of the programme.

Citizenship Ceremonies

It is important to acknowledge the particular day when an immigrant becomes a British citizen and the Citizenship Ceremony that marks this special event has already proved a great success.

We shall continue to hold Citizenship Ceremonies and also use the occasion to offer our new citizens more information about life in Britain today.



Citizenship Ceremony participants meet Prince Charles

Definition: What is a Citizenship Ceremony?

At Citizenship Ceremonies new citizens swear allegiance to the Queen, sing the national anthem, pledge to respect the UK's rights and freedoms and also promise to uphold the country's democratic values.

Commission for Racial Equality publishes guidance

Public authorities also have a duty to promote good race relations and the Commission for Racial Equality (CRE) published *Promoting Good Race Relations: a guide for public authorities* in July 2005. If you would like to read this, visit: www.cre.gov.uk/duty/grr/index.html

Housing management helps community cohesion

The *Improving Opportunity, Strengthening Society* strategy also identified a role for housing management in promoting community cohesion.

The DCLG commissioned the Learning Action Framework project, which will be used as practical guidance by local housing managers once it is set up.

The framework will be used to:

- review local authority data and strategic plans to identify emerging community cohesion priorities for the locality; and
- assess a range of activities for social landlords through best practice examples that impact on community cohesion.

There is more on housing starting on page 26.

The key challenges ahead in creating a shared sense of belonging

We know that there is a great deal more to do in order to create an enduring sense of belonging as set out in the *Improving Opportunity, Strengthening Society* strategy, but we feel we have made a positive start that is grounded in real and achievable policies.

We do, however, need to continue to:

- remove barriers that prevent people from all sections of society from understanding and celebrating the contributions made by many cultures in Britain;
- increase opportunities for young people to develop a sense of inclusive British citizenship;
- develop the Refugee Integration Strategy effectively so that refugees are able to contribute to life in their communities;
- encourage involvement in civic life at a local level; and
- encourage volunteering in wide range of organisations.

Case study: Sonali Gardens, Tower Hamlets

Tower Hamlets has been pioneering culturally sensitive services for ethnic minority communities with the highly successful Sonali Gardens scheme.

The concept of receiving care from strangers is both unfamiliar and unacceptable to many older Bangladeshi people. As a result, Tower Hamlets found that the take-up of extra care schemes, along with residential and nursing-home care, was not representative of the growing numbers of older Bangladeshi people living in the borough.



The Sonali Gardens scheme, Tower Hamlets

The Sonali Gardens scheme, made possible through a partnership between the council, the Government and Circle 33 Housing Association, set out to do something about caring for this sector of the community. In 2004, 40 self-contained adapted homes were built around an enclosed courtyard, which combined extra care with a day-centre. Sonali means 'warm heart' in Bengali.

A Bangladeshi care team provides a sensitive environment that reflects the particular religious and cultural needs of this community. Care is provided round the clock by dedicated fully trained staff from the EPIC Trust, most of whom speak at least one of three languages – Urdu, Sylheti or Bengali. Care is designed in such a way as to fit in with family life, to encourage maximum contact with relatives, local clubs and the mosque.

The centre has been provided with a prayer room, separate lounges for men and women, bilingual signage and is decorated with Bengali art and furnishings. Likewise, the food prepared in the centre's restaurant reflects the cultural needs and preferences of the residents.

The Sonali Gardens scheme means that all communities in Tower Hamlets now have equal access to care provision.

Tackling racism and extremism

The background to our work

Racism and extremism can quickly fuel community tensions and damage cohesion.

We are determined not only to fight racism and hate crimes but to work with a wide range of organisations, including schools and businesses, to challenge racism and prejudice.

Racist incidents and hate crime

Racism is unacceptable. Hate crimes, motivated by racism, homophobia or prejudice against those with disabilities or a particular belief, for example, are an attack on the community as well as on the individual, because these crimes can promote fear among a whole group of people. Although incidents are down significantly over the last decade, tackling racism and hate crime remains a top priority.

Local authorities and their partners need to counter racism and extremism by working to:

- expose myths;
- confront racist incidents; and
- involve local residents in preparing for new arrivals and helping them settle into their new community.

The Government has supported these actions by strengthening political and community leadership. It works with partners to provide guidance to help local authorities in setting up media and communications strategies that help to avoid inflammatory reporting of incidents that could have an impact on community cohesion.

Our progress during the past year

Strengthening the legal framework

The current law has been strengthened and new legislation introduced to protect people from religious hatred.

New provisions in the Racial and Religious Hatred Act 2006 clarify the offence of incitement and target those who stir up hatred against groups defined by their religious beliefs or lack of religious beliefs. Those who do stir up hatred risk a prison sentence of seven years.

Simple criticism or telling jokes about religion are not offences under the Act. There is more about the law starting on page 67.

FACT

Nearly 180,000 racially motivated incidents were carried out in 2004/05 (down from over 200,000 in 2002/03).

Tackling race hate and anti-social behaviour: the Broadlea Estate pilot

Local projects affecting a particular neighbourhood often deliver some of the best results in tackling problems surrounding cohesion.

For example, we contributed £10,000, via the Government Office for Yorkshire and The Humber, to a pilot project on the Broadlea Estate and

surrounding areas in Leeds, to tackle race hate and anti-social behaviour.

The project has three broad aims:

- to engage with young people who are at risk or already involved in race hate incidents and anti-social behaviour;
- to motivate young people to join in with a range of activities that offer an alternative to staying out on the streets; and
- to raise awareness among young people that there are choices and consequences and the impact that these have on their community.

Results from the pilot were extremely encouraging and included:

- a reduction in offences;
- a reduction in numbers of young people on the streets;
- a rise in self-confidence among young people about making the right choices; and
- the offer of training to staff who work with young people, on how to identify race hate crime and report it.

Working to tackle hate crime more effectively

We are working with a small number of key stakeholders to take forward work in tackling race, faith and homophobic hate crime more effectively.

It is envisaged that this work will include projects to:

- improve the local response to hate crime;
- increase victims' confidence in the Criminal Justice System;
- increase the proportion of victims who report hate crimes and the proportion of those crimes that are brought to justice; and
- improve the evidence-base on hate crime so that action can be taken against perpetrators.

FACT

3,616 defendants were prosecuted for racist incidents during 2003/04.³²

32 Crown Prosecution Service (2004) *Racist Incident Monitoring Annual Report 2003–2004* (www.cps.gov.uk/publications/reports/rims03-04.html#01)

Helping to build leadership locally

As we explained in the *Improving Opportunity, Strengthening Society* strategy, we are committed to improving the overall quality of local leadership because effective local political and community leadership are crucial. Weak leadership or actions can play into the hands of racist organisations and groups, which in turn can allow extremists to get a hold in a community.

Working in partnership with the former Office of the Deputy Prime Minister, we completed two projects that have helped with training local leaders to deal with sensitive issues. The budget was split equally between the two projects.

Leadership in Oldham

The first project is currently under way in Oldham. A grant of £47,750 was distributed via Oldham Metropolitan Borough Council to support local leadership in tackling a number of difficult issues surrounding community cohesion and building good relations in Oldham. Proposals were also made to share good practice across the region and elsewhere.

The grant provided:

- a contribution to support the Building Good Relations project in Oldham and the development of two case studies involving the mediation skills of the local community; and
- funding to employ consultancy help to run workshops with councillors, and other local leaders, to assess the main elements of confident civic leadership in the face of extremism.

Building a good practice resource

This work is contributing to a best practice resource which can be used by other local authorities and their partners in responding to community relations problems. The planned publication for this resource is September 2006.

Institute of Community Cohesion

The second proposal involved a grant of £47,000 to the Institute of Community Cohesion, which offered a two-day residential course on strategic leadership to two representatives from each of

the ten Public Service Agreement (PSA) areas. There is more on PSAs on page 9.

The two representatives from each area were the respective council's community cohesion lead and the media/public relations person.

The course, which took place in March 2006, aimed to identify:

- the key issues being faced;
- specific ideas to improve cohesion; and
- best practice models for everyone to use.

Action plans from the PSA areas have been submitted to the Institute of Community Cohesion. These are being followed up by visits to each area, with priority given to those areas in most need.

Guidance for the media

The way in which certain issues are reported by the media can have a significant impact on community relations.

The Community Cohesion Panel, established after the disturbances in Burnley, Oldham and Bradford in the summer of 2001, set up the Press and Media Practitioner group. Its members included representatives from the regional and national press, TV and radio broadcasters, media regulators and local authorities.

The Media Practitioner Group believed that the sector would greatly benefit from industry-led guidance for editors and journalists about reporting on issues of race, faith and community cohesion. The group commissioned the Media Trust and the Society of Editors to produce a booklet called *Reporting Diversity*, with some funding from the Home Office.

The aim of the booklet, published in October 2005 and launched at the Society of Editors' annual conference, was to help the media report race issues fairly, while also recognising the challenges that journalists face. It also promoted viable business and moral arguments for including issues involving cohesion and race equality into news reporting.

The booklet was distributed to over 400 local, national and regional newspapers across the UK, as well as to broadcasters, local authorities, voluntary sector organisations and faith groups.

Response from Home Office stakeholders has been extremely positive – as has feedback from the media, which described the booklet as an ‘important tool’ for journalists.

Demand for copies has been constantly high and a reprint of 2,000 copies has been ordered.

After the London bombings

Muslim leaders joined with the Government in condemning the bombings in London on 7 July 2005.

The Government met leaders of the main political parties, representatives of the Muslim and other faith communities, local authorities, the police and other agencies to discuss how to prevent young people from being drawn into extremism.

As a result of these meetings, seven working groups were set up to generate practical proposals for a community-led response to extremism.

The working groups looked at:

- engaging with youth;
- tackling extremism and radicalisation;
- supporting regional and local initiatives and community actions;
- engaging with women;
- imam training and accreditation and the role of mosques as a resource for the whole community;
- providing education services that meet the needs of the Muslim community in the UK; and
- security and Islamophobia – including protecting Muslims from extremism and raising community confidence in policing.

Group members had the necessary experience to examine the key issues and generate practical ideas and solutions. In November 2005, they

reported back with a total of 64 recommendations in the publication *Preventing Extremism Together*.

There is more on *Preventing Extremism Together* at: http://raceandfaith.communities.gov.uk/raceandfaith/reports_pubs/publications/race_faith/pet-responses?view=Standard&pubID=255560

Never before have people with such differing views within the Muslim communities come together with the support of Government and worked towards a single goal. *Preventing Extremism Together* was a huge achievement. Although the working groups were disbanded when the report was published, we continue to work with individuals and organisations from across the Muslim communities to implement the recommendations.

Muslim community taking forward key areas of work

Three major areas of work are being taken forward by the Muslim community as a result of the *Preventing Extremism Together* report:

Muslim Forums against Extremism and Islamophobia

This independent initiative will provide regular regional forums for British Muslims to discuss how to tackle Islamophobia and extremism in their communities.

The forums will include both respected scholars and community activists. This initiative offers:

- a safe space for discussion and sharing views;
- new thinking for dealing with extremism; and
- a channel for ideas to be discussed – and acted upon.

Mosques and Imams National Advisory Board (MINAB)

Representing all Muslim traditions and schools of thought, MINAB aims to regulate and protect the religious affairs of the Muslim communities and promote a more open and modern role for mosques, including support on how to:

- prevent extremists from using mosques;
- reduce the reliance on using ministers of religion from abroad;
- set standards; and
- increase the vocational and leadership skills of imams.

National roadshows

A country-wide roadshow involved influential popular religious scholars speaking at public meetings against extremist interpretations of Islam. The roadshow visited more than 20 events over a 12-month period.

The target audience included young Muslims, youth workers and others working with vulnerable youths in universities, mosques and the Prison Service.

The events were managed by a coalition of Muslim organisations made up of the Federation of Student Islamic Societies (FOSIS), the Young Muslim Organisation (YMO) and the Muslim magazine *Q-News*.

The key challenges ahead in tackling racism and extremism

We are determined to continue fighting hate crime, and the changes in the law reflect this determination. We also want to continue building on our work with schools, businesses and local authorities to help address the underlying drivers of racist behaviour.

In addition, we will continue to deliver in a co-ordinated way, nationally, a number of specific actions that will be supported by the Criminal Justice System (CJS):

- the police are working to improve the way in which they handle race hate or faith hate incidents and to promote the importance of reporting of incidents. We, together with the Racist Incident Group, are supporting a pilot in Leeds to research the potential for creating and maintaining a national racist incident helpline;
- the Crown Prosecution Service has prioritised hate crime; it is one of their top 15 indicators;
- under the new *Code of Practice for Victims of Crime* (which came into force in April 2006), victims of hate crime are defined as ‘vulnerable and intimidated’ and are therefore entitled to an enhanced service; and
- the Prison Service is reviewing the current intervention practices for working with racist offenders.

There is more about the work of the CJS starting on page 40.

Supporting areas experiencing challenges to cohesion

The background to our work

As well as supporting the development of strong local leadership, providing guidance to local authorities and their partners about how to build community cohesion, and working to ensure that cohesion principles are drawn into central government policy, we are also keen to provide targeted support to local areas experiencing cohesion issues.

Our progress during the past year

We are continuing to work with regional government offices, a number of specific local authorities and other local partners to ensure that cohesion is fully factored into local strategic planning.

This work includes:

- supporting government offices in preparing cohesion delivery plans;
- working with the Improvement and Development Agency (the agency that helps local councils with best practice: www.idea-knowledge.gov.uk) to assess the quality of local planning and set clear standards;
- assisting government offices in negotiating the cohesion aspects of Local Area Agreements (LAAs) with local authorities in their regions;

Case study: Local Area Agreements in action

Hammersmith and Fulham

Under the heading *Enjoying and achieving by increasing educational achievement*, targets have been set to reduce inequalities between the achievements of minority ethnic groups. These include improving:

- the percentage of pupils from each minority ethnic group achieving Level 4 or above in English and maths at KS2;
- the percentage of pupils from each minority ethnic group achieving Level 3 or above in English, maths and science; and
- the percentage of pupils from each minority ethnic group achieving five or more A* to Cs (or equivalent) at GCSE.

Greenwich

Under the heading *Improved health of the population: increased life expectancy and reduced health inequalities*, a target has been set to:

- increase the numbers of smokers from Black and minority ethnic groups who access the stop smoking service by 20% year on year.

Coventry

Their LAA states that all indicators will be:

- measured on the dimensions of ethnic origin, asylum and refugee status, disability and age in order to address potential inequalities.

Wolverhampton

Under the heading *Safer and stronger communities*, there is a commitment to reduce the impact of crime and disorder on all vulnerable groups, especially:

- Black and minority ethnic communities;
- victims of domestic violence;
- the elderly; and
- children and young people.

In so doing, there is an increase in residents' reported feeling of safety and satisfaction in their community.

Source: www.idea-knowledge.gov.uk

- funding a wide range of projects to deliver cohesion in areas experiencing challenges; and
- developing innovative ways to address those challenges.

Making sure cohesion is in LAAs

Community cohesion is an important part of LAAs. Many areas now have cohesion-related results and, in some cases, specific targets to improve cohesion.

Definition box: What is a Local Area Agreement?

LAAs set out the priorities for a local area agreed between central government and a local area. They help join up public services more effectively and allow greater flexibility for local solutions to local circumstances. LAAs are helping to devolve decision making and reduce bureaucracy.

Funding projects

In addition to funding projects that support the development of leadership, management and mentoring skills among, for example, community workers and local authority officials to help build strong faith communities, the Cohesion and Faiths Unit has funded over 30 other projects around the country over the past year.

The projects ranged from engaging disadvantaged young people through music and sport to interfaith networks and training in conflict resolution and tackling extremism (see page 62 for more on conflict resolution training).

Monitoring tensions after the London bombings

The London bombings on 7 July 2005 posed a threat to community cohesion throughout the country. There was also concern that extremists might exploit fears and tensions to provoke a backlash against Muslim communities.

Fortunately, there were few serious incidents, but there was a rise in relatively low-level racially and religiously aggravated incidents.

We stepped up our monitoring of community tensions throughout the country and worked with key stakeholders to ensure there was a co-ordinated and appropriate response to any incident.

The Association of Chief Police Officers' National Community Tension Team was successful in ensuring that police forces provided reassurance to those communities that felt vulnerable to backlash attacks.

Leadership training to tackle extremism

As reported above, the DCLG is strengthening the leadership skills of people in local government to tackle racism and extremism and this work will continue over the next year.

We will also continue to support leadership training for faith leaders to help them:

- deal with the challenges facing their communities;
- deflect divisive and extremist influences; and
- provide role models for young people.

Legislation has been passed that requires ministers of religion applying for entry to the UK to demonstrate acceptable levels of spoken English.

We will consult with faith communities about the possibility of skills requirements for these new entrants, to make sure that they do have the necessary skills to contribute to a sense of 'belonging' in society and to support their communities.

The Home Office continued to work with colleagues in Government Offices, and other stakeholders, to provide effective assessments of community tensions for ministers and colleagues, in particular providing a comprehensive and up-to-date picture of community tensions following the London bombings in July 2005.

Case study: Bradford Youth Development Partnership

The Bradford Youth Development Partnership (BYDP) held seminars with South Asian women to discuss their:

- role in society;
- impact on families; and
- life choices generally.

BYDP then brought together over 100 South Asian women in a lively, interactive conference where they heard inspirational real-life experiences from speakers including **Nadira Mirza** (Deputy Dean of the School of Lifelong Education and Development, Bradford University), **Salima Hafjee** (BYDP Director and magistrate); **Shazia Mirza** (writer, actress and stand-up comedian); and **Preethi Nair** (Publicist of the Year award winner, novelist and contributor to the *Sunday Times* and Radio 5 Live).

Follow-up mentoring and training for Bradford Asian women is planned, and BYDP intends to expand its network to regional and even national level.

Case study: Rewind

Rewind, an anti-racism organisation, delivered a Train the Trainers project, producing a DVD for secondary school children that breaks down the myths surrounding race in simple but powerful ways.

Rewind's approach uses fun, educational, interactive and innovative methods that help bring about change in the audience's attitudes and behaviour.

The DVD will be available in August 2006.

Information on how to obtain a copy will be posted on the Rewind website at: www.rewind.org.uk

Case study: Looking after one another

After the London bombings, the Inter Faith Network issued guidance called *Looking After One Another: The Safety and Security of Our Faith Communities*.

This was developed with the Commission for Racial Equality, the Association of Chief Police Officers and the Chief Fire Officers' Association, and with the advice from the Crown Prosecution Service.

On 6 August 2005, the Calderdale Interfaith Council and Islamic Society of Britain held a joint vigil in respect of the bombings. It was a successful event and was reported positively in the local paper.

We also work at improving the quality of local responses to tensions by spreading good practice – for example, organising a conference for practitioners in March 2006 and by delivering training on conflict resolution.

Community conflict

Conflict tends to happen in the most deprived areas – and where different groups feel that they are competing for scarce resources.

We worked closely with colleagues in the Neighbourhood Renewal Unit to develop strategies for increasing community cohesion.

One of these strategies focused on developing conflict management skills through special training, and was aimed at those who have a leading role in delivering community cohesion at the local neighbourhood level.

The two-day training, which took place in 10 areas around the country over the past year, helped participants to use conflict analysis tools and to understand how:

- conflicts develop;
- conflicts might be reduced; and
- to see conflicts from a variety of viewpoints.

Each participant received a Conflict Resolution Resource Pack and copies of all the tools that were used in the training.

Those who have benefited from the training include police officers, local councillors; Black and minority ethnic groups; community service volunteers; fire-fighter and housing association staff.

The trainers for the programme were highly experienced in conflict resolution work. Feedback has been very positive and the programme will be introduced in 10 more areas over the next year.

The key challenges ahead in supporting areas experiencing challenges to cohesion

We need to continue our work at national, regional and local level to help build cohesive communities from the ground up and continue a range of actions that include:

- offering support and resources to develop local community initiatives; and
- making sure that community cohesion issues are firmly rooted in LAAs.

However, we must also recognise that conflicts do arise and we need to continue to develop training programmes for those in the front line to help them deal with such tension.

Engaging with faith communities

The background to our work

It is important to remember that Britain is a multi-faith society as much as it is a multi-ethnic or multi-cultural society. Muslims, Hindus, Jews, Sikhs and others form sizeable minorities alongside the majority Christian faith.

Faith communities play an essential role in helping to deliver many of the Government's policies, especially those to do with crime reduction, anti-social behaviour and issues affecting young people.

We are talking directly with faith communities, and this dialogue will be reflected in the policies and actions we develop at local, regional and national levels.

Our aims are to:

- bring about a society in which different lawful belief systems are understood, respected and valued;
- ensure that members of all faiths, and none, enjoy the same life opportunities;
- help people with different beliefs, but shared values, to work together towards common goals;
- achieve religious inclusiveness for all faith communities; and
- establish policies that meet the needs of faith communities.

Our progress during the past year

Developing a strategy to start fulfilling these aims has been a key part of our work over the past year. There are currently four key strands:

Creating a new Faith Communities Consultative Council

We have formed a new Faith Communities Consultative Council (FCCC). Membership is drawn from the nine major world faiths: Baha'i; Buddhism; Christianity; Islam; Jainism; Judaism; Hinduism; Sikhism; Zoroastrianism. The first quarterly meeting was held in April 2006.

The Council is chaired by a DCLG minister and supported by a cross-Whitehall group of officials. It is a non-statutory body and is chiefly concerned with issues relating to:

- cohesion;
- integration;
- the development of sustainable communities;
- neighbourhood renewal; and
- social inclusion.

The Council will also oversee the engagement between central government and faith communities and will take a broad and strategic view of faith communities' role in national life.

Speaking directly to faith communities

We have carried out a series of visits to local communities with ministers and senior officials from across government. These visits gave ministers a good opportunity to communicate with faith communities and open channels for local issues to be brought back to the national and regional policy agendas.

Looking after the relationship

Although the Government regularly talks to faith communities, this has not always been done in a systematic way.

We are now developing ways of making sure that the Government responds to the needs of different faith groups and that we identify immediate and long-term issues of concern.

We have also appointed relationship managers to act as focal contact points for key faith organisations.

Communications

All this work will be underpinned by clear and regular communications.

We are developing a communications plan to ensure that we keep our faith community stakeholders up-to-date with government initiatives and policy developments.

There is more about our wider communications strategy on page 77.

Commission on Integration and Cohesion

The Commission on Integration and Cohesion was announced by Ruth Kelly, Secretary of State for Communities and Local Government, on 28 June 2006.

The Commission, a fixed-term advisory body, will consider how local areas can make the most of the benefits delivered by increased immigration and diversity – but will also consider how they can respond to the tensions that can sometimes arise. It will develop practical approaches that build communities' own capacity to prevent problems, including those caused by segregation and the dissemination of extremist ideologies.

The Secretary of State has appointed Darra Singh, Chief Executive of Ealing Council, as chair of the Commission. The process for appointing the remaining commissioners is now under way, with a view to holding the first Commission meeting in August/September 2006.

The Commission will report directly to the Secretary of State, and will undertake a significant programme of consultation and public meetings and events across the country. Its recommendations are expected in June 2007.

Faith Communities Capacity Building Fund



In September 2005, the Community Development Foundation launched the Faith Communities Capacity Building Fund.

The fund aims to support capacity building and inter-faith programmes involved in the development of faith-based organisations and to increase the participation of faith communities in civil society. A figure of £5 million was originally set aside for the first round of this fund, but was later increased to £8.8 million.

A total of 588 organisations have received funding with £7.5 million being awarded in the first round and a further £252,000 being awarded as a result of the review process. The remaining funding out of the £8.8 million total for this round has gone to the Community Development Foundation to administer the grants, to support organisations to deliver projects and to monitor outcomes.

The key challenges ahead in engaging with faith communities

During the past year, we have developed a number of key actions and relationships that we shall continue to build on in future.

We shall also report back and develop a wide range of best practice case studies from, for example, the Faith Communities Capacity Building Fund, the Faith Communities Consultative Council and the Commission on Integration and Cohesion.

The challenges ahead in building cohesive communities

We have looked at four key areas of work in building community cohesion – and in summing-up it is important to remind ourselves that each of these key strands is part of the wider picture.

Building cohesion is a continuing and long-term goal, and there remains a number of challenges ahead.

Resentment can feed extremism

Some communities perceive that they are less favourably treated than others. We need to look at these perceptions and deal with the concerns.

Building a local vision

The key to long-term success is to develop a local sense of belonging and inclusiveness. We need to continue to engage with communities to build a local vision with which people can readily identify and rally around – and, as we often emphasise, our local partners have an important role to play.

Case study: This is Where I Live

The Runnymede Trust embarked on a ground-breaking arts project designed to give young people a voice – This is Where I Live: The past, present and future of multi-ethnic Britain.

This is Where I Live (TIWIL) engaged a wide range of young people, through the arts, in a countrywide debate about heritage, identity, nation and citizenship. A partnership with Skillset, the Sector Skills Council for the Audio-Visual Industries, helped the Runnymede Trust to produce a virtual exhibition in the form of a CD-Rom and its associated website.

The CD-Rom also proved to be a useful resource for the National Curriculum by offering web-based support materials and guidelines for teachers.

TIWIL's aim was to identify groups of young people, aged from 11 to 25, who would be interested in using the arts to talk about citizenship and how this relates to where they live.

Twenty-seven groups expressed an interest and 14 groups, involving 150 young people, were selected to take part.

This is Where I Live reflects the diversity of young people in Britain. It offered participants the opportunity to be involved in a local project that increased their skills and interest in the arts, while supporting the development of their understanding of citizenship, self-identity, race and racism, and being able to contribute to a national policy debate.

Project members' skills are featured in the virtual exhibition section of the CD-Rom, which spotlights six of the participating groups:

- Fitzrovia Youth in Action (photography);
- Monkwearmouth School in Sunderland (video);
- Trash Fashion at Belfast Community Arts (fashion design);
- Merseyside Youth Association (poetry);
- Bristol Youth Music Action Zone (music and lyrics); and
- Shahck-Out Too! at RJC Dance in Leeds (dance).

In another special segment Professor Bhikhu Parekh FBA elaborates his thinking on the core themes of identity and citizenship.

You can get a copy of the CD-Rom (for postage cost only) from the Runnymede Trust at Suite 106, The London Fruit & Wool Exchange, Brushfield Street, London E1 6EP (info@runnymedetrust.org).

Teacher Guidance Notes can be downloaded from: www.runnymedetrust.org



RUNNYMEDE

VIRTUAL EXHIBITION AND TEACHING RESOURCE



THIS IS WHERE I LIVE

The past, present and future of multi-ethnic Britain

This is Where I Live is an innovative citizenship project providing young people with a platform to express their views through the arts on heritage, belonging, prejudice & discrimination, and the future.

IN ASSOCIATION WITH
skillset
The Sector Skills Council for the Audio-Visual Industries

Runnymede Trust CD Rom



RUNNYMEDE

Issues of integration

Again this is a difficult and sensitive area of work because we must strike a balance between the need to build integrated societies and the need to allow choice in, for example, housing and education.

Opportunities for all

This is fundamental across our whole strategy in *Improving Opportunity, Strengthening Society* and we need to continue working to ensure that people in this country, from all backgrounds, have access to similar life opportunities. This, in turn, helps to create a cohesive and forward-looking society.

Chapter 4

The legal framework



**Improving Opportunity,
Strengthening Society**

Chapter 4: The legal framework

This chapter outlines how the *Improving Opportunity, Strengthening Society* strategy is supported by a robust legal framework. It also explains how the legislation has recently been extended to protect against discrimination, on grounds of religion or belief, in the provision of services and the exercise of public functions, and to create an important new body called the Commission for Equality and Human Rights (CEHR).

Please note that this chapter does not discuss the Criminal Justice System (CJS). For more information on the CJS, see page 40.

The background to our work

This country has some of the most comprehensive anti-discrimination legislation in Europe. In recent years the law has been strengthened in a number of ways.

The Race Relations (Amendment) Act 2000

This was the most far-reaching reform of race law in Britain since the first race relations legislation was introduced 40 years ago.

The 2000 Act closed a gap in the original Race Relations Act of 1976, by making it clear that bodies carrying out public functions are not permitted to discriminate on racial grounds, and must in fact combat unlawful racial discrimination.

The 2000 Act also placed a **general duty** on public authorities to promote both equality of opportunity and good relations between people of different racial groups. About 43,000 public bodies, including government departments, local authorities and police forces are subject to this duty.

In order to support better performance of the general duty to promote race equality, the Government has introduced **specific duties** which apply to most public bodies. These are to:

- undertake ethnic monitoring of their workforces, including of recruitment and progression;
- assess the impact of their policies and services on race equality externally; and
- prepare a race equality scheme showing how the body is implementing the general duty.



The 2000 Act empowered the Commission for Racial Equality (CRE) to issue codes of practice about the duties. This chapter looks at the CRE's work.



COMMISSION FOR RACIAL EQUALITY

Tackling hate crime

Over recent years the Government has strengthened the law against hate crime.

The Crime and Disorder Act 1998 introduced specific offences of racially aggravated violence, harassment and criminal damage. These crimes now attract higher maximum penalties where there is evidence of racist motivation or hostility in carrying out the offence.

The Anti-terrorism, Crime and Security Act 2001 introduced equivalent religiously aggravated offences, and also increased the maximum penalty for incitement to racial hatred from two to seven years' imprisonment.

The Crown Prosecution Service's Policy for Prosecuting Cases of Racist and Religious Crime, published in 2003, outlined its commitment to prosecuting racist and religious crimes fairly, firmly and robustly. There is guidance about racially and religiously aggravated crime on the CPS website at:
www.cps.gov.uk/legal/section6/chapter_a.html

There is more about how we tackle race crime starting on page 55.

Our progress during the past year

The role of the Commission for Racial Equality

In order for the Race Relations (Amendment) Act 2000, as amended, to be effective, it is important that levels of compliance are monitored and that there are checks to ensure that organisations, public bodies, businesses and others comply with the law in the appropriate way.

The CRE has started a strategic programme of monitoring and enforcement of the specific race duties under the Act.

This will shape the CRE's future compliance work. The aim is to obtain a picture of compliance from a number of sectors and an up-to-date understanding of where progress is being made and where significant challenges remain.

The CRE made a strategic decision to focus on the work of central government departments. In spring 2005, 33 race equality schemes were assessed from ministerial and non-ministerial departments, and public service inspectorates. The CRE provided advice on what improvements were needed to achieve full compliance.

A minority of the bodies had not updated their race equality schemes by March 2006 and have been the subject of preliminary enforcement action by the CRE. All these remaining bodies are committed to producing schemes that are compliant with the Act by August 2006.

The CRE is:

- working with the Race Equality Unit in the Department for Communities and Local Government (DCLG) to drive improvements across government departments on race equality through the Inter-Departmental Group on Race Equality;
- targeting the Race Equality Impact Assessment process for all significant new policies and procedures (the CRE intends to write to each department that announces a new policy, to ensure that it has carried out an adequate assessment of whether the policy will affect some ethnic groups less favourably than others, and of how to avoid or minimise any adverse or unequal impact); and
- working with central government and the inspectorates, such as the Audit Commission and Ofsted, to ensure that public authorities are meeting the race equality duty requirements.

As a result of the CRE's intervention, race and cohesion are being incorporated into inspection frameworks and mainstreamed into public service delivery.

The CRE published *Promoting Good Race Relations: a guide for public authorities* in July 2005. This includes advice, practical steps, good practice and case studies from around the country on how to achieve race equality and compliance with the Race Relations (Amendment) Act 2000. The guide can be downloaded from the CRE website at:
www.cre.gov.uk/duty/grr/index.html

The Racial and Religious Hatred Act 2006

Until this year, it has been an offence to incite hatred of racial groups, but not of groups defined by their religion. Over the years, case-law established that Jews and Sikhs constitute racial groups. It was, therefore, an offence to incite hatred of Jews and Sikhs, but not of multi-ethnic faith communities such as Christians, Muslims and Buddhists, or indeed hatred of those who do not adhere to a religion, or have chosen to leave their religion.

The Racial and Religious Hatred Act 2006, for the first time, makes it an offence to incite hatred of groups of persons defined by reference to religious belief or lack of religious belief.

The Act includes safeguards for freedom of expression and will not impact adversely on this country's tradition of robust debate and artistic expression about matters of religion and belief.

The Act will be brought into force when the usual preparations and guidance for a new offence have been completed.

If you would like to read the Act, visit:
www.opsi.gov.uk/acts/acts2006/20060001.htm

Discrimination on grounds of religion or belief

The Government has introduced civil legislation which will protect individuals against, and enable them to seek redress for, discrimination on the basis of a person's religion or belief, including lack of religion or belief, in the supply of goods, facilities, services and premises; and in the exercise of a public function. This is set out in Part 2 of the Equality Act 2006. Preparations for

bringing Part 2 into force are under way, including discussions with stakeholder interests about the drafting of guidance.

If you would like to read the Act, visit:
www.opsi.gov.uk/acts/acts2006/20060003.htm

The key challenges ahead

The Commission for Equality and Human Rights (CEHR)

TOWARDS THE COMMISSION FOR
EQUALITY AND HUMAN RIGHTS



The Equality Act also creates the legal base for setting up a Commission for Equality and Human Rights. This is set out in Part 1 of the 2006 Act.

The CEHR will provide for the first time a single equality body for:

- race;
- religion and belief;
- gender;
- disability;
- age; and
- sexual orientation.

The CEHR will replace the CRE and the other two existing equality commissions (the Equal Opportunities Commission and Disability Rights Commission). The CEHR's cross-cutting role will make it a more effective champion for race equality and for equality regardless of religion and belief. Its powers will fully match those of the existing commissions, but with some enhancement.

As well as combating discrimination and promoting equality, the CEHR will have two other functions:

- promoting good relations between groups (the Equality Act requires it to have particular regard to race relations, and relations between groups defined by religion or belief); and
- promoting human rights.

The CEHR will be required under the Act to prepare a strategic plan, and to consult communities about the plan. The Act empowers the CEHR to set up committees, with representatives from communities and stakeholder interests, to support its work. It can delegate functions to such committees. The Government has made clear its view that the CEHR will need to set up a race committee to help it to engage with ethnic minority communities and race equality stakeholders.

In the meantime, the Government has established two stakeholder groups, including one on race equality, to advise it on the planning for the new commission.

We look forward to continuing our work with the CRE and community representatives, and to building strong links with the incoming board of the CEHR, with a view to ensuring that effective arrangements are in place when the CEHR takes over.

If you would like to know more about the CEHR, visit: www.cehrappointments.co.uk/

The Equalities Review

The Government has set up a review to investigate the causes of persistent discrimination and to advise on how they might be tackled more effectively.

The review is looking at all forms of inequality, including racial inequality and inequality between faith and belief groups. It is chaired by Trevor Phillips and is expected to deliver its final report in December 2006.

The review's interim report can be viewed at: www.theequalitiesreview.org.uk/

The Discrimination Law Review

The Government gave a manifesto commitment to introduce a single equality bill during the current Parliament. The aim is to address inconsistencies between the current separate equality Acts, including the Race Relations Act 1976 and Race Relations (Amendment) Act 2000, and to bring them together into a modern, streamlined legislative framework, making the law both more effective and easier for people to understand and apply.

The Women and Equality Unit (formerly part of the Department of Trade and Industry, now in the DCLG) has been taking forward the Discrimination Law Review, informed by representations from a range of stakeholders. The advisory group on race equality, referred to above, includes this review in its terms of reference.

Chapter 5

Working in partnership



**Improving Opportunity,
Strengthening Society**

Chapter 5: Working in partnership

Working regionally and locally

The background to our work

Different regions and local areas have different needs and priorities. As far as possible, we want to provide a framework that regions and localities can tailor to their circumstances. We also want to learn from different areas across all sectors and use their knowledge to drive change at national level.

We know that partners in the voluntary and community sectors at all levels have long experience of reducing inequality and building cohesion and we are seeking an increasingly open and mature relationship with those organisations from which we can learn. We can also advise and support each other.

It is essential to the strategy that we communicate our evidence, progress and priorities to stakeholders and the general public and get genuine engagement from a range of people and organisations in our work. Chapter 3 details a number of our actions designed to engage communities in building cohesion and to work with faith communities.



Department for Education and Skills

This chapter, therefore, sets out our progress in:

- working with stakeholders at regional and local level;
- working with the voluntary and community sector; and
- communicating our work.

Our progress during the past year

Priorities at regional level

During 2005, we worked with Government Offices and the Welsh Executive to put on events in every English region and in Wales to explore how we could deliver the strategy at regional and local level.

A total of 428 people attended from all sectors and discussion focused on priority themes for the region concerned. Feedback was very positive, and suggests a strong need for sharing good practice.

We also agreed earlier in 2006 with each regional Government Office how they will work with us, and with local areas, to deliver on the top priorities of reducing inequalities, improving cohesion and changing perceptions. We will review progress regularly and provide updates.

Supporting local authorities to deliver

Government Offices negotiate Local Area Agreements (LAAs) with local authorities, and we have now developed a short guide for them on how to negotiate LAAs that are strong on race equality and community cohesion. The guide will be finalised by the end of the summer.

Sharing experience with Beacon councils

Three local councils – the London Borough of Tower Hamlets, Bristol City Council and Gravesham Borough Council – were awarded Beacon status for their work on Promoting Racial Equality in 2005 and we have been working closely with them to learn from their experience. For more on the Beacon authorities and best practice, visit: www.idea-knowledge.gov.uk/idk/core/page.do?wax=lh_mn_0_0&pageId=1704958

Delivering race equality in London

With more than 300 languages spoken on its streets every day, London is one of the most multi-cultural, multi-faith and multi-racial cities in the world. Although it has a longstanding tradition of welcoming its new citizens and valuing the diversity of everyone who lives here, significant inequalities persist.

We are working with Greater London Authority and the London Development Agency; the Commission for Racial Equality (CRE); Government Office for London; and the Association of London Government to set out the evidence on inequality in London and consider our individual and collective approaches to closing the gaps.

We have agreed a particular focus on the opportunities presented by the 2012 Olympics and are developing a delivery plan that will link with the labour market actions presented in Chapter 2, to ensure that all London's diverse communities benefit from the Games.

Supporting the voluntary and community sector

New fund to support four key aspects of strategy

Connecting Communities Plus is providing £18 million, from 2006 to 2009, to support delivery of the *Improving Opportunity, Strengthening Society* strategy.

The fund is split in three ways:

- strategic funds of £4.5 million with awards of up to £150,000 a year (each award lasts for three years);
- project funds of up to £10.5 million with awards of up to £85,000 a year (each award lasts for three years); and
- community grants of up to £3 million with awards of up to £12,000 (each award lasts for one year).

Eleven national strategic partners for race and cohesion

- Black Health Agency;
- Operation Black Vote;
- Black Training and Enterprise Group;
- 1990 Trust;
- Path UK;
- REU (please note that this organisation should not be confused with the Race Equality Unit); called the Race Equality Foundation with effect from 1 September 2006;
- The Monitoring Group;
- Runnymede Trust;
- Windsor Fellowship;
- 'Black Boys Can Do' (Theos Hodos Ltd); and
- Housing Association Charitable Trust.

Each partner has an established track record in delivering on race and cohesion. Our work with them represents an innovative approach in which, instead of providing project-based funding, the Government and partners work together to scale up their work, consider how it can support different communities in different locations, build knowledge and inform government policy.

We have agreed a memorandum of understanding with each partner and each has a relationship manager from within the Race Equality Unit or the Cohesion and Faiths Unit. We will be sharing good practice and ensuring that as a result of this work, change happens in government and on the ground.

For further information on our strategic partners please visit www.a4e.co.uk



Race Equality Unit

Case study: Strengthening Families, Strengthening Communities

One strategic partner, the Race Equality Unit (soon to be known as the Race Equality Foundation), has used evidence on what works in supporting Black and minority ethnic communities to deploy the Strengthening Families, Strengthening Communities (SFSC) parenting programme across England.

The programme is community-based and designed to promote the protective factors associated with better outcomes for children and to address the parenting factors associated with increased risks and poorer outcomes for children.

Importantly, the SFSC approach recognises that parenting is affected by the local environment

(for example, the availability of good schools) and parents should, therefore, play an active role in shaping this environment. It also recognises that ethnic and cultural roots often provide the values that influence parenting and give children their sense of belonging.

Over 13 weeks, two trained facilitators use interactive methods to offer information and build parents' confidence. Facilitators also help parents explore different methods for developing problem-solving skills, self-esteem and self-discipline in children; and look at how parents and children can play an active part in the life of their communities. Parents who successfully complete the course are given a certificate and often attend a graduation ceremony with their families.

The Race Equality Unit has worked with voluntary and faith organisations as well as mainstream agencies to ensure that the programme is available to Caribbean, South Asian, African and Chinese communities across England. Its success has meant that many other communities have benefited; over 160 programmes were delivered to nearly 1,900 parents during the last year.

For more information, visit:
www.raceequalityfoundation.org.uk

We have asked two external organisations to administer the funds on our behalf, including awareness-raising in communities:

- A4e – strategic and project grants (see: www.a4e.co.uk); and
- the Community Development Foundation – community grants (see: www.cdf.org.uk).

More than 500 people have attended awareness-raising events, and the programme attracted 1,500 expressions of interest in the project grants and 170 in the strategic grants.

Funding has been awarded to 11 national strategic partners and to 70 organisations running 68 projects in the voluntary and community sectors.

Community grants

The Community Development Foundation has already received a large number of enquiries for community grants, held 15 outreach events, and provided pre-screening facilities for applicants.

Engaging stakeholders to advise on race and cohesion issues

As part of a new, more open approach with stakeholders, we have established six new project-based groups in government that bring together practitioners and academics from all sectors to provide advice on issues of particular concern. Four are already up and running on:

- building relations between criminal justice services and minority ethnic communities;

- raising aspirations and achievement among young Black men – the REACH project (see case study);
- increasing representation of Black and minority ethnic staff at senior levels in public services – in particular, police chief constables; and
- racist incidents.

We have also held initial discussions with officials to develop future projects on:

- Black and minority ethnic businesses; and
- public services for newer migrant communities.

The projects have a high level of ministerial engagement and are supported to drive change.

- Ministers chair the first and last meetings of each project group.
- Each group will give updates of their work at the annual conference on the *Improving Opportunity, Strengthening Society* strategy.
- Each group will produce a short summary of their work and recommendations.

Commemorating the abolition of the slave trade

The Government is working with stakeholders to develop plans to mark the 200th anniversary of Parliament's abolition of the slave trade in the former British Empire.

Influential stakeholders have come together with ministers to create an advisory group, chaired by the Deputy Prime Minister, to discuss how best to maximise their individual and collective contributions to the bicentenary. The group's membership includes local and national organisations; representatives from churches, and from the voluntary and charity sectors. The group met for the first time in January 2006 and is expected to meet regularly in the run-up to the bicentenary on 25 March 2007.

The advisory group will galvanise action across the cultural, faith and community sectors and we also aim to support the work already being planned to help make sure that the bicentenary has a real impact on people from all communities in Britain.

Case study: REACH – reaching out to young Black men

Despite recent improvements in school results, too many young Black men are not reaching their full potential and are vulnerable to social exclusion. The reasons are many and complex. REACH plans to identify ways to overcome institutional barriers and raise the hopes and aspirations of the young men themselves, their parents and the community.

Clive Lewis, founder of The Men's Room Trust and Managing Director of Globis People Solutions, is Chair of REACH.

"It is possible for the country to put an infrastructure in place that helps Black boys and young Black men reach their potential. Such a structure will need to include the support of parents (particularly fathers), education establishments, faith communities, the media, and appropriate legislation."

"I am delighted to be partnering with community leaders and the Department for Communities and Local Government to tackle some of the issues affecting this group. We are optimistic that the work we are embarking on will make a positive difference to the lives of young black males, their families and society."

Communicating what we do

Communicating what we do and why we are doing it is a vital part of our work.

We also need to communicate to challenge discrimination and perceptions of discrimination and to ensure that everyone sees their role in making a reality of the *Improving Opportunity, Strengthening Society* strategy.

Clear communications strategy

We have developed a communications strategy that aims to:

- improve understanding about different perceptions of race inequality and community cohesion;
- change and challenge racist and discriminatory behaviour (for example, among individuals and employers);
- communicate changes as they take effect to challenge misunderstandings about inequalities and tensions; and
- promote good practice.

Using mainstream and specialist media

National 'mainstream' media are an important source of information, but so are the many national, regional and specialist Black and minority ethnic media with whom we have been working to develop stronger links. This year, for example, we have held briefing events for the minority ethnic press and will continue to do so. We also advertised Connecting Communities Plus in different Black and minority ethnic and specialist faith publications.

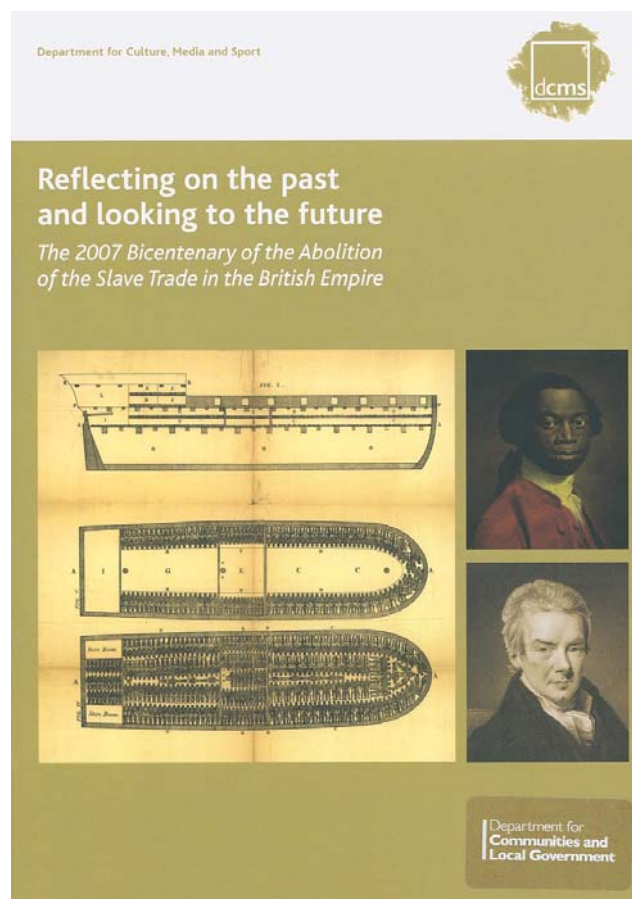
Funding the Reporting Diversity booklet for journalists

Reporting Diversity, produced by the Media Trust and Society of Editors, offered advice on how journalists should tackle race and faith issues in their reporting. See page xx ch3 for more information.

Communicating with partners and stakeholders

To raise awareness widely we also:

- produce regular updates through our new stakeholder newsletter, *Race Equality and Community Cohesion News*, which helps to share good practice; and
- have stands at events such as the Mayor of London's State of Race Equality conference, the Race in the Media awards, and the Asian Women of Achievement awards.



The key challenges ahead

Each chapter of this report has made it clear that progress has been made, but there is a long way to go. Increasingly, in the coming year, we must ensure that people and communities feel change on the ground, and that means stepping up our work with national, regional and local partners and further improving our understanding of what is happening for different people in different areas. We want to know more about why some places and organisations have done better in closing the gaps than others and see what we can learn for policy and practice.

Increasingly, across all its work, the Government wants to empower local partners to shape their priorities and how they deliver them within a national framework, and we need to ensure that race and cohesion are part of that.

Particular priorities

These include:

- ensuring that every LAA takes full account of race and cohesion;
- ensuring that the work we have done with Government Offices and in different regions delivers results for communities – will report on progress next year;
- establishing the capacity of different local areas to deliver on race and cohesion – for instance, ensuring that they take seriously their legal obligations, have detailed evidence and use it to inform action plans and measure their performance.

In our work with stakeholders, especially those in the voluntary and community sector, we have embarked on a more open and innovative partnership approach than ever before. We need to make sure that, together, we make this work for communities.

Over the coming year we need to maintain good communications with those who already know about the strategy, and ensure we can tell them about continued progress. We also need to reach a still wider group of people and build confidence that the government is determined to contribute to a society in which every individual is valued, can aspire to achieve and reach their goals and to which all our diverse communities can feel they belong.

Statistical Annex

Race Equality in Public Services



Race Equality in Public Services

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Summary of key points

- The Race Equality in Public Services series traditionally reported progress on race equality across government through a basket of indicators.
- The series has now changed focus, with this edition providing a statistical annex to the first annual report on the Government's strategy to improve race equality and community cohesion.
- This report primarily assesses progress made against Public Service Agreement 7 covering the Spending Review period 2005/06 to 2007/08 (see page 87).
- Provisional January 2006 data showed that teachers from minority ethnic groups made up 5.2 per cent of the teacher population, a rise from 4.9 per cent in 2005.
- Only 6 per cent of people from minority ethnic groups expected local schools to treat them worse than people of other races in 2005. However, the proportion who thought they would be treated worse in 2005 had increased since 2003 (4 per cent).
- In 2001/02, people from all minority ethnic groups were more likely than White people to participate in higher education. People from the Other Asian group were most likely to do so.
- Between 2001/02 and 2004/05, the proportion of minority ethnic students attending higher education institutions rose, from 13.7 per cent to 15.4 per cent.
- Between 1995 and 2003, growth in all categories of permanent academic staff at higher education institutions was at a faster rate for minority ethnic staff than for White staff.

Education

- In 2005, 81 per cent of Chinese pupils gained five or more A*–C grades at GCSE and equivalent. Indian pupils had the next highest achievement levels, with 70 per cent gaining the equivalent of five or more A*–C grades.
- Gypsy/Roma and Traveller of Irish heritage pupils had the lowest levels of achievement at GCSE level in 2005, although there were very small numbers in these groups.
- In 2005 the achievements of Black pupils were also relatively low, with just 48 per cent of Black African pupils and 42 per cent of Black Caribbean pupils and pupils of any other Black background gaining the equivalent of five or more A*–C grades.
- Comparing 2004 and 2005, all groups showed an improvement in the proportions of 15-year-olds achieving the equivalent of five or more A*–C grade GCSEs except Travellers of Irish heritage. Black Caribbean pupils, Mixed White/Black Caribbean pupils, and pupils from any other Black background were among the highest improvers in 2005, all groups who had very low attainment levels previously.
- In 2004, Chinese, Indian, Irish and White British pupils all performed better than the national average in English tests across all Key Stages. For all except White British pupils the size of this performance gap increased across the Key Stages.

The labour market

- Employment rates differed substantially across minority ethnic groups. Rates were lowest for Bangladeshi (39 per cent) and Pakistani (44 per cent) groups and highest for Indian (70 per cent), Black Caribbean (69 per cent) and Other Black (69 per cent) groups. Despite the wide variation, all minority ethnic groups had lower employment rates than the White group (77 per cent).
- In 2004/05 there were statistically significant increases in employment rates for all ethnic groups except Mixed race, Chinese and Bangladeshi.
- The gap between the employment rate of the minority ethnic population and the total population has been between 15 and 20 percentage points for two decades. Recent trends suggest the gap has narrowed: in 2005 the gap was 16 percentage points, compared with 19 percentage points in 1996.

- Unemployment rates were highest for the Black Caribbean, Black African, and Mixed race groups (all 9 per cent) and Bangladeshi people (8 per cent), compared with 3 per cent for White people.
- Black Caribbean people had high rates of both employment and unemployment, but only a very small proportion were economically inactive – that is, looking after the family, disabled, or a student.
- Bangladeshi and Pakistani women had the highest rates of economic inactivity at 75 per cent and 69 per cent respectively.
- 59 per cent of the Pakistani/Bangladeshi population and 37 per cent of the Black or Black British population lived in low-income households, compared with 19 per cent of the White population.
- Rates of living in low-income households decreased for all ethnic groups between 1996/97 and 2004/05. The sharpest fall was for those from the Other Ethnic group – down from 45 per cent to 36 per cent.
- 25 per cent of White children lived in low-income households, compared with 64 per cent of Pakistani/Bangladeshi children, and 46 per cent of Black or Black British children. Rates fell for all groups between 1996/97 and 2004/05, most steeply for Pakistani/Bangladeshi children (down 17 percentage points).
- Black African people experienced the greatest ethnic penalty – that is, the extent to which minority ethnic groups were less likely to have a job than White people, after taking into account other factors. The odds of Black African people being unemployed were between four and five times higher than White people over the period 1983–2001, once other factors had been taken into account.
- Black people were more likely than other groups to think they had been treated unfairly with regard to promotion or progression because of their race. Of those who had been turned down for promotion at work or progression in the last five years, 54 per cent gave this as the reason.

Housing

- Overcrowding rates in 2004/05 were highest for Bangladeshi households (29 per cent) and lowest for White people (2 per cent). Between 1996/97 and 2004/05, the rate for all minority ethnic groups was consistently higher than for White households.
- In 2004/05, minority ethnic households as a whole (13 per cent) were less satisfied with their accommodation than White households (5 per cent). Bangladeshi households (22 per cent) and Black African households (20 per cent) were the most dissatisfied. From 1996/97, rates of dissatisfaction had declined for all ethnic groups.
- In 2004/05, Bangladeshi and Black African households also had the lowest levels of owner-occupation, at 36 per cent and 29 per cent respectively.
- The reduction between 1999 and 2003 from 52 per cent to 34 per cent in the proportion of minority ethnic households living in non-decent homes is likely to have been greater than average.
- Figures for 2001 show that Muslim children (42 per cent) experienced greatest overcrowding, compared with 12 per cent across all faith groups.
- Findings for 2001, 2003 and 2005 all showed that minority ethnic groups were less likely than White people to expect worse treatment than people of other races by council housing departments or housing associations.

Health and personal social services

- In 2004, the infant mortality rate in England and Wales was 4.9 per 1,000 live births. This was 0.8 fewer deaths per 1,000 live births than in 1999, and the lowest rate ever recorded. Babies of mothers born in Pakistan had particularly high infant mortality rates compared with the overall England and Wales rate.

- Between 1999 and 2004 there was no change in the prevalence of bad or very bad self-reported general health for any minority ethnic groups, except Indian women, where it had fallen from 12 per cent in 1999 to 8 per cent in 2004.
- Among Indian women, rates of limiting long-standing illness had fallen between 1999 and 2004 (from 25 per cent to 19 per cent). By contrast, for Pakistani women they had risen (from 23 per cent to 30 per cent).
- Among Pakistani men, the prevalence of ischaemic heart disease or stroke increased between 1999 and 2004, from 5 per cent to 9 per cent.
- In 2004, after standardising for age, Black African men and women were less likely than the general population to report having ischaemic heart disease or stroke. Pakistani men were twice as likely as men in the general population to report this condition.
- Between 1999 and 2004 there was no significant change in the prevalence of reported doctor-diagnosed diabetes for any minority ethnic group.
- In 2004, after standardising for age, Pakistani women were five times more likely to report doctor-diagnosed diabetes than women in the general population. Bangladeshi men were four times more likely than men in the general population to report this condition.
- Between 1999 and 2004 the prevalence of cigarette smoking fell among Black Caribbean men (35 per cent to 25 per cent), and among Irish men (39 per cent to 30 per cent) and women (33 per cent to 26 per cent).
- NHS patient surveys show that Indian, Pakistani and Bangladeshi people had less favourable views about their experiences of health services than others.
- In 2005 at least nine out of ten people from minority ethnic groups felt they would be treated the same as people of other races by local GPs. This was the same percentage as in 2003, and had risen slightly since 2001.

The Criminal Justice System

- In 2004/05 all minority ethnic groups were more likely than White people to have high levels of worry about burglary, car crime and violent crime. Between 2003/04 and 2004/05, worry about violent crime increased among the Chinese and Other community.
- Overall, in 2005, 31 per cent of people from minority ethnic groups felt that they would be treated worse than people of other races by one or more of five Criminal Justice System agencies, showing no significant change since 2001 (33 per cent).
- Between 2001 and 2005, confidence in the Courts, the Crown Prosecution Service, the police and the Prison Service increased among minority ethnic communities. There was no change for the Probation Service.
- In 2004/05 people from Mixed race backgrounds (29 per cent) were at a higher risk of victimisation than those from White backgrounds (24 per cent).
- Estimates from the British Crime Survey show that in 2004/05 there were 179,000 racially motivated crimes in England and Wales, a fall from the 206,000 incidents reported in both 2003/04 and 2002/03. Police figures show an increase from 49,000 to 58,000 over this period – possibly due to better recording and greater willingness to report.
- Black people were over-represented at every stage of the Criminal Justice System.
- In 2004/05 Black people were six times more likely to be stopped and searched than White people, compared with 6.4 times more likely in 2003/04. Asian people were 1.8 times more likely to be stopped and searched than White people, compared with 1.9 times in 2003/04.
- In 2004/05 the arrest rate for Black people was 3.4 times that for White people, similar to 2003/04.
- In 2004/05, for every thousand Black people in the population, 7.1 were in prison. This rate was five times higher than the rate for White people (1.4 per thousand).

- The proportion of police officers from a minority ethnic group in 2004/05 was 3.5 per cent, an increase from 3.3 per cent in the previous year. The greatest percentage increases were for the Asian and Mixed race groups.
- In 2004/05 the proportions of minority ethnic staff in the Crown Prosecution Service and the Probation Service were higher than their proportions in the overall population. However, minority ethnic groups were still under-represented in the police and the Prison Service.

Perceptions of community cohesion

- The proportion of people who agreed that they lived in an area where people of different backgrounds got on well together rose between 2003 and 2005 in 9 out of 20 local areas, and fell in only one.
- Between 2003 and 2005, in four of the five most disadvantaged areas in the study, the percentage who thought this increased.
- In 2005, 80 per cent of people definitely agreed or tended to agree that they lived in an area where people of different backgrounds got on well together – a figure unchanged since 2003.
- In 2005 Chinese people were more likely than Black, Asian or White people to believe that their local area was a place where people from different backgrounds got on well together and respected ethnic differences, and those of Mixed race less likely.
- People who thought that their local area was one where people from different backgrounds got on well together were less likely than people who did not think this to say that racial or religious prejudice in Britain had increased over the past five years.
- The proportion of minority ethnic households who thought racial harassment was a problem in their area fell between 2000/01 and 2004/05, but it remained high for Bangladeshi households.
- In 2005 people who did not have any friends from different ethnic backgrounds were most likely to feel that racial prejudice had increased.

Chapter 1: Introduction

The focus of this annex

This statistical annex appeared in previous years as a report entitled *Race Equality in Public Services* (REPS). Traditionally the document, published by the Home Office, reported developments across government on the promotion of race equality. It aimed to provide a quantifiable demonstration of progress, and to identify areas where improvements were needed.

The last REPS report, which was published in January 2005, marked a change in focus. It formed a statistical companion to the Government's *Improving Opportunity, Strengthening Society* strategy, launched in the same month. The strategy set out the Government's commitment to ensure that people are not discriminated against because of their race or religion. A key element of the strategy was to tackle inequalities. While improvements had been made for members of some minority ethnic groups, many continued to suffer poor outcomes in, for example, education, employment and health. Several reasons lay behind this, including racial discrimination, lack of opportunities, neighbourhood characteristics, longstanding skills shortfalls, cultural factors and inadequate thought about how public services address the needs of different communities.

The 2005 REPS report focused on data relating to the Public Service Agreement 7 covering the Spending Review period 2005/06 to 2007/08. The PSA 7 target is:

'To reduce race inequalities and build community cohesion.'

This statistical annex is an accompaniment to the first annual report on the strategy. As before, it presents data relevant to the PSA. The focus is on race inequality, although some findings are included in relation to religion and community cohesion. Data are drawn from published surveys and official statistics provided by government

departments. As a result, the breakdown of ethnic groups used varies across chapters, as does the precise definition of 'minority ethnic group'. The data relate to England and Wales where possible. In addition, details of trends and regional variations are presented where available. Changes and differences are statistically significant at the 95 per cent confidence level.

The structure of this annex

As the strategy is a government-wide mechanism for assessing progress on delivery, this annex covers five cross-government areas with PSA targets relevant to the reduction of race inequality and the building of community cohesion. These are:

- education;
- the labour market;
- housing;
- health and personal social services; and
- the Criminal Justice System.

Each of these is considered in turn in Chapters 2 to 6. Chapter 7 discusses findings on community cohesion. Chapter 8 offers conclusions and identifies gaps in knowledge.

During preparation of this annex, on 5 May 2006, Number 10 Downing Street announced the creation of a new Department for Communities and Local Government (DCLG). The DCLG is the successor department to the Office of the Deputy Prime Minister (ODPM), expanded to promote community cohesion and equality, as well as having responsibility for housing, urban regeneration, planning and local government. The new department brings together responsibility for equality policy, including policy on race, faith, gender and sexual orientation. These functions were previously split between several government departments. As formulation of PSAs relevant to race inequality predated this departmental change, reference to ODPM is retained throughout this annex.

The remainder of this section gives an overview of ethnicity and religion in England and Wales, drawing from the 2001 Census (Census, 2001).

Ethnicity

Table 1.1 shows that 8.7 per cent of the population identified themselves as belonging to a minority ethnic group in the 2001 Census. Indian people formed the largest minority ethnic group (2 per cent of the population), followed by Pakistani people (1.4 per cent) and Black Caribbean people (1.1 per cent).

Figure 1.1 shows the age profiles of different ethnic groups in England and Wales in the 2001

Census. The minority ethnic population was generally younger than the White population. The Mixed group had the youngest age structure – half (50 per cent) were under the age of 16. The Bangladeshi, Other Black and Pakistani groups also had young age structures: 38 per cent of both the Bangladeshi and Other Black groups were aged under 16, and 35 per cent of Pakistani people also fell into this age group. In comparison, 20 per cent of the White British group were under the age of 16. Among the minority ethnic groups, the Black Caribbean group had the largest proportion of people aged 65 and over (11 per cent).

Table 1.1: Population by ethnic group, England and Wales, 2001

	Population (000s)	Population %
White		
British	45,534	87.5
Irish	642	1.2
Other White	1,345	2.6
All White	47,521	91.3
Mixed		
White and Black Caribbean	237	0.5
White and Black African	79	0.2
White and Asian	189	0.4
Other Mixed	156	0.3
All Mixed	661	1.3
Asian or Asian British		
Indian	1,037	2.0
Pakistani	715	1.4
Bangladeshi	281	0.5
Other Asian	241	0.5
All Asian or Asian British	2,274	4.4
Black or Black British		
Black Caribbean	564	1.1
Black African	480	0.9
Black Other	96	0.2
All Black or Black British	1,140	2.2
Chinese	227	0.4
Other ethnic group	220	0.4
All minority ethnic population	4,522	8.7
All ethnic groups	52,042	100.0

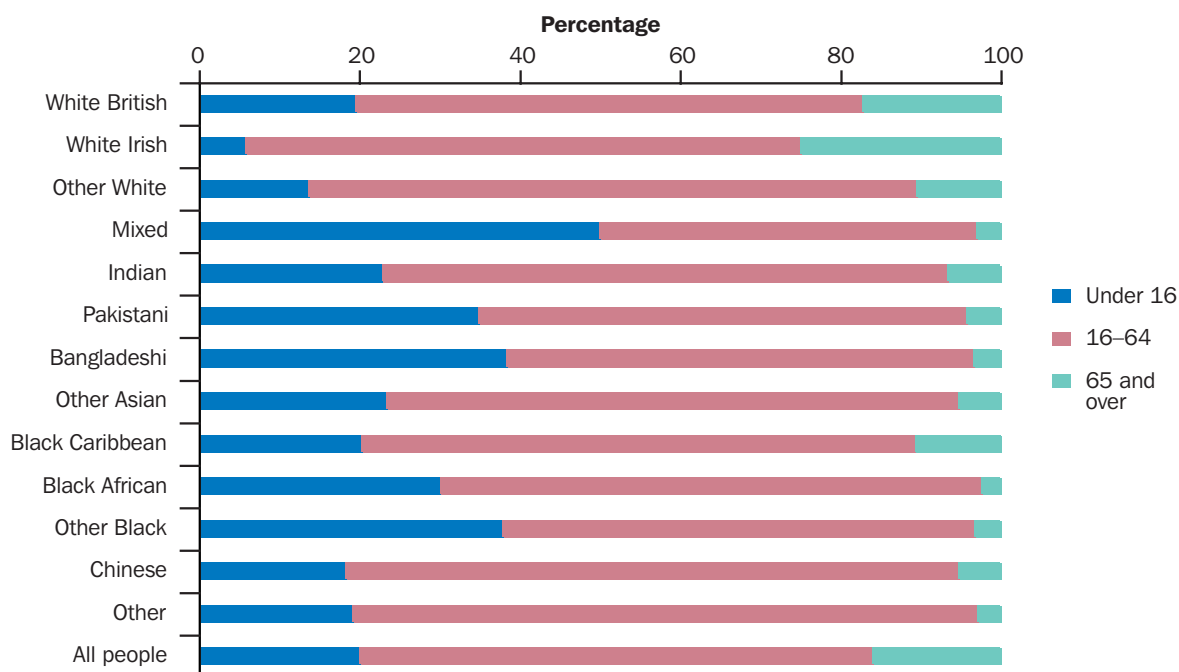
Figure 1.1: Age distribution of population of England and Wales, by ethnic group, 2001

Figure 1.2 shows the proportion of the population from minority ethnic groups for the English regions and Wales. In 2001, just under a third of the population in London was from a minority

ethnic group, while minority ethnic groups formed only 2 per cent of the population in the North East, the South West and Wales.

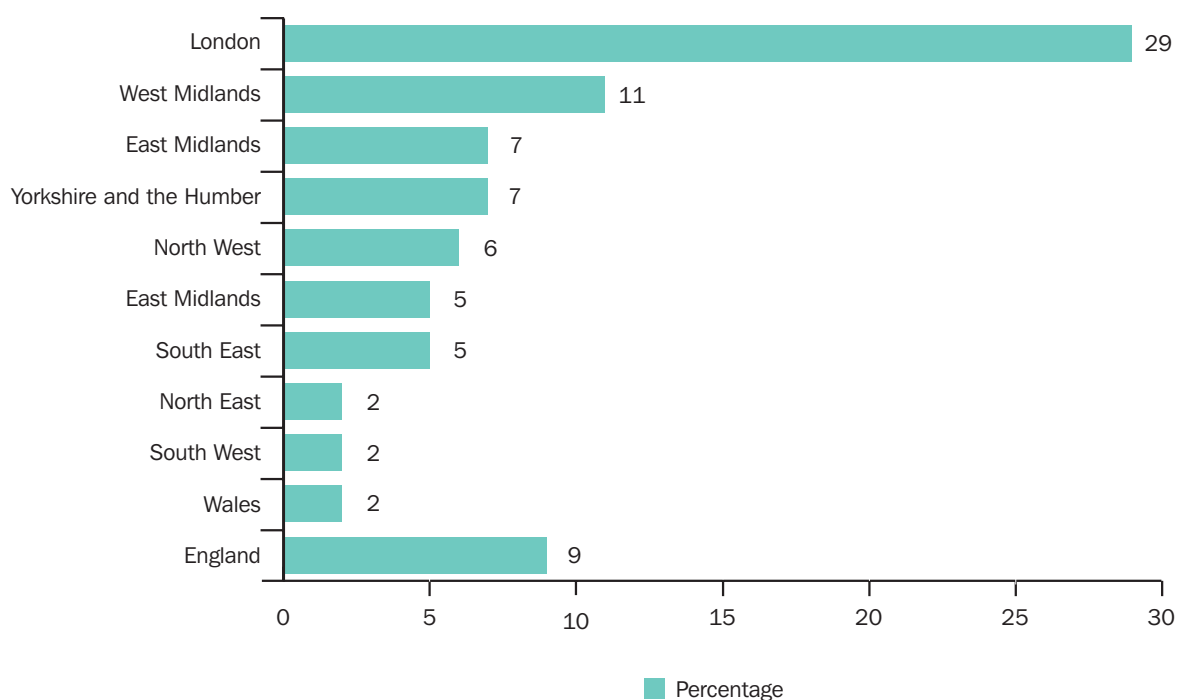
Figure 1.2: Minority ethnic population, within the English regions and Wales, 2001

Table 1.2: Population by religious group, England and Wales, 2001

	Population (000s)	Population %
Christian	37,338	71.7
Buddhist	144	0.3
Hindu	552	1.1
Jewish	260	0.5
Muslim	1,547	3.0
Sikh	329	0.6
Any other religion	151	0.3
No religion	7,709	14.8
Religion not stated	4,011	7.7
All population	52,042	100

Note: 'Any other religion' includes Spiritualist; Pagan; Jain; Wicca; Rastafarian; Baha'i; and Zoroastrian.

Religion

In England and Wales, 71.7 per cent of the population described their religion as Christian in the 2001 Census. Three per cent described themselves as Muslim, 1.1 per cent as Hindu and 0.6 per cent as Sikh. An additional 14.8 per cent stated that they did not have a religion (Table 1.2).

People from non-Christian religions were concentrated in London and other large urban areas. Christians and those with no religion were more evenly dispersed. In Great Britain in 2001, 56 per cent of Jews, 52 per cent of Hindus and 38 per cent of Muslims lived in London. Almost a third of Sikhs (31 per cent) lived in London, with a similar percentage living in the West Midlands.

Chapter 2: Education

This chapter provides evidence on minority ethnic groups in the education system. The first section focuses on school level attainment, examining attainment at the end of Key Stage 4¹ (KS4) by ethnicity and whether pupils receive free school meals, and whether English is their first language. The second section concentrates on access to higher education by people from minority ethnic groups. Both include details on ethnic composition of staff.

Summary

Key points about ethnic groups and the education system are the following:

- In 2005, 81 per cent of Chinese pupils gained five or more A*–C grades at GCSE and equivalent. Indian pupils had the next highest achievement levels, with 70 per cent gaining the equivalent of five or more A*–C grades.
- Gypsy/Roma and Traveller of Irish heritage pupils had the lowest levels of achievement at GCSE level in 2005, although there were very small numbers in these groups.
- In 2005 the achievements of Black pupils were also relatively low, with just 48 per cent of Black African pupils and 42 per cent of Black Caribbean pupils and pupils of any other Black background gaining the equivalent of five or more A*–C grades.
- Comparing 2004 and 2005, all groups showed an improvement in the proportions of 15-year-olds achieving the equivalent of five or more A*–C grade GCSEs except Travellers of Irish heritage. Black Caribbean pupils, Mixed White/Black Caribbean pupils, and pupils from

any other Black background were among the highest improvers in 2005, all groups who had very low attainment levels previously.

- In 2004, Chinese, Indian, Irish and White British pupils all performed better than the national average in English tests across all Key Stages. For all except White British pupils the size of this performance gap increased across the Key Stages.
- Provisional January 2006 data showed that teachers from minority ethnic groups made up 5.2 per cent of the teacher population, a rise from 4.9 per cent in 2005.
- Only 6 per cent of people from minority ethnic groups expected local schools to treat them worse than people of other races in 2005. However, the proportion who thought they would be treated worse in 2005 had increased since 2003 (4 per cent).
- In 2001/02, people from all minority ethnic groups were more likely than White people to participate in higher education. People from the Other Asian group were most likely to do so.
- Between 2001/02 and 2004/05, the proportion of minority ethnic students attending higher education institutions rose, from 13.7 per cent to 15.4 per cent.
- Between 1995 and 2003, growth in all categories of permanent academic staff at higher education institutions was at a faster rate for minority ethnic staff than for White staff.

Public Service Agreements

As part of achieving wider government objectives on race equality, the Department for Education and Skills (DfES) monitors progress in narrowing

1 Key Stages are periods of time in a pupil's compulsory school life that correspond to a number of school years. Key Stages relate to the National Curriculum for England, Wales and Northern Ireland, and are as follows:

Key Stage 1: Pupils in Years 1 and 2 (infant pupils).

Key Stage 2: Pupils in Years 3, 4, 5 and 6 (junior pupils).

Key Stage 3: Pupils in Years 7, 8 and 9 (lower secondary pupils).

Key Stage 4 (GCSE and equivalent): Pupils in Years 10 and 11 (secondary pupils – up to the school year in which the majority of pupils reach the end of compulsory schooling).

Key Stage tests are carried out at the end of Key Stages 1–3.

differences between ethnic groups in educational attainment and participation. The 2004 Spending Review (HM Treasury, 2005) included two DfES targets relevant to this:

‘By 2008, 60 per cent of those aged 16 [to] achieve the equivalent of five GCSEs at grades A* to C, and in all schools at least 20 per cent of pupils [to] achieve this standard by 2004, rising to 25 per cent by 2006 and 30 per cent by 2008.’ (DfES PSA 10)

‘By 2010, increase participation in higher education towards 50 per cent of those aged 18 to 30. Also, make significant progress year-on-year towards fair access, and bear down on rates of non-completion.’ (DfES PSA 14)

GCSE attainment

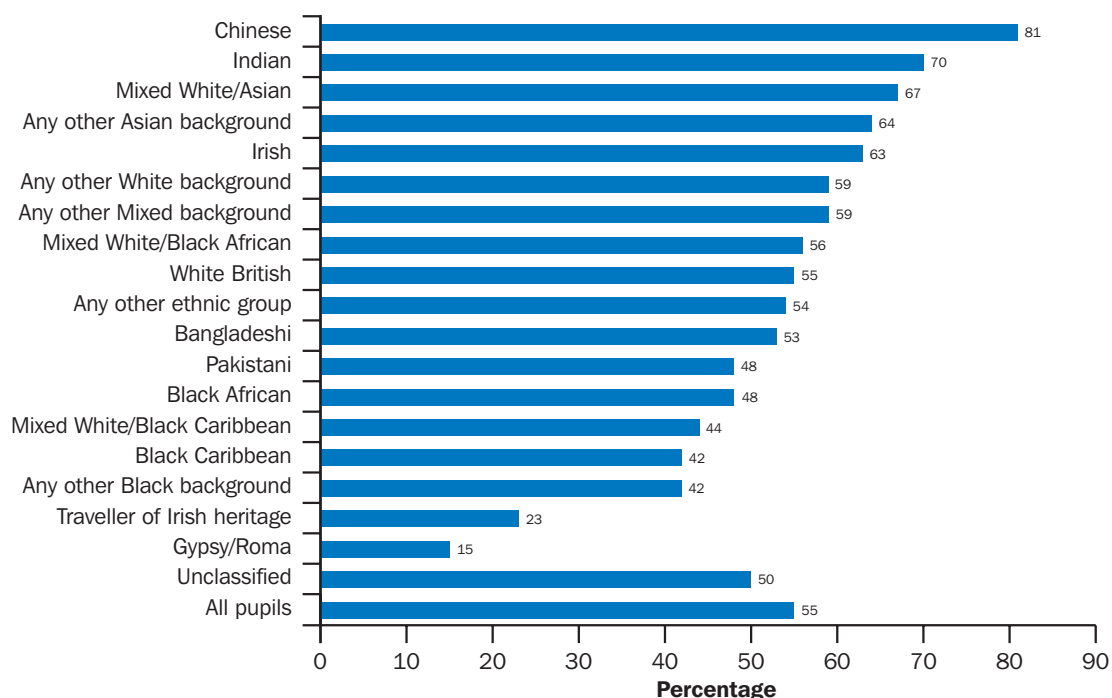
As data on the ethnicity of pupils are collected through the Pupil Level Annual School Census, all

figures in this section refer to maintained schools only, including academies and city technology colleges, but excluding independent schools, independent special schools and non-maintained special schools.

Figure 2.1 shows the percentage of pupils² achieving five or more A*–C grades at GCSE and equivalent in 2005 (DfES, 2006b).

As Figure 2.1 shows, there was great variation in attainment – more than four in five Chinese pupils achieved the equivalent of five or more A*–C grades, whereas proportions were lowest for Gypsy/Roma and Traveller of Irish heritage pupils (15 per cent and 23 per cent respectively). However, very small numbers of pupils were recorded in these two categories. The next lowest achievers were Other Black and Black Caribbean pupils (42 per cent for each). Pupils from the Black African, Pakistani and Mixed White/Black

Figure 2.1: Percentage of pupils achieving five or more A*–C grades at GCSE and equivalent in 2005, by ethnicity



Note (1): Rounded to two significant figures.

Note (2): Unclassified includes pupils for whom information was refused or not obtained.

Note (3): Refers to maintained schools only.

Caribbean groups also performed relatively poorly. More than 60 per cent of pupils achieved five or more A*–C grades in five of the 18 different ethnic groups.

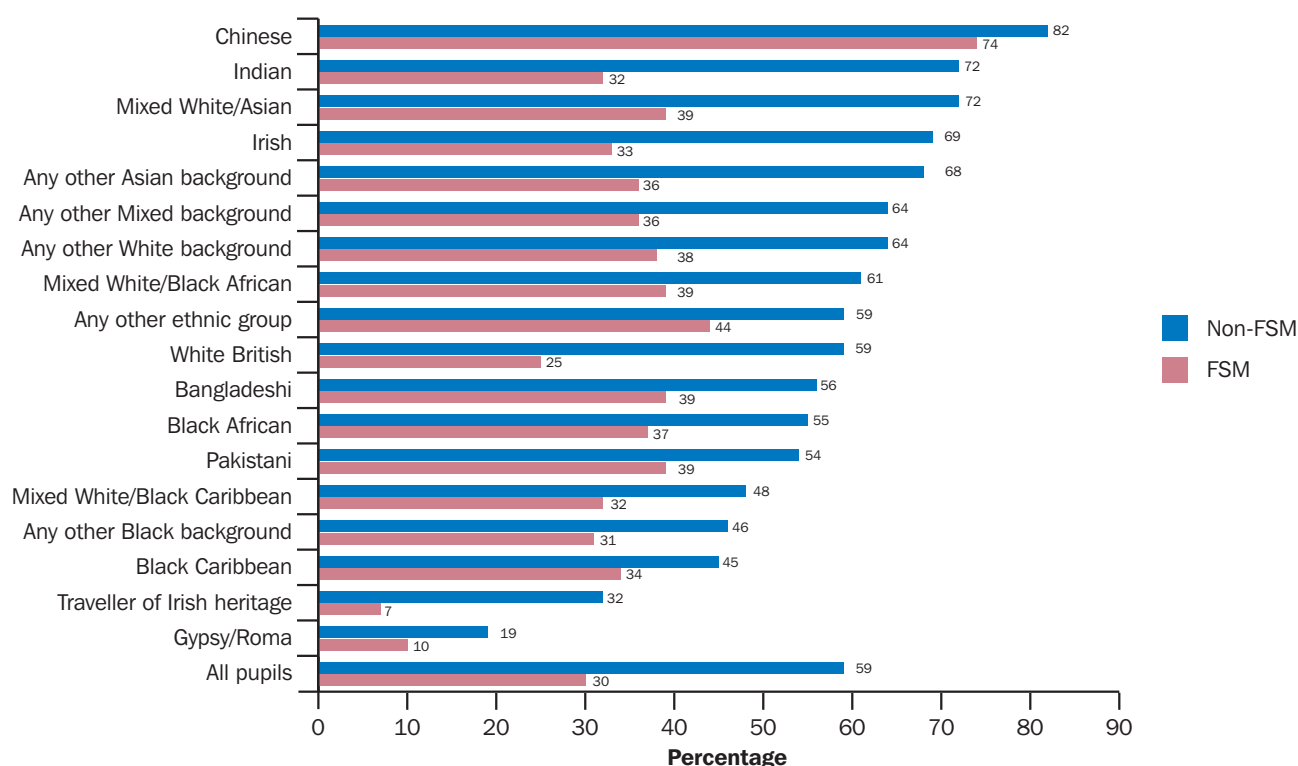
Girls consistently outperformed boys for all minority ethnic groups, as they did nationally. For example, 33 per cent of Black Caribbean boys achieved five or more A*–C grades or equivalent, compared with 49 per cent of girls.

Details of variations in achievement across the nine Government Office Regions (DfES, 2005c) show that, combining ethnic groups, there was greatest variation for Mixed race pupils; the proportion achieving five or more A*–C grades was 17 percentage points higher in the South East (61 per cent) than in Yorkshire and the Humber (44 per cent). However, in interpreting these figures, various factors need to be taken into consideration, including variation in the sizes of different ethnic groups across regions.

GCSE and equivalent attainment by ethnicity and eligibility for free school meals

Figure 2.2 shows the percentage of pupils achieving five or more A*–C grades at GCSE and equivalents in 2005 (DfES, 2006a) according to whether they were eligible for free school meals (FSM) – often used as a proxy measure of poverty and disadvantage. For all ethnic groups, the proportion of non-FSM pupils achieving five or more A*–C grades at GCSE and equivalents was higher than for those who were eligible for FSM. However, there was variation between ethnic groups. The difference in attainment between FSM and non-FSM pupils was largest for Indian pupils, with 72 per cent of non-FSM Indian students achieving the equivalent of five or more A*–C grades, compared with only 32 per cent of FSM pupils. The difference was smallest for Chinese pupils (82 per cent and 74 per cent respectively).

Figure 2.2: Percentage of pupils achieving five or more A*–C grades at GCSE and equivalent in 2005, by ethnicity and eligibility for free school meals



Note (1): Rounded to two significant figures.

Note (2): Refers to maintained schools only.

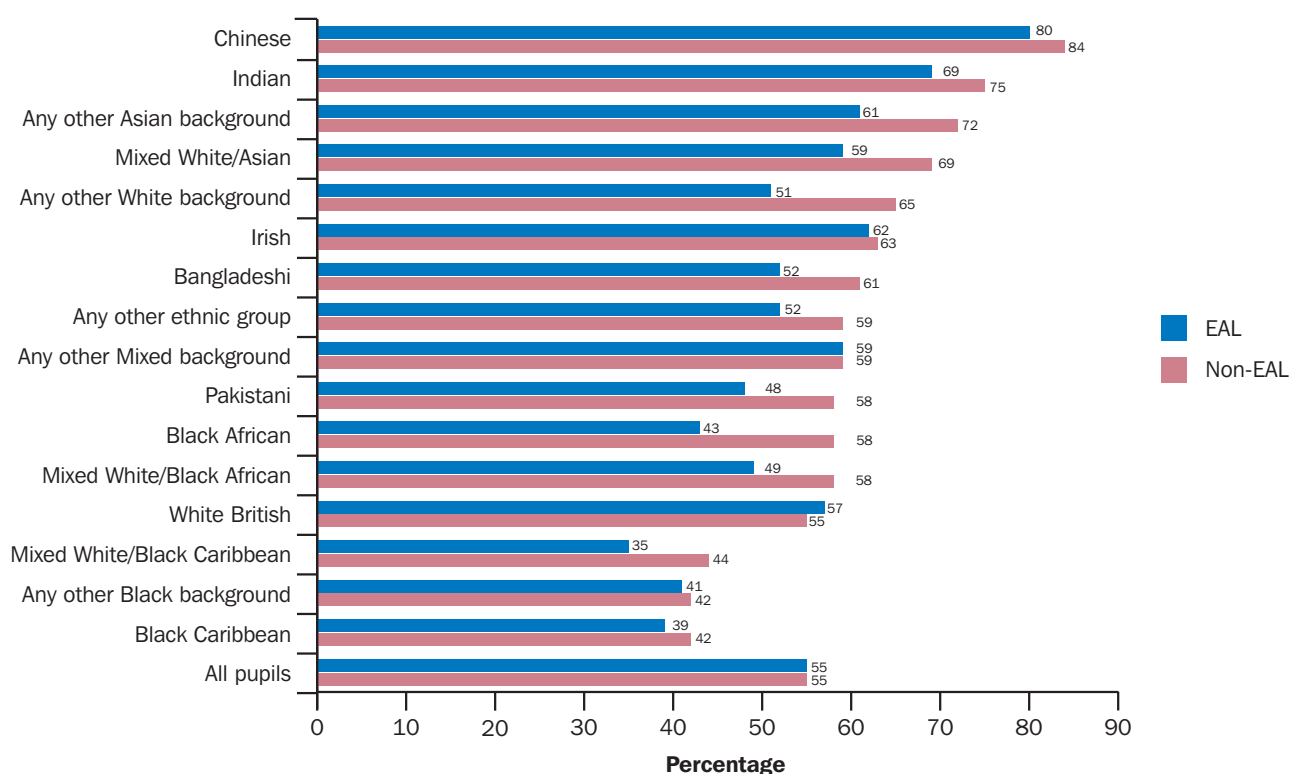
The amount of variation between ethnic groups differed according to whether FSM were received. Among non-FSM pupils, people from the Chinese (82 per cent), Indian (72 per cent) and Mixed White/Asian group (also 72 per cent) performed especially well, while the Black Caribbean (45 per cent), Travellers of Irish heritage (32 per cent) and Gypsy/Roma (19 per cent) groups performed most poorly (although the small numbers of Gypsy/Roma and Traveller of Irish heritage pupils should be noted). For FSM pupils, Chinese pupils still performed very well, but the next best performing group was the Any Other Ethnic group (44 per cent achieving five or more A*–C passes), followed by the Mixed White/Black African, Bangladeshi, Pakistani, and Mixed White/Asian groups (all 39 per cent).

GCSE attainment by ethnicity and English as an additional language

Figure 2.3 shows the percentage of students achieving five or more A*–C grades at GCSE and equivalent in 2005 (DfES, 2006a) according to whether they spoke English as an additional language (EAL). For Bangladeshi, Black African, Pakistani, Indian and Chinese pupils, the number of EAL pupils was high relative to those who spoke English as a first language. Where the proportions of pupils who spoke English as a first language were very low (e.g. for Bangladeshi and Pakistani pupils) care should be taken in interpreting these results.

Among minority ethnic groups, pupils with English as their first language performed better than those with EAL, except for those from Any Other Mixed background. The difference between EAL and non-EAL pupils was largest for the Black African group, where 58 per cent of pupils who

Figure 2.3: Percentage of pupils achieving five or more A*–C grades at GCSE and equivalent in 2005, by ethnicity and English as an additional language



Note (1): Rounded to two significant figures.

Note (2): Traveller of Irish heritage and Gypsy/Roma figures not shown due to small numbers of pupils.

Note (3): Refers to maintained schools only.

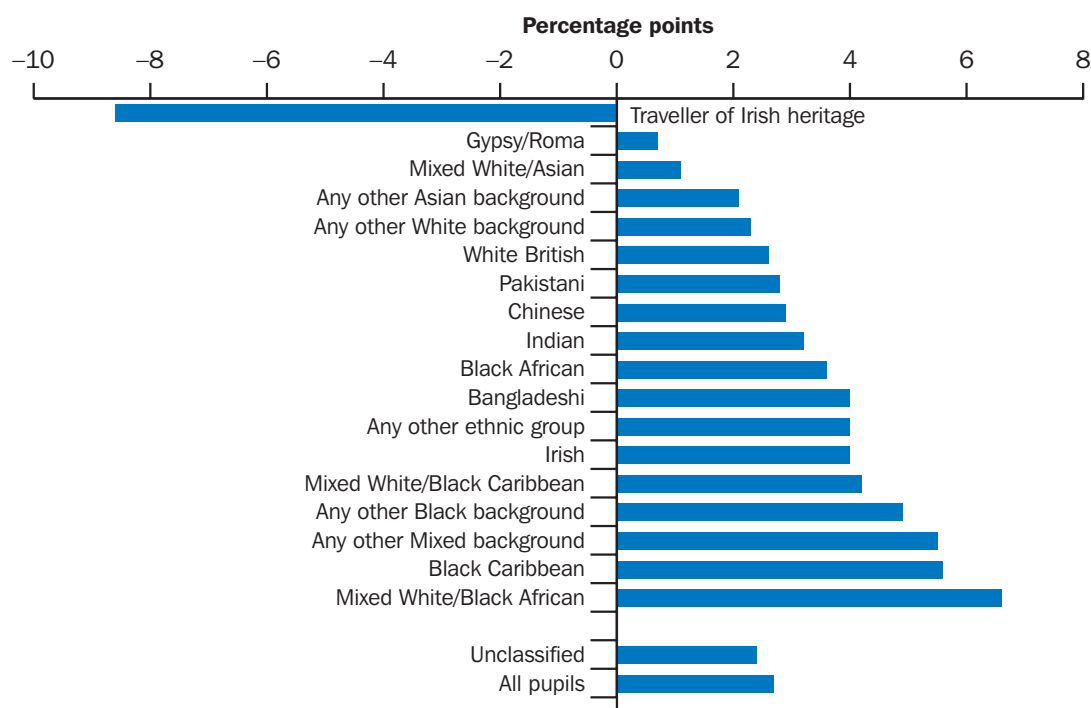
spoke English as a first language achieved the equivalent of five or more A*–C grades, compared with 43 per cent of those with EAL.

Within both EAL and non-EAL groups, there was variation in attainment by ethnic group. Among non-EAL pupils, those from Chinese and Indian backgrounds performed especially well (84 per cent and 75 per cent respectively), while Black Caribbean and Other Black pupils performed most poorly (both 42 per cent). The pattern for EAL pupils was similar, with those of Chinese and Indian backgrounds having the highest levels of attainment (80 per cent and 69 per cent respectively), higher than those for the majority of the non-EAL groups.

Changes in GCSE attainment over time

Figure 2.4 shows the percentage point change in the proportions of each ethnic group achieving the equivalent of five or more A*–C grade GCSEs between 2004 and 2005 for pupils aged 15.³ Most groups showed a significant improvement. Black Caribbean, Mixed White/Black Caribbean and pupils from Other Black backgrounds were among those making the biggest improvements. In 2004, rates for these groups had been among the lowest of all ethnic groups.

Figure 2.4: Percentage point change between 2004 and 2005 in the proportions of pupils aged 15 achieving five or more A*–C grades at GCSE and equivalent, by ethnicity



Note (1): Unclassified includes pupils for whom information was refused or not obtained.

Note (2): Changes were significant between 2004 and 2005 for all groups except Gypsy/Roma, Traveller of Irish heritage, and Mixed White/Asian pupils.

Note (3): This chart refers to students aged 15 instead of those at the end of KS4, as end of KS4 figures were not available prior to 2005.

Note (4): Refers to maintained schools only.

3 See DfES, 2005d; DfES, 2006b. Figures refer to pupils who were aged 15 on 31 August prior to the 2003/04 and 2004/05 academic years respectively.

Relative performance of ethnic groups across Key Stages of school

Across the Key Stages, there were differentials in performance against the national average by ethnic group. Figure 2.5 shows the percentage point difference against the national average for English tests at the different Key Stages (DfES, 2005d).

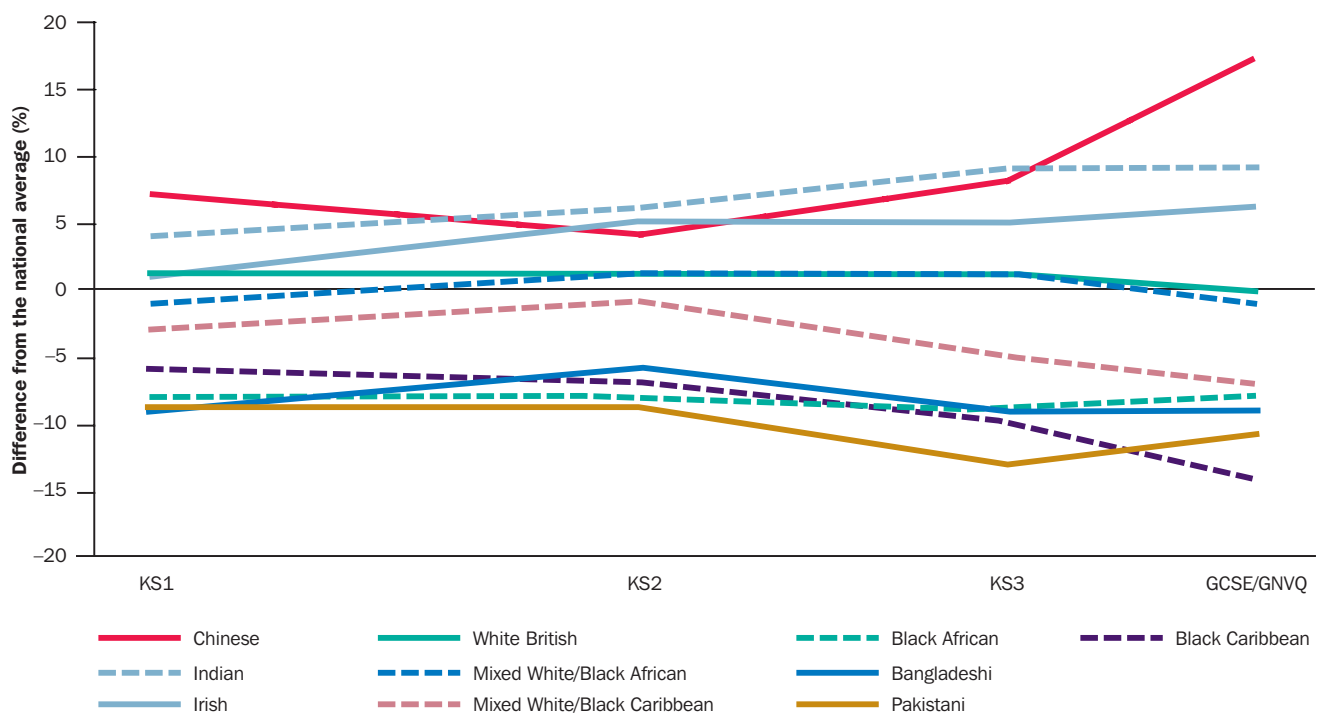
As in 2003, Chinese, Indian, Irish and White British pupils performed consistently above the national average at all Key Stages in 2004. Indeed, for all these groups except the White British, the gap in their performance relative to the national average increases across the Key Stages. With the exception of Mixed White/Black African pupils, other ethnic groups performed consistently below the national average at all Key Stages. For Black Caribbean pupils, their performance relative to the national average worsened across the Key Stages.

Value added scores

Value added scores are a measure of the relative progress made by pupils between two particular Key Stages, for example between KS2 and KS4. KS2–4 value added scores for 2005 indicated that Chinese pupils made the most progress between the two Key Stages. Their overall value added score was 1026.0, compared with 987.9 across all pupils. Indian, Pakistani and Bangladeshi pupils also made relatively large amounts of progress between KS2 and KS4, with value added scores of 1023.5, 1015.0 and 1016.9 respectively.

Pupils of most minority ethnic groups made relatively more progress between KS2 and KS4 than White British pupils, who had a value added score of 984.9, the exceptions being Irish, Travellers of Irish heritage, Gypsy/Roma and Mixed White/Black Caribbean pupils.

Figure 2.5: Relative performance of ethnic groups against the national average at the expected level in English tests, Key Stages 1, 2, 3 and GCSE, 2004



Note (1): Refers to maintained schools only.

Note (2): These pupils were from the different cohorts taking Key Stage tests/GCSEs in 2004 – the chart does not track the attainment of one cohort through the school system.

Ethnicity of school teaching staff

Provisional January 2006 data on teacher ethnicity⁴ (DfES, 2006c) show little change from 2005. Minority ethnic staff comprised 5.2 per cent of the teacher population, compared with 4.9 per cent in 2005. The increase in the percentage of teachers from minority ethnic groups was greater in the London region: 17.3 per cent in 2006 compared with 16.8 per cent in 2005.

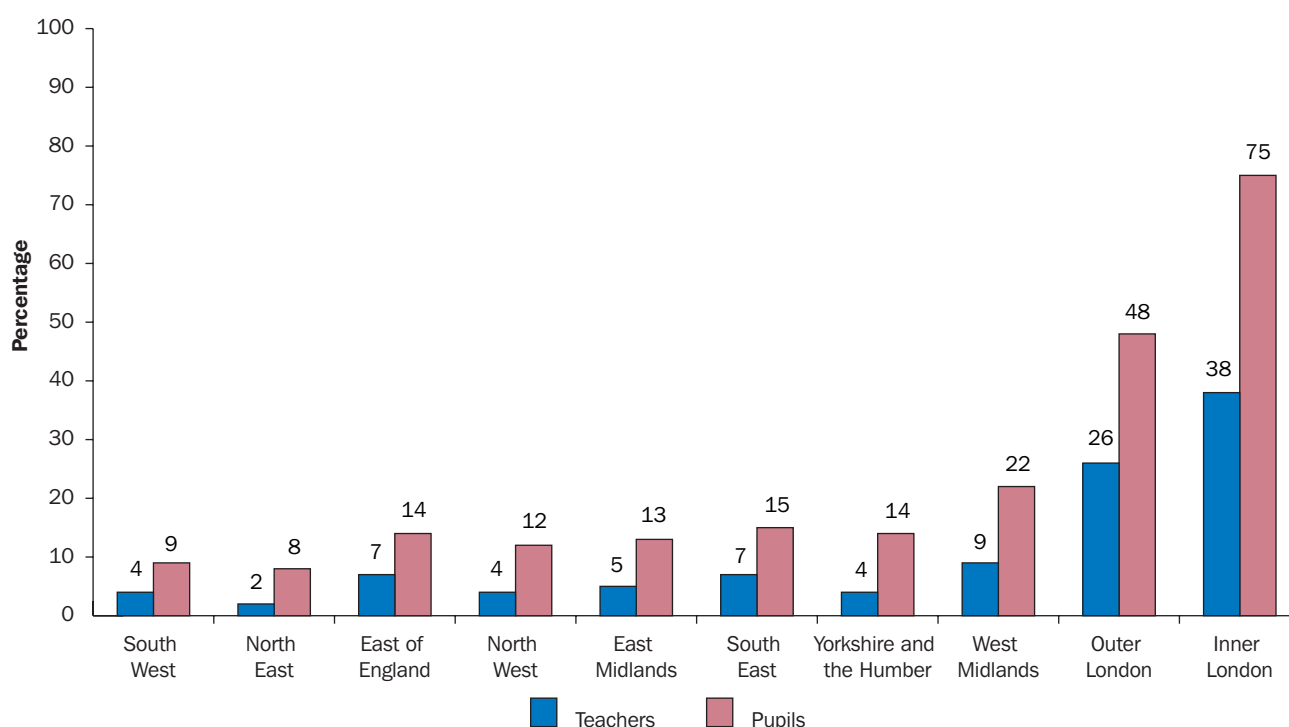
Figure 2.6 shows 2004 data on the percentage of pupils and teachers from minority ethnic groups (defined as groups other than White British) in each Government Office region (DfES, 2005a).

The proportion of teachers varied regionally, following a similar pattern to the variation in pupils. However, there was a gap between the relative proportions of minority ethnic pupils and teachers. To some extent this reflects the different age profiles of pupils and teachers.

Perceptions of treatment by local schools

The 2005 Citizenship Survey found that, for all ethnic groups, proportions expecting local schools to treat them worse⁵ than people of other races were low (see Murphy et al, 2005). Figure 2.7 shows the Citizenship Survey findings on perceptions of treatment in 2001, 2003 and 2005.

Figure 2.6: Percentages of teachers and pupils from minority ethnic groups, by Government Office region, 2004



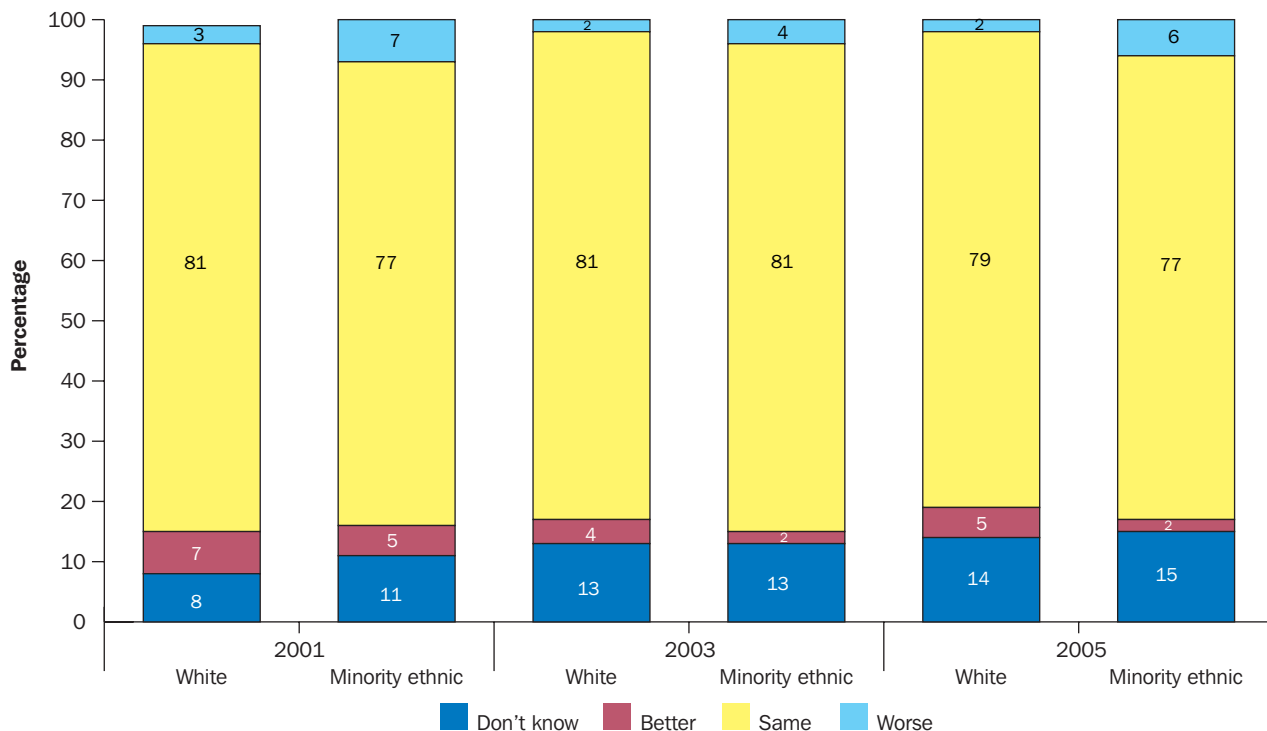
Note (1): Information not provided for 18 per cent of teachers.

Note (2): Refers to maintained schools only.

Note (3): Minority ethnic group refers to any group other than White British including, for example, Irish.

4 Covering the local authority maintained sector.

5 The focus is on worse treatment as the Home Office PSA 7 target is a decrease in the percentage of people from minority ethnic communities who feel that one or more of the key public services would treat them worse than people of other races.

Figure 2.7: Perceptions of treatment by local schools, by ethnicity, 2001, 2003 and 2005

Minority ethnic groups have been consistently more likely than White people to think they would be treated worse than people of other races by local schools. The proportion of minority ethnic groups who thought they would be treated worse in 2005 (6 per cent) had increased compared with 2003 (4 per cent).

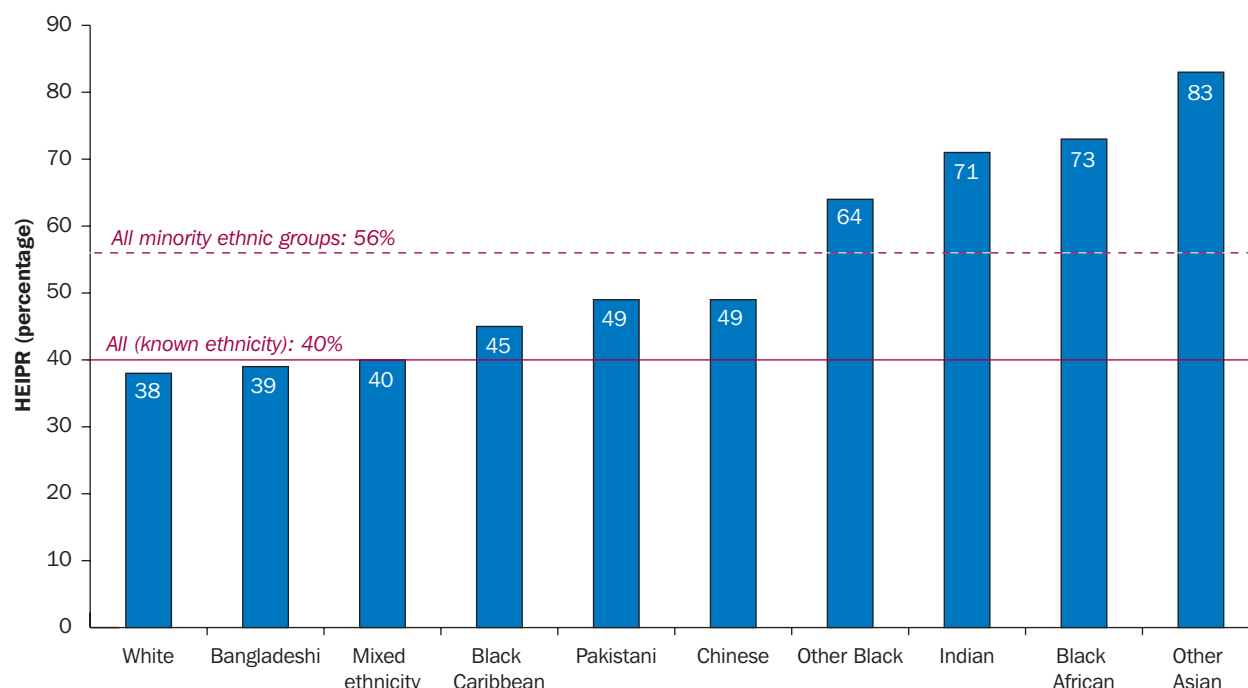
Participation in higher education

DfES aims to increase and widen participation in higher education, particularly among groups traditionally under-represented. Figure 2.8 shows that in 2001/02 all minority ethnic groups were more likely than the White population to participate in higher education (in universities and colleges – see Census, 2001; Higher Education Statistics Agency, 2002). People from the Other Asian group were most likely to do so.

There were differences within ethnic groups. While 71 per cent of Indian people aged 17–30 participated in higher education, only 49 per cent of the Pakistani and 39 per cent of the Bangladeshi population did so. Within the Black group, 73 per cent of Black African people participated in higher education compared with 45 per cent of the Black Caribbean group. However, rates for Pakistani, Bangladeshi and especially Black Caribbean people were impressive given the attainment levels for GCSEs presented in Figure 2.1.

Across all groups, with the exception of Pakistani and Bangladeshi populations, women were more likely to enter into higher education than men.

Figure 2.8: Higher education initial participation rates (HEIPR) for English-domiciled first-time entrants (full- and part-time) to higher education courses (in universities and colleges), by ethnicity, age 17–30, 2001/02



Note (1): The overall HEIPR were adjusted to exclude people of unknown ethnicity, so are lower (at 40 per cent) than the published overall HEIPR (43.5 per cent) for 2001/02.

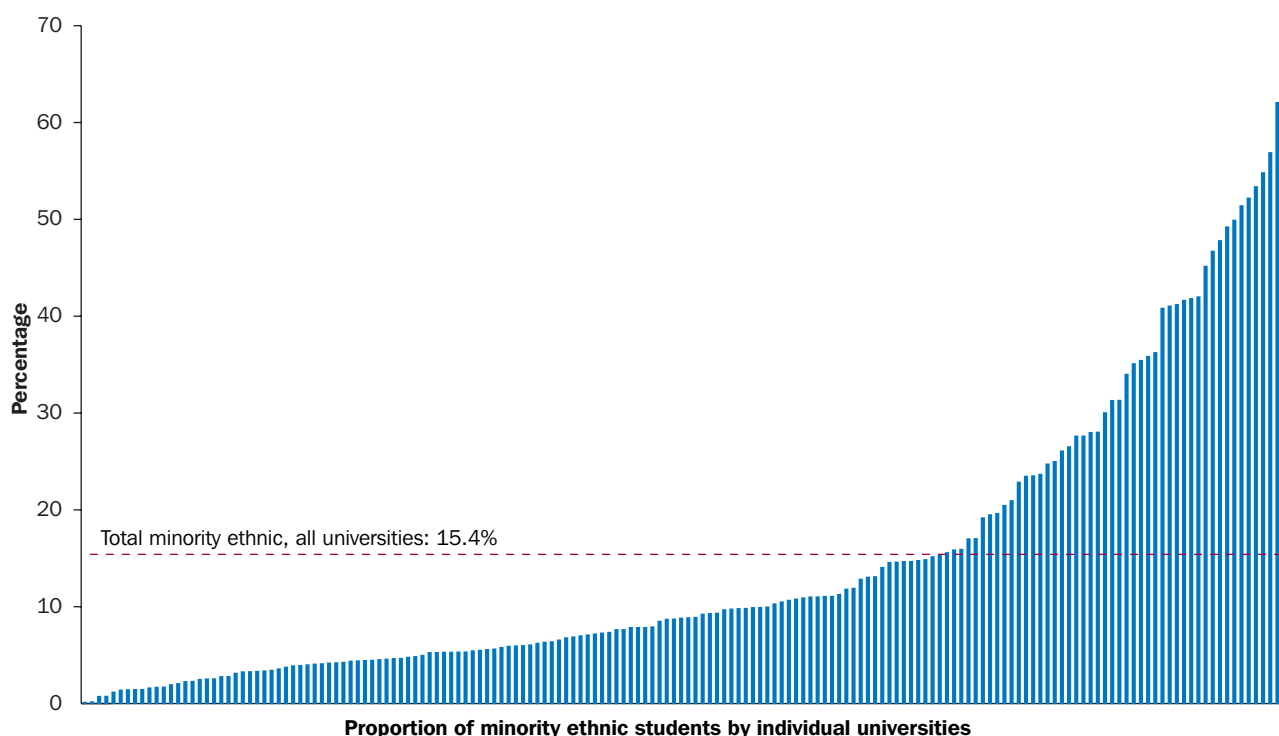
Note (2): The HEIPR figures for all ethnic groups should be treated with caution because of some unreliability and uncertainty inherent in the data sources. Further details in DfES (2004): *Why the Difference? A Closer look at Higher Education Minority Ethnic Students and Graduates*.

Types of higher education institutions attended

Figures for 2004/05 show that minority ethnic students were clustered in a relatively small number of institutions (HESA, 2005; see Figure 2.9). These were mainly new universities in London and to a lesser extent other big cities. There was little change in distribution since 2001/02, although the proportion of minority ethnic students as a whole rose from 13.7 per cent to 15.4 per cent in 2004/05.

Recent analysis (HEFCE, 2005a; based on Shiner and Modood, 2002) suggests that earlier conclusions regarding a strong, general bias in admissions against minority ethnic groups among 'old' (pre-1992) universities were overstated. This analysis found that a general 'ethnic penalty' specific to 'old' universities did not exist; however, there was evidence that Pakistani applicants had a slightly lower than expected offer rate across the whole higher education sector.

Figure 2.9: Minority ethnic students as a percentage of all students (UK domicile only) at individual universities, 2004/05



Note: Figures are given for those living in the UK only, as providing details of ethnicity is not compulsory for overseas students.

Types of higher education courses attended

Data from 2004/05 show that, expressed as a percentage of the total number of degree students in each subject, minority ethnic students were well represented on courses on computer sciences, medicine, dentistry and law at universities in England. However, they were less likely to be represented in the areas of historical and philosophical studies, education, languages, veterinary science and agriculture and related subjects.

Influences on participation in higher education

Participation rates of minority ethnic groups in education post-16 were higher than rates for White British people (DfES, 2005b). Young people from minority ethnic groups were as likely as White people to gain entry qualifications to go to university by age 19, but the type of qualification held and post-16 education varied significantly.

Overall, minority ethnic degree entrants had lower entry qualifications; fewer had 'A' levels and more were likely to enter higher education from further education colleges. However, there were differences between ethnic groups. Indian and Chinese entrants were more likely to enter with 'A' levels, were better qualified, and were more likely to have been at grammar or independent schools. Black ethnic groups, particularly Black Caribbean students, were generally older on entry, had a wider range of entry qualifications (particularly vocational qualifications), and were more likely to enter from further education colleges. Pakistani and Bangladeshi entrants did not gain as high 'A' level results as Indian and Chinese entrants but did better at 'A' level than Black groups.

Higher education drop-out rates by ethnicity

Data were not available on drop-out rates. However, the Higher Education Funding Council for England conducted some preliminary analysis of the continuation rates from year of entry,

based on 2002/03 data. This showed that young minority ethnic full-time first-degree students had non-continuation rates which were very similar to those for students generally – 7 per cent against 8 per cent.⁶ In comparison, mature minority ethnic full-time first-degree students had slightly higher non-continuation rates than mature students generally – 18 per cent against 15 per cent. Much of this difference can be accounted for by the subject and entry qualification mix of the students.

Black students had a higher non-continuation rate than Asian or Other ethnic group students, and the differences between ethnic groups were greater among the young (under 21 on entry) than among the older students. However, when allowances were made for differences by subject, entry qualifications and age, young minority ethnic students appeared to do slightly better than expected, but mature students did less well. This suggests that other factors, both positive and negative, impact on the likelihood of students from different minority ethnic groups completing their degree studies.

Ethnicity of academic staff in English higher education institutions

In 2003/04, 5 per cent of professors were from a minority ethnic background (HEFCE, 2005b). Numbers of senior minority ethnic academic staff increased from the mid-1990s.

Table 2.1 shows that, between 1995 and 2003, growth in all categories of permanent academic staff was at a faster rate for minority ethnic staff than for White staff.

Numbers of senior minority ethnic academic staff were still relatively low in 2003/04, but this contrasted markedly with the proportion of minority ethnic junior researchers, who formed around one in eight of all junior researchers (most of Asian ethnicity).

Table 2.1: Growth in permanent academic staff, by ethnicity, 1995–2003, and numbers in 2003/04

Grade				Growth 1995–2003	
	White	Non-White ethnicity	Non-White ethnicity as % of all staff	White	Non-White ethnicity
Professors	10,111	550	5%	83%	218%
Senior lecturers and researchers	15,756	1,184	7%	20%	121%
Lecturers	28,809	2,900	9%	–3%	27%

Note: Percentage growth was normalised to account for unknown data.

⁶ Figures are shown rounded on the advice of the Higher Education Funding Council for England. To two decimal places the figures are 7.4 per cent for minority ethnic students, and 7.8 per cent for all students.

Chapter 3: The labour market

This chapter provides evidence on the position of minority ethnic groups in the labour market. First, it focuses on participation in the labour market, and rates of employment, unemployment and economic inactivity. The chapter then describes the impact of labour market disadvantage on minority ethnic groups. It then gives explanations for why some groups face labour market disadvantage. Finally, it presents findings on perceptions of race and religious discrimination in the workplace.

Summary

Key findings in relation to minority ethnic groups and the labour market are the following:

- Employment rates differed substantially across minority ethnic groups. Rates were lowest for Bangladeshi (39 per cent) and Pakistani (44 per cent) groups and highest for Indian (70 per cent), Black Caribbean (69 per cent) and Other Black (69 per cent) groups. Despite the wide variation, all minority ethnic groups had lower employment rates than the White group (77 per cent).
- In 2004/05 there were statistically significant increases in employment rates for all ethnic groups except Mixed race, Chinese and Bangladeshi.
- The gap between the employment rate of the minority ethnic population and the total population has been between 15–20 percentage points for two decades. Recent trends suggest the gap has narrowed: in 2005 the gap was 16 percentage points, compared with 19 percentage points in 1996.
- Unemployment rates were highest for the Black Caribbean, Black African, and Mixed race groups (all 9 per cent) and Bangladeshi people (8 per cent), compared with 3 per cent for White people.
- Black Caribbean people had high rates for both employment and unemployment, but a very small proportion were economically inactive – that is, looking after the family, disabled, or a student.
- Bangladeshi and Pakistani women had the highest rates of economic inactivity at 75 per cent and 69 per cent respectively.
- 59 per cent of the Pakistani/Bangladeshi population and 37 per cent of the Black or Black British population lived in low-income households, compared with 19 per cent of the White population.
- Rates of living in low-income households decreased for all ethnic groups between 1996/97 and 2004/05. The sharpest fall was for those from the Other Ethnic group – down from 45 per cent to 36 per cent.
- 25 per cent of White children lived in low-income households, compared with 64 per cent of Pakistani/Bangladeshi children, and 46 per cent of Black or Black British children. Rates fell for all groups between 1996/97 and 2004/05, most steeply for Pakistani/Bangladeshi children (down 17 percentage points).
- Black African people experienced the greatest ethnic penalty – that is, the extent to which minority ethnic groups were less likely to have a job than White people, after taking account of other factors. The odds of Black African people being unemployed were between four and five times higher than White people over the period 1983–2001, once other factors had been taken into account.
- Black people were more likely than other groups to think they had been treated unfairly with regard to promotion or progression because of their race. Of those who had been turned down for promotion at work or progression in the last five years, 54 per cent gave this reason.

Public Service Agreements

In addition to PSA 7, the 2004 Spending Review (HM Treasury, 2005) includes targets for the Department for Work and Pensions (DWP) to:

‘Over the three years to Spring 2008, taking account of the economic cycle:

- demonstrate progress on increasing the employment rate;
- increase the employment rate of disadvantaged groups (lone parents, ethnic minorities, people aged 50 or over, those with the lowest qualifications and those living in the local authority wards with the poorest initial labour market position); and
- significantly reduce the difference between the employment rates of the disadvantaged groups and the overall rate.’

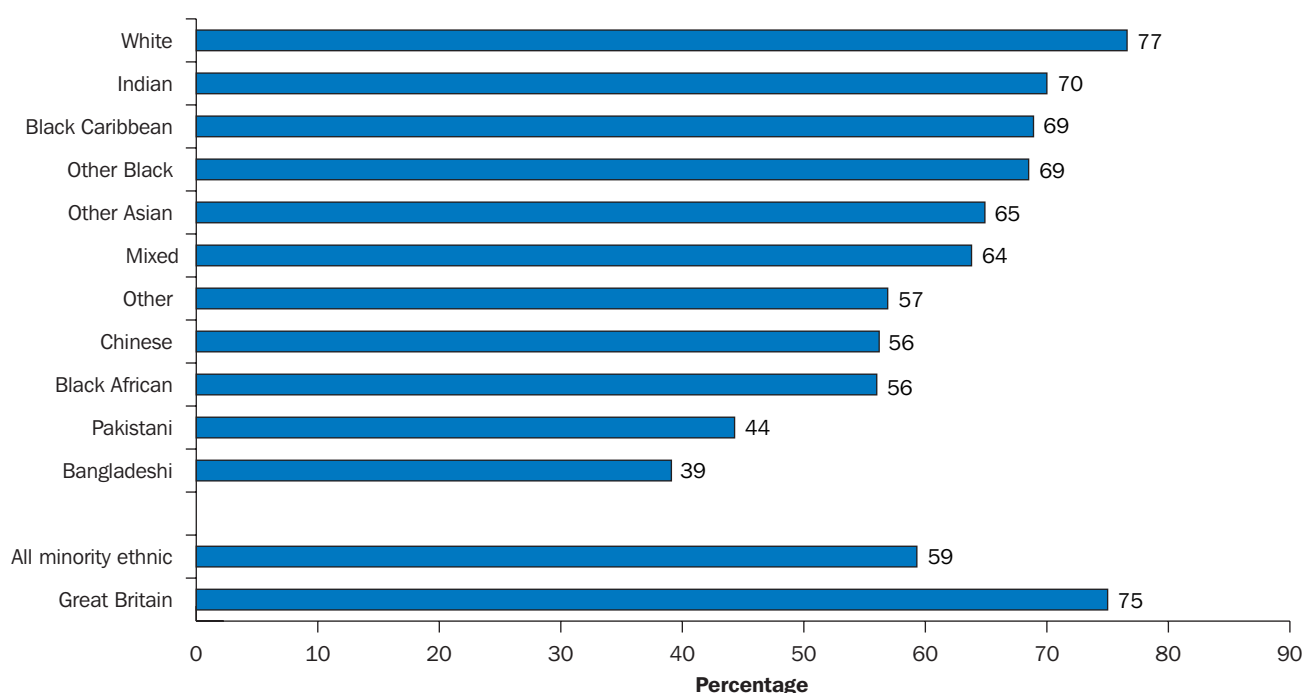
Participation in the labour market

Data from 2005 relating to the working population on employment,⁷ unemployment⁸ and economic inactivity⁹ for ethnic groups are shown in Figures 3.1, 3.2 and 3.3.

Employment rates for people of working age differ substantially across the different minority ethnic groups. Employment rates for Bangladeshi (39 per cent) and Pakistani (44 per cent) groups are lowest, whereas Indian (70 per cent), Black Caribbean (69 per cent), and Other Black (69 per cent) groups are nearer to the rate for White people (77 per cent).

In 2004/05 people from minority ethnic groups (7 per cent) had higher unemployment rates than White people (3 per cent). Certain ethnic groups

Figure 3.1: Employment rates by ethnic group, Great Britain, 2004/05



Note (1): Employment rates refer to the percentage of the working age population in employment – men aged 16–64, women aged 26–59.

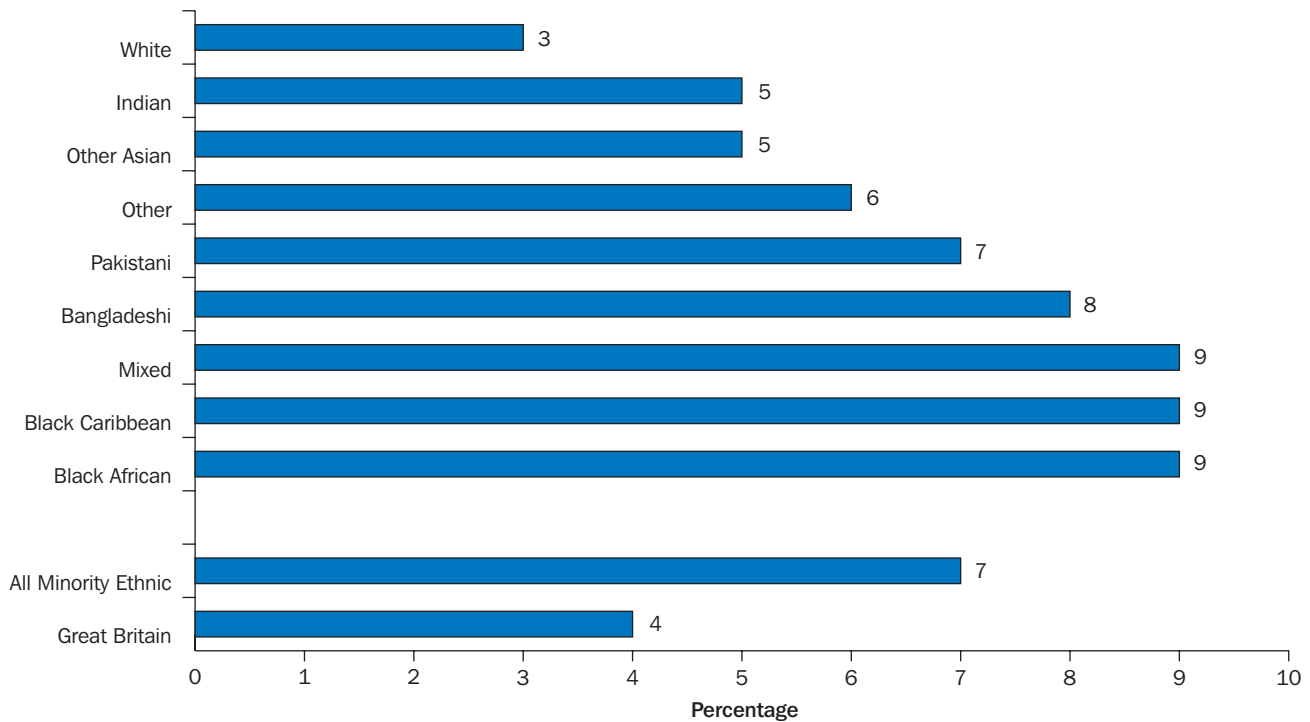
Note (2): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

Note (3): Sample size for Other Black group is too small for reliable estimates.

7 In employment – a measure of employees, self-employed people, participants in government employment and training programmes, and people doing unpaid family work.

8 Unemployment – the definition of unemployment is based on International Labour Organisation (ILO) guidelines and refers to people without a job who were available to start work within two weeks and had either looked for work in the previous four weeks or were waiting to start a job they had already obtained.

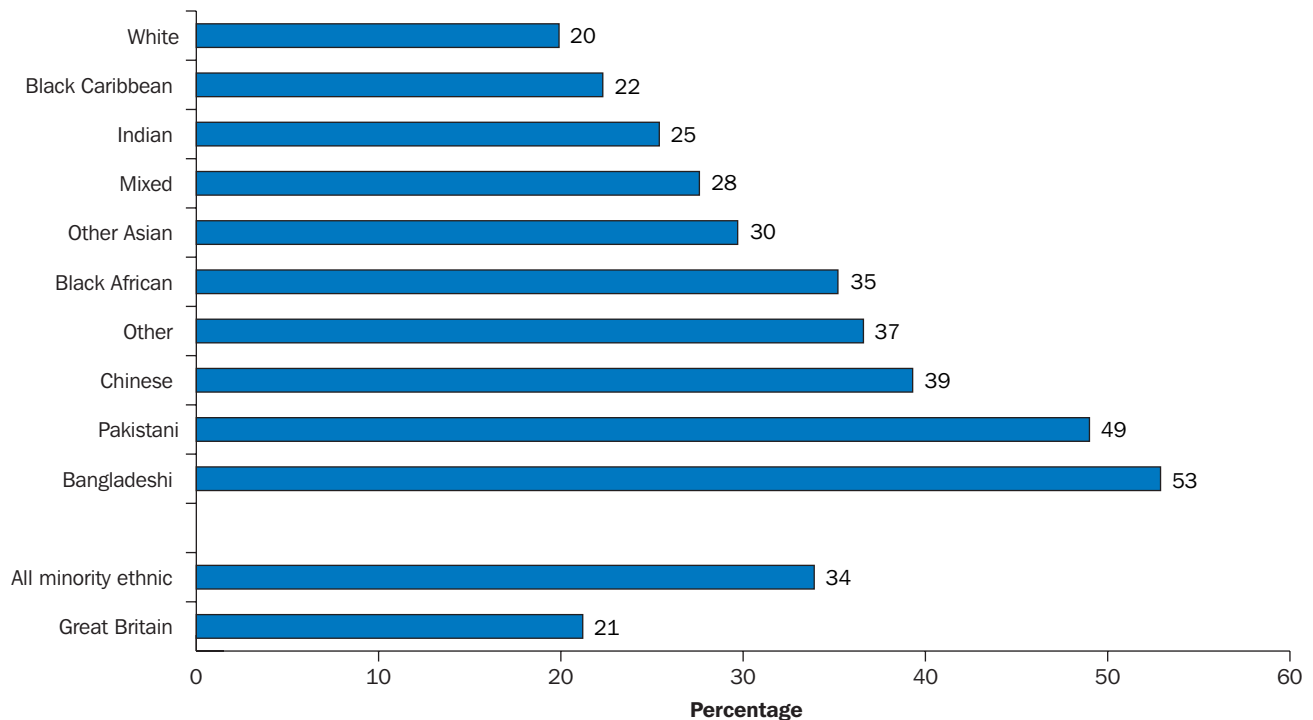
9 Economically inactive – people who are neither in employment nor unemployed. This includes, for example, those looking after a home or family, those permanently unable to work, and students.

Figure 3.2: Unemployment rates by ethnic group, Great Britain, 2004/05

Note (1): The unemployment rate is based on the ILO definition as a percentage of the working age population.

Note (2): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

Note (3): Sample sizes for Other Black and Chinese are too small for reliable estimates.

Figure 3.3: Economic inactivity rates by ethnic group, Great Britain, 2004/05

Note (1): Economic inactivity rates are expressed as a percentage of the working age population.

Note (2): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

Note (3): Sample size for Other Black is too small for reliable estimates.

had much higher levels of unemployment than White people: for example, 9 per cent for Black African people, Black Caribbean people and the Mixed group and 8 per cent for Bangladeshi people.

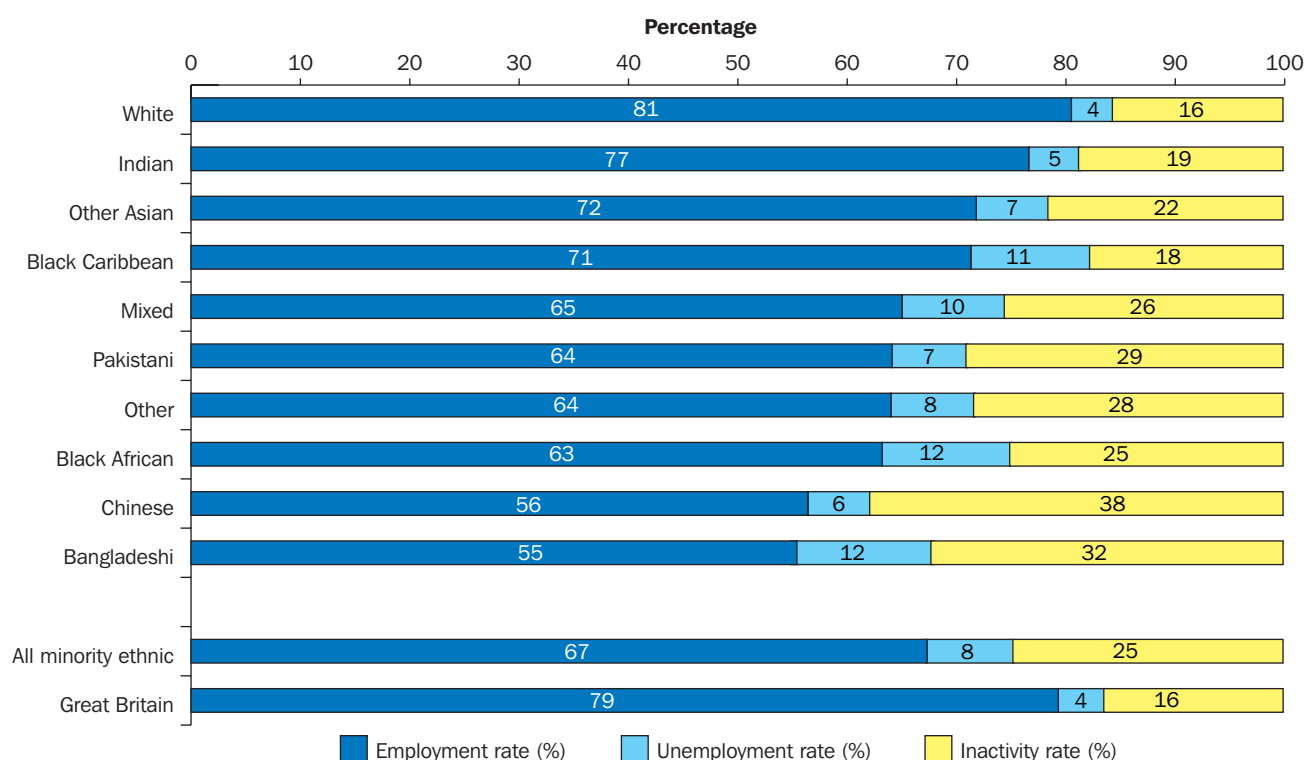
A large factor in the difference in rates of participation in the labour market was the high levels of economic inactivity among minority ethnic groups. Thirty-four per cent of working age people from minority ethnic groups were economically inactive in 2004/05 compared with 21 per cent of the overall population. Again there was variation: the rate for Bangladeshi people was 53 per cent, compared with a rate of 22 per cent for Black Caribbean people.

Inactivity rates were high for many minority ethnic groups for both men and women, but particularly for women. The highest rates were among

Bangladeshi (75 per cent) and Pakistani (69 per cent) women. Economic inactivity reflected a wide variety of factors: looking after the family or home, being a student, or being disabled. Reasons for inactivity varied between ethnic groups. The 2004/05 Labour Force Survey shows that people from minority ethnic groups were more likely than the overall population to be a student (35 per cent compared with 22 per cent), or to be looking after the family or home (34 per cent compared with 30 per cent), and less likely to be long-term sick or disabled (14 per cent compared with 27 per cent). This in part reflected the younger age structure of minority ethnic groups.

There were important sex differences in labour market activity among minority ethnic groups, as Figures 3.4 and 3.5 show.

Figure 3.4: Employment, unemployment and economic inactivity rates, men, by ethnic group, Great Britain, 2004/05



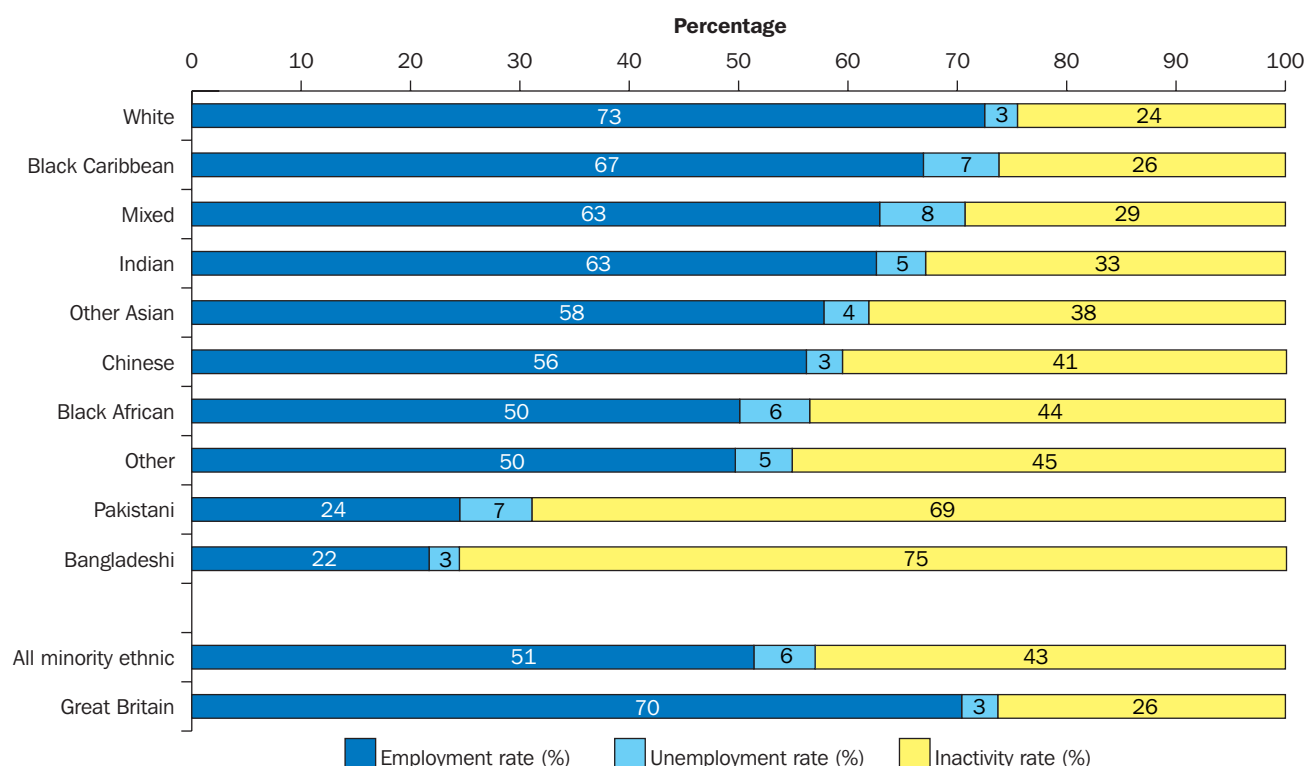
Note (1): In employment – a measure of employees, self-employed people, participants in government employment and training programmes, and people doing unpaid family work.

Note (2): Unemployment – the definition of unemployment is based on International Labour Organisation (ILO) guidelines and refers to people without a job who were available to start work within two weeks and had either looked for work in the previous four weeks or were waiting to start a job they had already obtained.

Note (3): Economically inactive – people who are neither in employment nor unemployed. This includes, for example, those looking after a home or family, those permanently unable to work, and students.

Note (4): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

Note (5): Sample sizes for Other Black (all rates) and Mixed, Other Asian and Chinese (unemployment rates) are too small for reliable estimates.

Figure 3.5: Employment, unemployment and economic inactivity rates, women, by ethnic group, Great Britain, 2004/05

Note (1): In employment – a measure of employees, self-employed people, participants in government employment and training programmes, and people doing unpaid family work.

Note (2): Unemployment – the definition of unemployment is based on International Labour Organisation (ILO) guidelines and refers to people without a job who were available to start work within two weeks and had either looked for work in the previous four weeks or were waiting to start a job they had already obtained.

Note (3): Economically inactive – people who are neither in employment nor unemployed. This includes, for example, those looking after a home or family, those permanently unable to work, and students.

Note (4): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

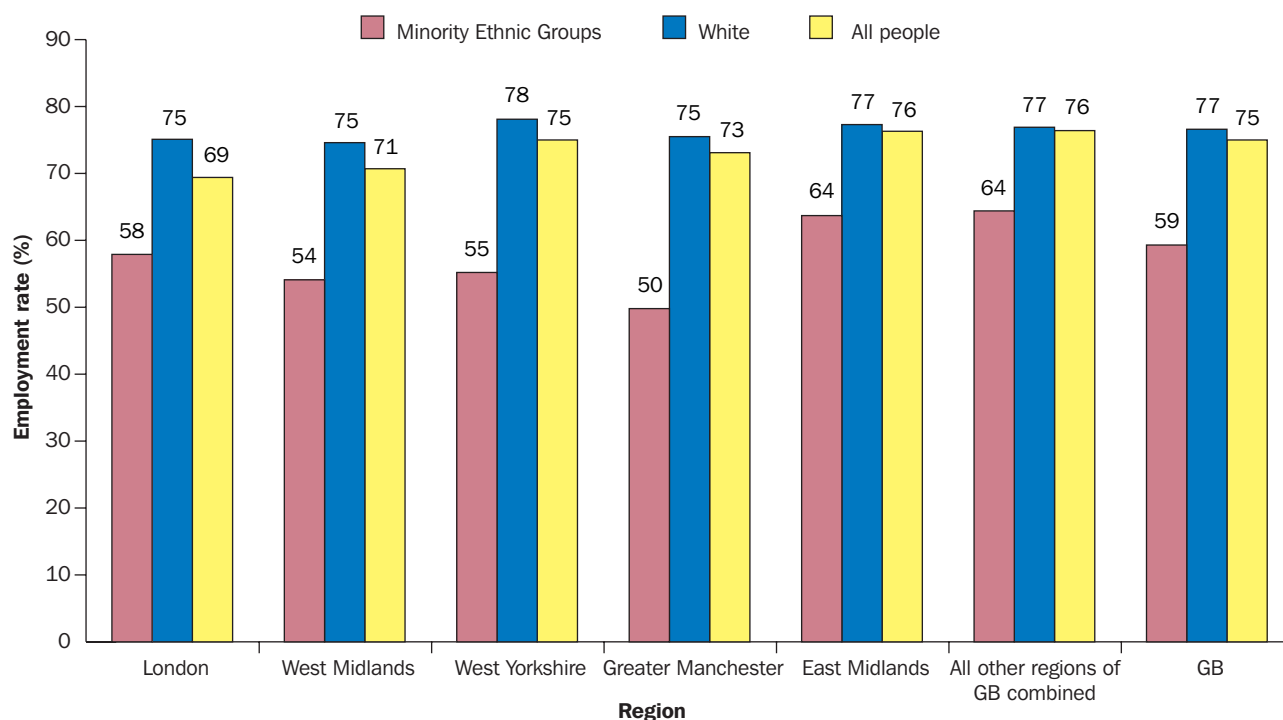
Note (5): Sample sizes for Other Black (all rates) and Mixed, Bangladeshi, Other Asian and Chinese (unemployment rates) too small for reliable estimates.

The overall unemployment rate for all minority ethnic men of working age was twice as high (8 per cent) as the unemployment rate for White men of working age in Great Britain (4 per cent). A similar difference existed for women (6 per cent compared with 3 per cent).

Regional differences existed in the employment rates of minority ethnic groups and in the gap between rates for minority ethnic groups and the overall population. Figure 3.6 shows the differences in the five regions of Great Britain where minority ethnic groups were most concentrated. The gap was widest in Greater Manchester, and narrowest in London.

Types of employment

Labour Force Survey results for 2004/05 showed that minority ethnic groups were over-represented in the distribution, hotel and restaurant sector. Around one in four individuals from a minority ethnic background was employed in this sector, compared with about one in five for the overall population. Minority ethnic groups were less likely to be represented in the construction sector (3 per cent of minority ethnic groups compared with 8 per cent of the overall population) and in the manufacturing sector (10 per cent of minority ethnic groups compared with 13 per cent of the overall population).

Figure 3.6: Employment rates by region, Great Britain, 2004/05

Note (1): In employment – a measure of employees, self-employed people, participants in government employment and training programmes, and people doing unpaid family work.

Note (2): Labour Force Survey, four quarter average: autumn 2004 to summer 2005.

In terms of occupational classification, people from minority ethnic groups were less likely than the overall population to be employed in skilled trades occupations (7 per cent compared with 11 per cent), but more likely to be employed in sales and customer service occupations (10 and 8 per cent respectively).

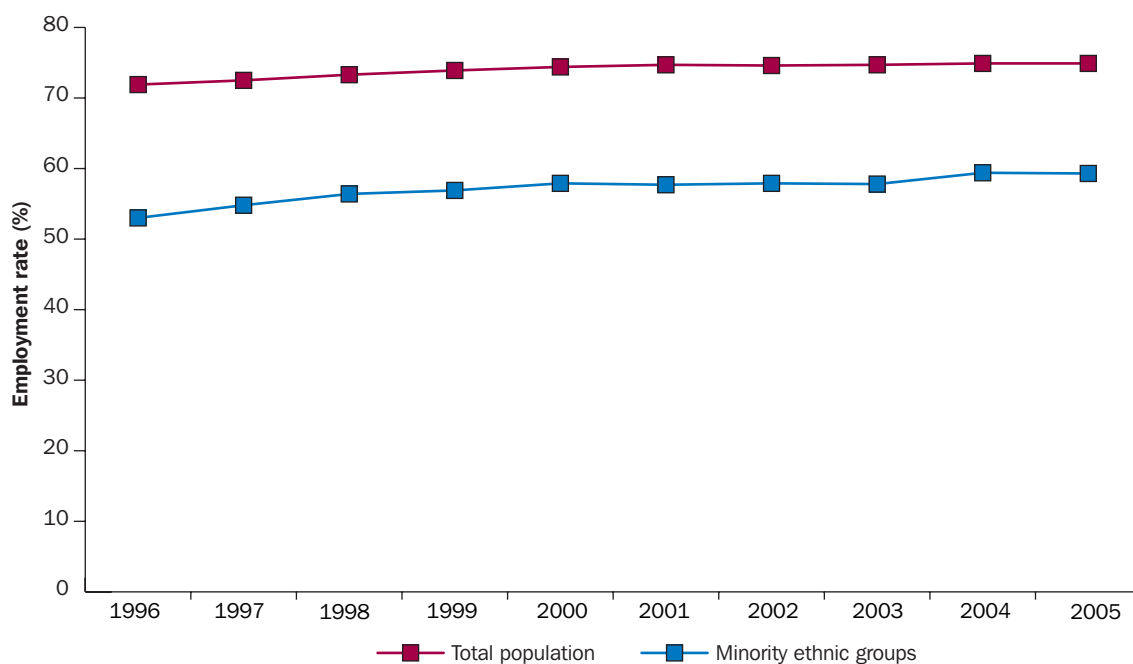
Overall, minority ethnic groups were slightly less likely to be self-employed than the population as a whole (7 per cent compared with 9 per cent). However, the Pakistani, Indian and Chinese groups had relatively high self-employment rates, which were not very different from that of the population as a whole (9 per cent for each group). The Black African group, at 4 per cent, had the lowest self-employment rate among minority ethnic groups.

Trends in employment, unemployment and inactivity

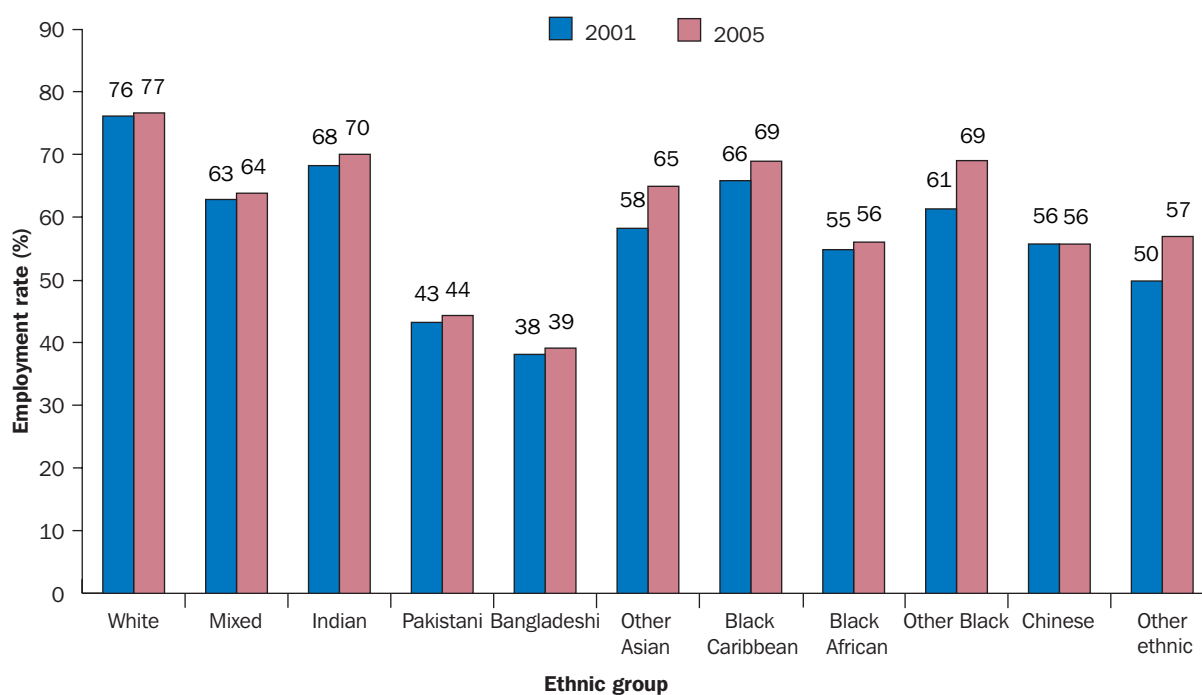
Figure 3.7 shows the employment rate of the working age minority ethnic population and the gap relative to the total population (DWP, 2005). This gap has been between 15 and 20 percentage points for two decades, though recent trends in the data suggest the gap has narrowed. In 2005 the gap was 16 percentage points, compared with 19 percentage points in 1996.

Figure 3.8 demonstrates the change in employment rates across minority ethnic groups between 2001 and 2005.

Between 2001 and 2005 employment rates increased for all minority ethnic groups except those of Mixed race background, Chinese people and Bangladeshi people.

Figure 3.7: Employment rate of the minority ethnic population and the total population, Great Britain, 1996–2005

Note: Includes the percentage of the working age population in employment – men aged 16–64, women aged 16–59.

Figure 3.8: Change in employment rates between 2001 and 2005 by ethnic group

Note (1): Includes the percentage of the working age population in employment – men aged 16–64, women aged 16–59.

Note (2): Periods from Labour Force Survey are four quarter averages: summer 2000 to spring 2001; autumn 2004 to summer 2005.

Impact of labour market disadvantage

The major result of low employment rates for people from minority ethnic groups is poverty.¹⁰ The Households Below Average Income Survey uses the Family Resources Survey to calculate various measures of poverty.

Table 3.1 shows the proportion of individuals in low-income households (after housing costs) by ethnic group, based on three-year moving averages from 1994/95–1996/97 to 2002/03–2004/05 (DWP, unpublished). Table 3.2

shows information for children over the same time periods.

These figures show that minority ethnic people were more likely to be in poverty than White people. The Pakistani/Bangladeshi group had the highest proportion of people in poverty across all time periods. However, since 1996/97, the proportion of Pakistani/Bangladeshi people in low-income households steadily decreased from 73 per cent in 1996/97 to 59 per cent in 2003/04, as did the proportions of Indian and Black/Black British people in low-income households.

Table 3.1: Percentage of individuals in low-income households, by ethnic group, Great Britain, 1994/95–1996/97 to 2002/03–2004/05

After housing costs

Income thresholds: below median 60%

Ethnic group	94/95– 96/97	95/96– 97/98	96/97– 98/99	97/98– 99/00	98/99– 00/01	99/00– 01/02	00/01– 02/03	01/02– 03/04	02/03– 04/05
White	22	22	23	22	22	21	20	20	19
Black or Black British	42	44	44	42	40	38	38	39	37
Indian	33	33	31	30	30	30	27	27	27
Pakistani/Bangladeshi	73	72	68	65	65	65	65	62	59
Other ethnic group	45	45	46	43	39	37	36	37	36
All individuals	24	24	24	24	23	23	22	21	21

Note: Figures are after housing costs, for two reasons. First, a large proportion of minority ethnic groups live in London, where high housing costs may not accurately reflect the standard of living. Second, many members of minority ethnic groups are in receipt of housing benefit which may skew 'before housing costs' figures.

Table 3.2: Percentage of children in low-income households, by ethnic group, Great Britain, 1994/95–1996/97 to 2002/03–2004/05

After housing costs

Income thresholds: below median 60%

Ethnic Group	94/95– 96/97	95/96– 97/98	96/97– 98/99	97/98– 99/00	98/99– 00/01	99/00– 01/02	00/01– 02/03	01/02– 03/04	02/03– 04/05
White	29	29	30	30	29	28	27	26	25
Black or Black British	50	53	54	52	50	47	46	46	46
Indian	39	41	40	40	40	40	32	33	32
Pakistani/Bangladeshi	81	79	77	73	72	71	72	69	64
Other ethnic group	52	52	53	50	48	44	42	43	44
All children	32	32	33	32	32	31	29	29	28

Note: Figures are after housing costs, for two reasons. First, a large proportion of minority ethnic groups live in London, where high housing costs may not accurately reflect the standard of living. Second, many members of minority ethnic groups are in receipt of housing benefit which may skew 'before housing costs' figures.

¹⁰ For children, the official poverty line is 60 per cent of median equivalised household income. Equivalised household income is income adjusted to account for variations in household size and composition. Income is divided by scales that vary according to the number of adults and the number and age of dependants in the household. For the overall population there is no official poverty line but, for consistency, the poverty threshold used here is the same.

Table 3.2 shows that children from all minority ethnic groups were more likely to be in poverty than White children. Higher proportions of Pakistani/Bangladeshi children were in poverty across all time periods. However, since 1996/97, the proportion of children in low-income households has steadily decreased for all ethnic groups. The fall was steepest for Pakistani/Bangladeshi children (down 17 percentage points).

Perceptions of labour market discrimination

The 2005 Home Office Citizenship Survey (HOCS) shows that, overall, the most frequently specified reason why people felt that they had been turned down for a job in the last five years was age (23 per cent). However, for people from minority ethnic groups, the most frequently specified reason was race (22 per cent). Black people who have been refused a job were, of all ethnic

Box 1: DWP research: Why are some minority ethnic groups disadvantaged in the labour market?

DWP's Ethnic Minority Employment Division (DWP, 2005) has, through a consideration of previous evidence, concluded that ethnic minority employment disadvantage is the product of three overarching factors:

- *human (and social capital)*: some ethnic minority groups have lower levels of education and skills than the White population;
- *geography*: ethnic minority populations are concentrated in disadvantaged areas; and
- *ethnicity*: ethnic minorities face disadvantage in the labour market and workforce for reasons to do with their ethnicity.

The third factor, ethnicity, has been under-researched and is a cause for concern. Research has shown that employer discrimination is a major component of disadvantage due to ethnicity. This work has involved discrimination testing which sends matched applications to employers and records which candidates are offered interviews and jobs. It is, however, as yet not possible to disentangle the relative contribution each of the overarching factors make to ethnic minority employment disadvantage. It is recognised that the factors are heavily interrelated and different ethnic minority groups face different degrees of compounded disadvantage. Work recently published by DWP (Simpson et al, 2006) suggests:

- ethnic minority men born in Britain are falling behind in the labour market despite improved qualifications;

- inequality between ethnic groups is maintained irrespective of the ethnic composition of the locality and this inequality is larger than the differences between types of area; and
- the disadvantages faced by most ethnic minority populations persist when educational attainment, health and other individual characteristics are taken into account.

These findings are supported by earlier research (for example Berthoud, 2002) which found, when other factors are taken into consideration, ethnicity is a major predictor of non-employment for ethnic minority groups. This predictor is generally labelled as the 'ethnic penalty'. This penalty is identified by stripping out the factors that can be explained for reasons other than those related to ethnicity. What it cannot do is conflate ethnicity with employer discrimination, as other influences such as cultural factors may play a role, but it is generally accepted that employer discrimination is a major component. A recent study (Heath and Cheung, 2006) shows that a number of ethnic minority groups face an employment penalty when compared with White people. Penalties are highest for Black Africans and Bangladeshis, whose chances of unemployment are four to five times higher than for White people. This has been the case for the period 1983–2001. However, it is also the case that penalties have been reducing somewhat since the mid-1980s.

Table 3.3: Reasons for being refused a job, by ethnic group, 2005

Percentages	White	Asian	Black	Mixed race	All minority ethnic groups	White	All
Sex	3	4	6	10	5	3	3
Age	24	16	16	20	16	24	23
Race	2	20	27	24	22	2	6
Religion	1	10	2	-	6	1	2
Colour	1	13	25	8	17	1	4
Area of residence	5	7	9	7	7	5	6
Other reason	41	30	32	37	34	41	40
Don't know	3	7	6	5	6	3	3
Respondents refused a job in last five years	717	338	334	77	820	717	1,537

groups, most likely to feel that this was for reasons of race (27 per cent), as Table 3.3 shows (Murphy et al, 2005).

The Citizenship Survey also shows that, for people from minority ethnic groups, race (50 per cent) and colour (41 per cent) were the most frequently specified reasons for being treated unfairly at work with regard to promotion or progression in the last five years. Black people were more likely than other groups to think they had been treated unfairly with regard to promotion or progression because of their race. Of those who had been turned down for promotion or progression in the last five years, 54 per cent gave this as the reason.

Minority ethnic groups' perceptions of themselves as suffering disadvantage were backed up by White employers and managers. Table 3.4 shows that across a range of professions, almost a quarter of all White employers and managers reported some level of racial prejudice¹¹ with rates over a third in the transport, distribution, construction and manufacturing industries (Heath and Cheung, 2006).

Table 3.4: Percentage of White employers and managers reporting themselves as fairly or very racially prejudiced, Great Britain, 2001–03

Profession	Employers and managers
Manufacturing	36
Construction	38
Distribution	39
Transport	40
Finance	27
Public administration	19
All	24

Religious discrimination

As the Citizenship Survey findings show, at least some of the disadvantage experienced by some minority ethnic groups is likely to be related to cultural factors such as religion, particularly in the case of women from certain Asian communities.

Pakistani and Bangladeshi people, who make up the majority of British Muslims (59 per cent), have always experienced low employment levels and were believed to experience worse discrimination. This was considered to be due to race and not religion; however, the extent to which religion is a source of labour market

11 The question in the British Social Attitudes Survey asks, 'How would you describe yourself: as very prejudiced against people of other races, a little prejudiced, or not prejudiced at all?'

disadvantage is still very poorly understood. The introduction in December 2003 of the Employment Equality (Religion or Belief) Regulations made it illegal to discriminate in the workplace against religious belief. The impact of these regulations is so far unclear; however, DWP has commissioned research in five British cities into barriers to employment as perceived by Pakistani and Bangladeshi people (DWP, forthcoming). The research, due for publication in August, supported the argument that the employment barriers faced by these groups were mostly related to lack of skills and qualifications, geographical factors and ethnicity.

Main factors to emerge were:

- lack of language skills, and a general lack of self-confidence;
- childcare (for Pakistani and Bangladeshi women);
- distance from sources of employment – in general, Pakistani women were much less willing to travel than men;
- a strong perception among respondents that some employers would discriminate against them due to their ethnicity and, increasingly, their religion; and
- a belief that outward signs of cultural and religious dress deterred potential employers.

Chapter 4: Housing

This chapter provides evidence on the living conditions of minority ethnic groups. It begins by considering rates of overcrowding. There is then a discussion of households' satisfaction with accommodation, which draws comparisons with type of tenure for each ethnic group. Findings on housing conditions from the Survey of English Housing are then presented, followed by an assessment of ethnicity and homelessness. The evidence base on housing and faith communities is then discussed. Finally, the chapter considers ethnic groups' perceptions of treatment by council housing departments and housing associations.

Summary

Key points about ethnic groups' experience of living conditions are as follows:

- Overcrowding rates in 2004/05 were highest for Bangladeshi households (29 per cent) and lowest for White people (2 per cent). Between 1996/97 and 2004/05, the rate for all minority ethnic groups was consistently higher than for White households.
- In 2004/05, minority ethnic households as a whole (13 per cent) were less satisfied with their accommodation than White households (5 per cent). Bangladeshi households (22 per cent) and Black African households (20 per cent) were the most dissatisfied. From 1996/97, rates of dissatisfaction had declined for all ethnic groups.
- In 2004/05, Bangladeshi and Black African households also had the lowest levels of owner-occupation, at 36 per cent and 29 per cent respectively.
- The reduction between 1999 and 2003 from 52 per cent to 34 per cent in the proportion of minority ethnic households living in non-decent homes is likely to have been greater than average.
- Figures for 2001 show that Muslim children (42 per cent) experienced greatest overcrowding, compared with 12 per cent across all faith groups.
- Findings for 2001, 2003 and 2005 all showed that minority ethnic groups were less likely than White people to expect worse treatment than people of other races by council housing departments or housing associations.

Public Service Agreements

The Office of the Deputy Prime Minister (ODPM) was set two 2004 PSA targets (HM Treasury, 2005) relevant to race equality:

'Achieve a better balance between housing availability and the demand for housing, including improved affordability, in all English regions while protecting valuable countryside around our towns, cities and in the green belt and the sustainability of towns and cities.'

'By 2010, bring all social housing into a decent condition with most of this improvement taking place in deprived areas, and, for vulnerable households in the private sector, including families with children, increase the proportion that live in homes that are in decent condition.'

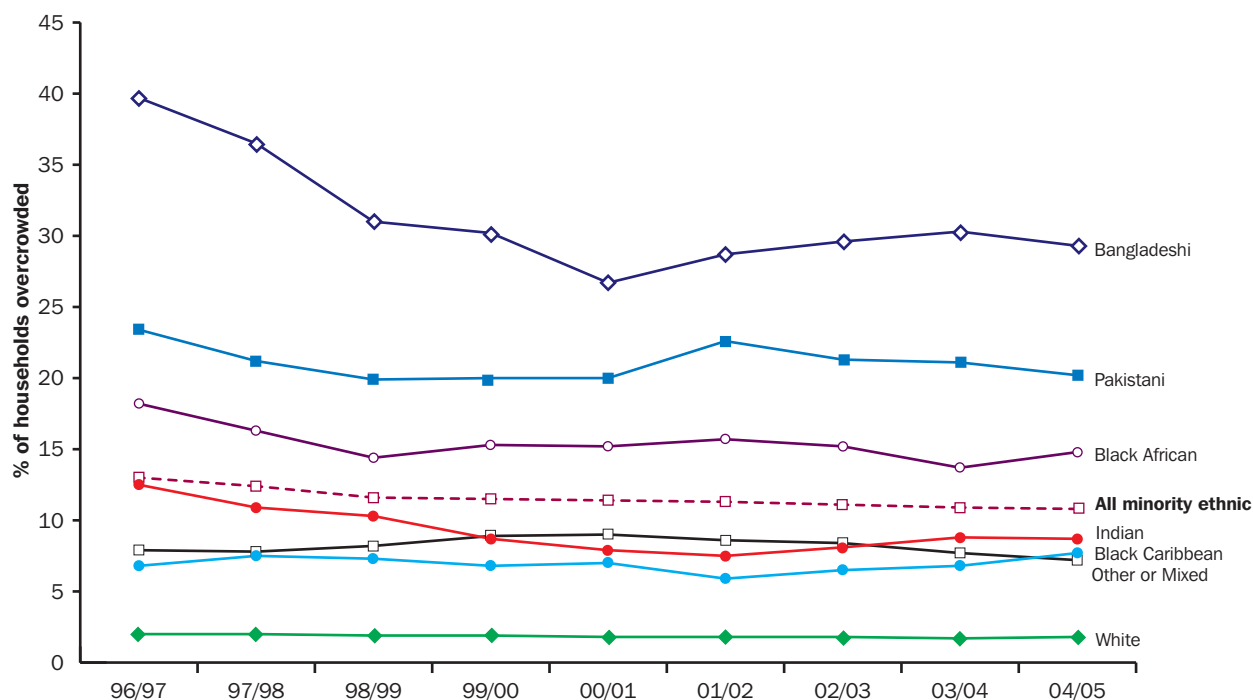
Overcrowding

Overcrowding¹² for minority ethnic households declined slightly from 13 per cent in the mid-1990s to 11 per cent over the four years up to 2004/05 (Surveys of English Housing, 1996 to 2005). This remained much higher than rates of overcrowding among White households, which stayed at around 2 per cent over this period. Bangladeshi households saw the biggest improvement over this period, with overcrowding falling from 40 per cent in 1996/97 to 29 per cent in 2004/05. Figure 4.1¹³ shows the breakdown for the main ethnic groups.¹⁴

¹² For a definition, see www.communities.gov.uk/index.asp?id=1152919

¹³ Where noted, four-year moving averages were used rather than individual annual figures, as yearly changes are more volatile.

¹⁴ Those of Mixed ethnicity and of Other ethnic group were aggregated into 'Other or Mixed', because there were too few households in each for separate estimates.

Figure 4.1: Overcrowding by ethnicity, four-year moving average rates, England, 1996/97–2004/05

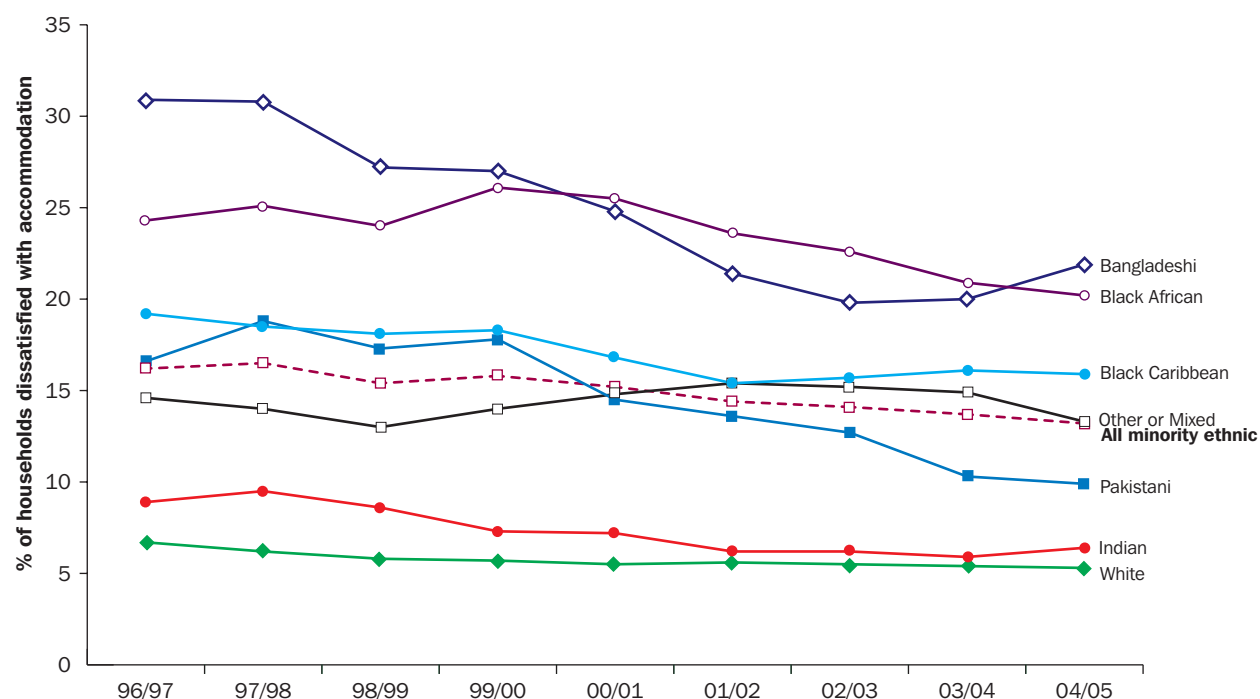
Bangladeshi households were the most likely to be in overcrowded accommodation in 2004/05 (29 per cent). Over the period from 1996/97, they also had consistently higher overcrowding rates than other ethnic groups. Pakistani households had the second highest rate (20 per cent), followed by Black African households (15 per cent).

In 2004/05, rates of overcrowding in London were much higher than elsewhere for both White (4 per cent) and minority ethnic households (13 per cent). From 1996/97, rates in the rest of the South were consistently lower than elsewhere, possibly reflecting lower demand. Rates for minority ethnic households were highest in the North between 1996/97 and 1999/2000, but were highest in London thereafter.

Dissatisfaction with accommodation

Figure 4.2 shows the percentage of households dissatisfied with their accommodation between 1996/97 and 2004/05 (Surveys of English Housing, 1996 to 2005). Rates declined for most ethnic groups, pointing to an overall increase in satisfaction. Bangladeshi households saw the biggest improvements in satisfaction over this period. Dissatisfaction rates fell from 31 per cent in 1996/97 to 22 per cent in 2004/05. However, minority ethnic households as a whole were more likely to be dissatisfied with their accommodation than White households. In 2004/05, Bangladeshi households had the highest rates of dissatisfaction with their accommodation (22 per cent), with levels also high for Black African households (20 per cent).

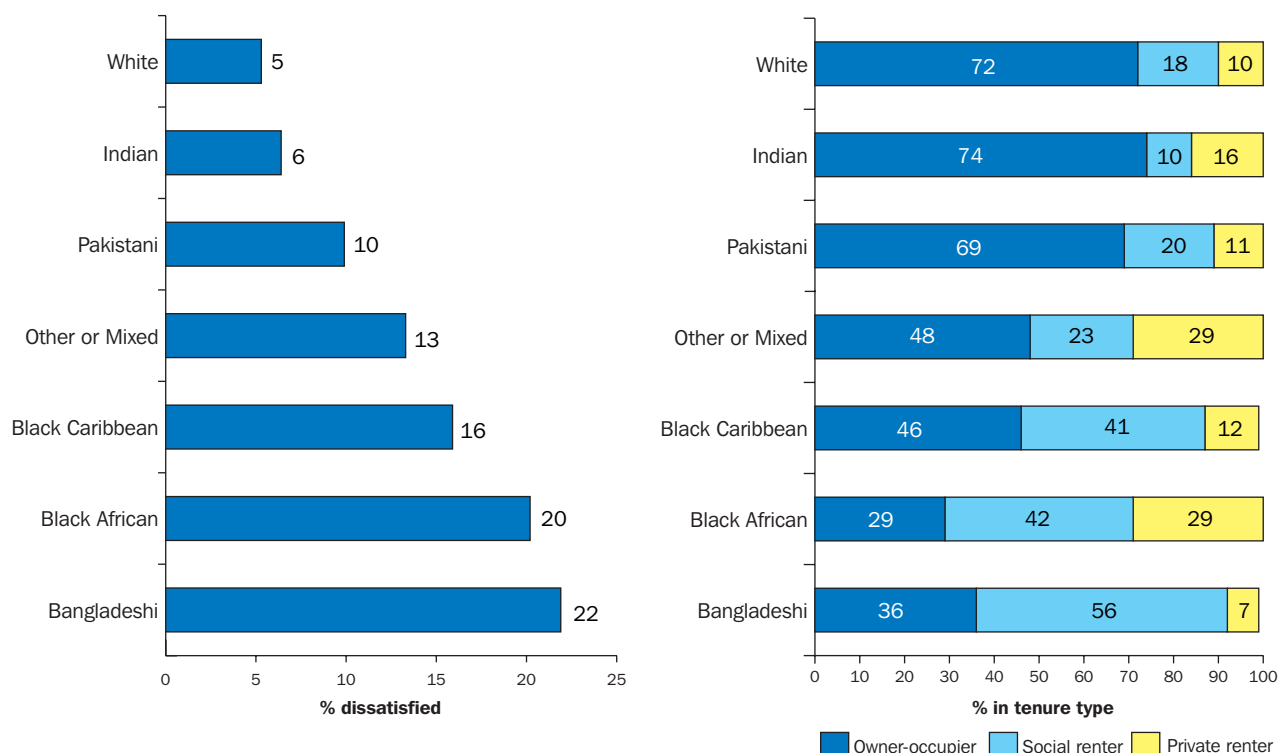
Figure 4.2: Percentage dissatisfied with accommodation, by ethnicity, four-year moving average rates, England, 1996/97–2004/05



Since 1996/97, dissatisfaction rates had fallen in all four regions measured (the North, the Midlands, the South and London) for both White and minority ethnic households. Over this period, rates in all regions were higher for minority ethnic households and highest in London (where the 2004/05 figures were 7 per cent for White households and 17 per cent for minority ethnic households).

occupiers among Indian households (74 per cent). Conversely, the ethnic groups with the lowest level of owner-occupation – Bangladeshi (36 per cent) and Black African (29 per cent) – had the highest levels of dissatisfaction with their accommodation.

Figure 4.3 shows tenure type for each ethnic group, together with the proportions dissatisfied with their accommodation. Satisfaction with accommodation is highly correlated with tenure. Owner-occupiers are far more satisfied than renters. So the fact that, in 2004/05, dissatisfaction among Indian people (6 per cent) was almost as low as for White households (5 per cent) reflected the very high proportion of owner-

Figure 4.3: Dissatisfaction with accommodation by ethnicity, and tenure type by ethnicity, 2004/05

Housing conditions

The English House Condition Survey (EHCS) assesses overall national performance for meeting the ODPM PSA 7 target for decent homes. At the time of this report, the EHCS has been run as a continuous survey since 2002/03 and covers 8,000 homes annually.

The ODPM PSA 7 target relates to all social sector tenants (making the social sector stock decent as a whole) and to private sector 'vulnerable' households (increasing the proportion of households living in decent homes who are in receipt of means-tested and disability-related benefits). The target covers broader aspects of housing than the statutory minimum housing standard.

In 2003, a disproportionate number of minority ethnic households fell within the ODPM PSA 7 target population. Nearly half (46 per cent) of

minority ethnic households were social tenants or private sector vulnerable households, compared with 30 per cent of White households. Particular ethnic groups were more heavily concentrated in the PSA 7 target population – for example, Black, Pakistani and Bangladeshi households.

Disparities and trends

Table 4.1 draws on the EHCS for 1996 and 2003. It shows modelled¹⁵ results for households living in non-decent homes by ethnic group, and ODPM target groups, for 1996 and 2003.

There was a substantial reduction in the proportion of minority ethnic households living in non-decent homes since 1996. The modelled results show that the majority (52 per cent) of minority ethnic households lived in non-decent homes in 1996 (compared with 43 per cent of White households). This decreased substantially to 34 per cent by 2003 – a 33 per cent

¹⁵ Trends in the disparities between minority ethnic and White households were modelled. This was partly because of a restrictive sample size but also because of the difficulties of assessing disparities between groups over time where the evidence is based on a sample survey with confidence intervals around each of its estimates.

Table 4.1: Households living in non-decent homes by ethnic group, and by ODPM PSA 7 target groups, modelled results, 1996 and 2003

	Percentage of group in non-decent homes			Difference from White group	
	1996	2003	Reduction	1996	2003
White	43	29	14	0	0
Minority ethnic	52	34	18	9	5
	Percentage of group in non-decent homes			Difference from non-vulnerable group	
	1996	2003	Reduction	1996	2003
Non-vulnerable private tenants	38	27	11	0	0
Vulnerable private tenants	57	37	20	19	10
Social tenants	52	34	18	14	7

Note: The trend in the percentage living in non-decent homes can be measured as change in the 'absolute' gap over the period, which is the difference between the groups.

reduction in the proportion living in non-decent homes.

The gap in the percentage of minority ethnic households and White households living in non-decent homes has narrowed since 1996. It was 9 per cent in 1996 and 5 per cent in 2003. Although this narrowing was not statistically significant, the gap between vulnerable groups (within which category 46 per cent of minority ethnic households fall) and non-vulnerable groups narrowed significantly over the same period. This suggests that inequalities for minority ethnic groups are decreasing.

Homelessness

Minority ethnic households were over-represented among homeless households in every English region (Ethnos, 2005; Census, 2001).

In the UK, minority ethnic households made up 21 per cent of all households accepted as homeless and in priority need by local authorities in 2004/05, although they comprised only 7 per cent of all households in the UK population in 2001. ODPM data also found marked differences

in the rates of statutory homelessness between minority ethnic groups (Office of the Deputy Prime Minister, 2005). Black African and African-Caribbean people were twice as likely to be accepted as homeless (10 per cent of acceptances) as people of Indian, Pakistani and Bangladeshi origin (5 per cent of acceptances).

Qualitative research (Ethnos, 2005) suggested that the most common causes of homelessness among particular ethnic groups were:

- *South Asian people*: domestic violence, forced marriages and family disputes (households headed by single women); being forced by private landlords to leave their accommodation (couples with children); and overcrowding;
- *Black Caribbean people*: pregnancy and overcrowding (young, single women); child abuse, time in care, drug abuse, school exclusion, crime and mental health problems;
- *Black African people*: pregnancy, family tensions and relationship breakdowns, and overcrowding;
- *Irish people*: domestic violence and financial difficulties.

Housing and faith communities

Muslim families were larger than those of other groups. As a result, Muslim children experienced greatest overcrowding, as shown in Figure 4.4 (Census, 2001).

Compared with other groups, Muslim people were also the most likely to live in social housing. Sikh households were more likely than other groups to own their dwelling, while a high proportion of Hindu households also lived in owner-occupied housing (Census, 2001).

Other religious variations (Census, 2001; ODPM, 2006) were:

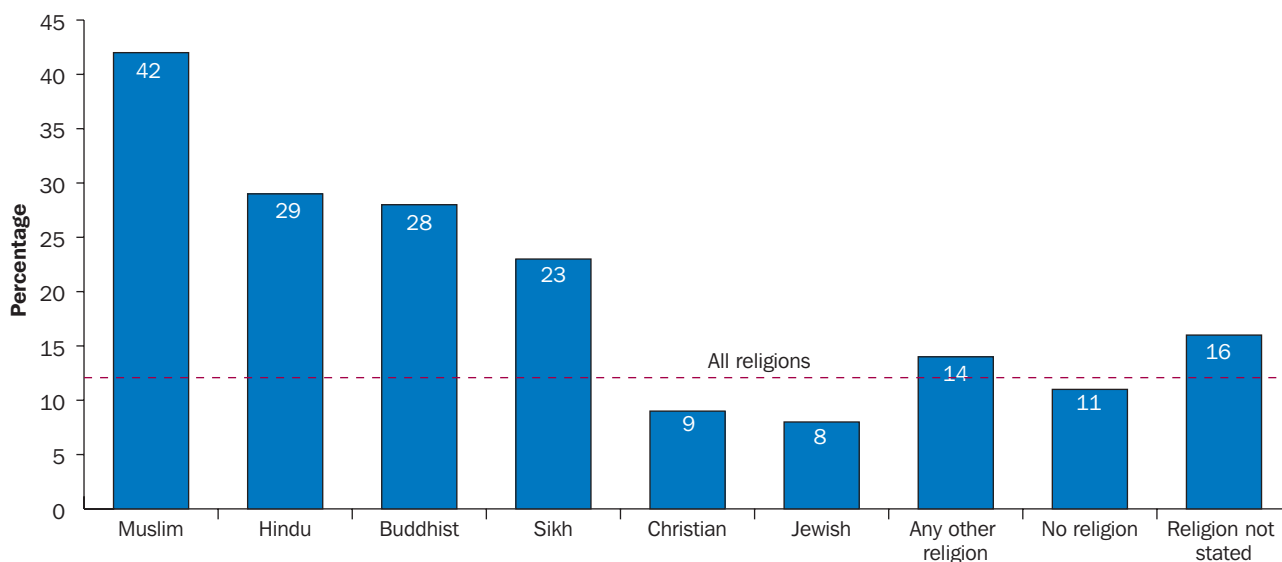
- Hindu households lived in the most residentially mixed areas;
- Muslim households were most concentrated in areas with little religious or ethnic mix;
- Muslims were more ethnically heterogeneous than Sikhs or Hindus; and

- Bangladeshi Muslims were sharply 'segregated' from all other groups.

Perceptions of treatment

People from minority ethnic groups were less likely than White people to expect worse¹⁶ treatment than people of other races by council housing departments or housing associations (Figure 4.5). This was true in 2001, 2003 and 2005. Between 2001 and 2005, the proportion of White people feeling they would be treated worse than other races increased from 15 per cent to 21 per cent. There was no change for minority ethnic people, for whom the figure remained at around 13 per cent over this period (Murphy et al, 2005).

Figure 4.4: Percentage of children living in overcrowded¹⁷ households, England, 2001

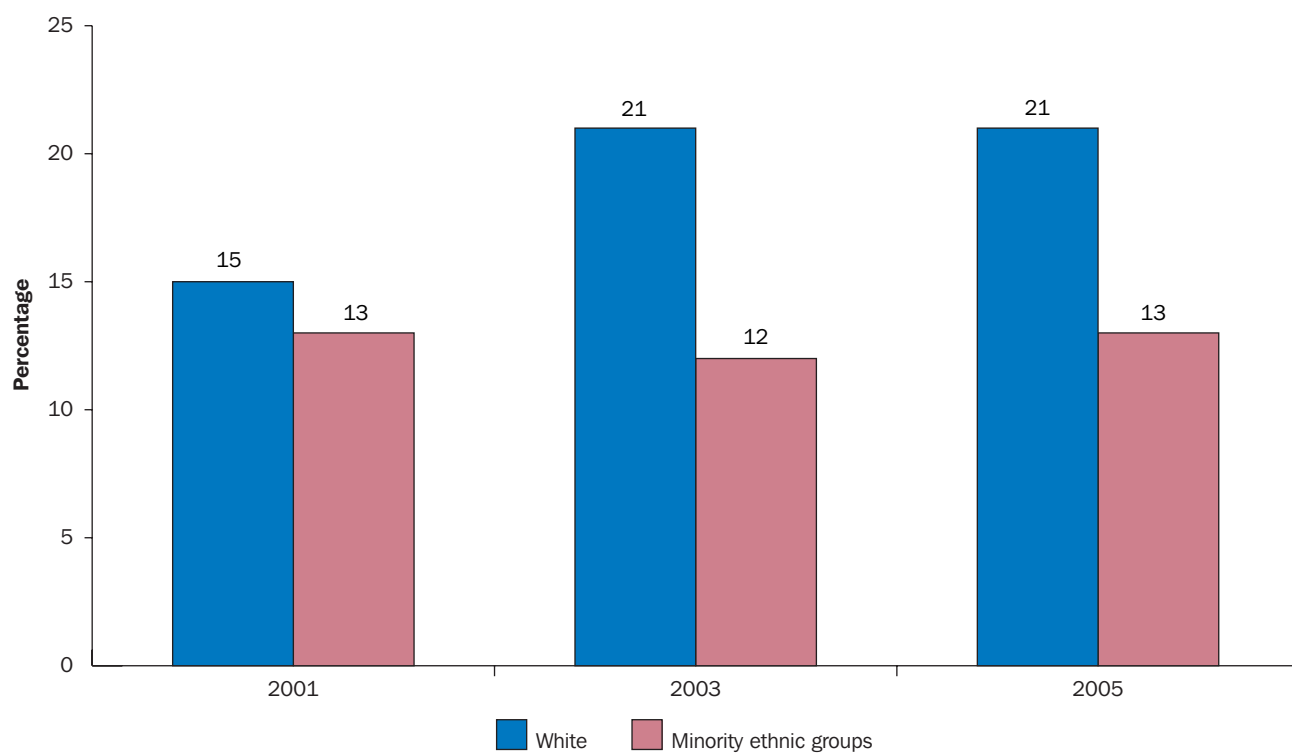


¹⁶ The focus was on worse treatment as the Home Office PSA 7 target was a decrease in the percentage of people from minority ethnic communities who feel that one or more of the key public services would treat them worse than people of other races.

¹⁷ The 2001 Census used 'occupancy rating' to measure overcrowding. This related the actual number of rooms to the number of rooms 'required' by the members of the household (based on a relationship between them and their ages). See www.statistics.gov.uk/cci/nugget.asp?id=962

The Survey of English Housing, meanwhile, used the 'bedroom standard' as its occupation density indicator (for a definition, see www.communities.gov.uk/index.asp?id=1152919#TopOfPage).

Figure 4.5: Proportions of people who feel they would be treated worse than other races by housing organisations, by ethnic group, 2001, 2003 and 2005



Chapter 5: Health and personal social services

This chapter focuses on health and personal social services for different ethnic groups. It begins by considering health inequalities. A range of measures are included: infant mortality rates, people's self-reported health, limiting long-term illness, and various other health conditions. Findings on service provision are then presented, drawn from a range of large-scale national surveys. These are followed by details on health and faith communities, and on personal social services. Finally, the chapter considers perceptions of treatment by local General Practitioners.

Summary

Key findings in relation to minority ethnic groups and health and personal social services are as follows:

- In 2004, the infant mortality rate in England and Wales was 4.9 per 1,000 live births. This was 0.8 fewer deaths per 1,000 live births than in 1999, and the lowest rate ever recorded. Babies of mothers born in Pakistan had particularly high infant mortality rates compared with the overall England and Wales rate.
- Between 1999 and 2004 there was no change in the prevalence of bad or very bad self-reported general health for any minority ethnic groups, except Indian women, where it had fallen from 12 per cent in 1999 to 8 per cent in 2004.
- Among Indian women, rates of limiting long-standing illness had fallen between 1999 and 2004 (from 25 per cent to 19 per cent). By contrast, for Pakistani women they had risen (from 23 per cent to 30 per cent).
- Among Pakistani men, the prevalence of ischaemic heart disease or stroke increased between 1999 and 2004, from 5 per cent to 9 per cent.
- In 2004, after standardising for age, Black African men and women were less likely than the general population to report having ischaemic heart disease or stroke. Pakistani men were twice as likely as men in the general population to report this condition.
- Between 1999 and 2004 there was no significant change in the prevalence of reported doctor-diagnosed diabetes for any minority ethnic group.
- In 2004, after standardising for age, Pakistani women were five times more likely to report doctor-diagnosed diabetes than women in the general population. Bangladeshi men were four times more likely than men in the general population to report this condition.
- Between 1999 and 2004 the prevalence of cigarette smoking fell among Black Caribbean men (35 per cent to 25 per cent), and among Irish men (39 per cent to 30 per cent) and women (33 per cent to 26 per cent).
- NHS patient surveys show that Indian, Pakistani and Bangladeshi people had less favourable views about their experiences of health services than others.
- In 2005 at least nine out of ten people from minority ethnic groups felt they would be treated the same as people of other races by local GPs. This was the same percentage as in 2003, and had risen slightly since 2001.

Public Service Agreements (PSAs)

The Department of Health's 2004 targets relevant to race equality (HM Treasury, 2005) are to: 'Secure sustained annual national improvements in [NHS] patient experience by 2008, as measured by independently validated surveys, ensuring that individuals are fully involved in decisions about their healthcare, including choice of provider.'

The Department of Health (2004) requires that the experience of Black and minority ethnic groups is monitored as part of these surveys.

There is also a national health inequalities target¹⁸ to: 'Reduce health inequalities by 10 per cent by 2010 as measured by infant mortality and life expectancy at birth.'

This target is underpinned by two more recent detailed objectives:

- Starting with children under one year, by 2010 to reduce by at least 10 per cent the gap in mortality between 'routine and manual' groups and the population as a whole.
- Starting with local authorities, by 2010 to reduce by at least 10 per cent the gap between the fifth of areas with the 'worst health and deprivation indicators' and the population as a whole.

Health inequalities

The aim of the Government's health inequalities strategy is to narrow the gap in health outcomes across a range of dimensions including geographical areas, across socio-economic groups, between men and women, across different Black and minority ethnic groups, across age groups, and between the majority of the population and vulnerable groups and those with special needs.

People from minority ethnic communities experience significant inequality in health outcomes, with many also experiencing other social conditions that cause health inequality.¹⁹ Patterns of mortality and morbidity in the population vary by ethnicity. Lifestyle factors and social factors affecting health also vary by ethnicity. However, it should always be borne in mind that much of the inequality associated with ethnicity is related to deprivation.

Infant mortality

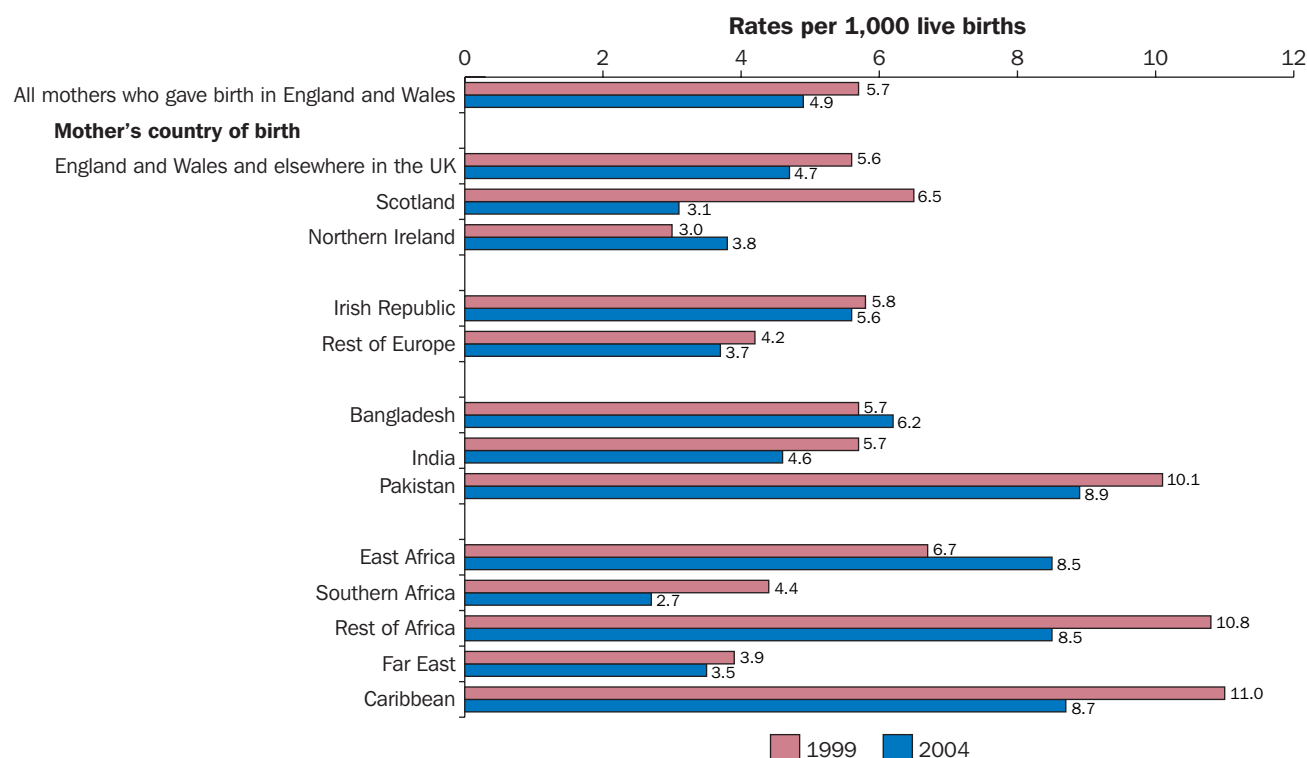
Infant mortality by ethnic group is not recorded. Data are collected, however, on infant mortality by mother's country of birth. This is not the same as measuring infant mortality by ethnic group, as it includes only minority ethnic mothers who were born overseas and about half the minority ethnic population is UK-born. Rates per 1,000 births, based on numbers of live births and infant deaths, are shown in Figure 5.1.

Figure 5.1 highlights large inequalities. In 2004, the infant mortality rate in England and Wales was 4.9 per 1,000 live births. This was 0.8 fewer deaths per 1,000 live births than in 1999, and the lowest rate ever recorded. Babies of mothers born in Pakistan, the Caribbean and parts of Africa had particularly high infant mortality rates compared with the overall England and Wales rate.

Some of the rates shown are based on very small numbers (for example Northern Ireland and the Far East); consequently annual rates can fluctuate.

18 See www.dh.gov.uk/assetRoot/04/12/43/10/04124310.pdf

19 See Chapter 2 (on education), Chapter 3 (the labour market) and Chapter 4 (housing).

Figure 5.1: Infant mortality by mother's country of birth, England and Wales, 1999 and 2004

Source: Office for National Statistics: *Health Statistics Quarterly*, Winter Editions 2000 and 2005

Note: 'Elsewhere in the UK' covers the Channel Islands, the Isle of Man and UK (part not stated).

General health

Tables 5.1 to 5.5 present data from the 1999 and 2004 Health Surveys for England (The Stationery Office, 1999, 2001, 2005; Department of Health, unpublished) on a range of general health issues for both men and women.

The data show inequalities between ethnic groups in general health (self-reported health and limiting longstanding illness), prevalence of specific conditions (ischaemic heart disease and stroke, and diabetes) and health-related behaviour (smoking). The Health Survey for England is a survey of people living in private households in England. The 1999 and 2004 surveys focused on the health of adults from various minority ethnic groups. The age profile

of the different ethnic groups (see Chapter 1) varied considerably, and health outcomes and behaviours are related to age.

Age-standardised risk ratios²⁰ for 2004 are included in each table alongside the percentages²¹ to enable ethnic groups to be compared allowing for differences in age profile. Risk ratios greater than 1 indicate a higher prevalence in the ethnic group than the general population, after taking into account differences in age profile. Risk ratios less than 1 indicate lower prevalence than the general population. Comparisons between percentages for 1999 and 2004 for an ethnic group do not take into account possible changes in age profile over time.

²⁰ The standardised risk ratio is the ratio of the age-standardised prevalence in an ethnic group to the age-standardised prevalence in the general population. The 'general population' is not intended to represent the *remainder* of the population (that is, all who are not members of these groups), but refers to the entire population of England, and therefore includes minority ethnic groups. For further details see:

www.archive.official-documents.co.uk/document/doh/survey99/hse99-01.htm#1.4

²¹ Percentages in tables are rounded.

Table 5.1: Proportion of people reporting their health as 'bad' or 'very bad', by ethnicity, England, 1999 and 2004

	Black Caribbean	Black African	Indian	Pakistani	Bangladeshi	Chinese	Irish	General population
Men								
Percentages 1999	8	n/a	9	11	18	5	7	6
Percentages 2004	9	4	9	10	15	4	10	6
Standardised risk ratio 2004	1.37	0.81	1.45	2.33	3.77	0.75	1.41	1.00
Women								
Percentages 1999	10	n/a	12	12	11	4	6	7
Percentages 2004	11	7	8	15	14	3	5	7
Standardised risk ratio 2004	1.90	1.68	1.39	3.54	4.02	0.55	0.74	1.00

Note: The Black African group was included in the 2004 survey but not the 1999 survey.

Self-reported general health

Table 5.1 presents data on self-reported general health in 1999 and 2004. It shows the proportion reporting their health as 'bad' or 'very bad'.

In 2004 both men and women from Bangladeshi and Pakistani groups and Black Caribbean women were more likely than the general population to report bad or very bad health, after allowing for differences in age profile (standardised risk ratios between 1.90 and 4.02). Chinese women were less likely than the general population to report bad or very bad health (standardised risk ratio of 0.55). Differences from the general population for other ethnic groups were not statistically significant. This pattern of health inequality was the same as that in 1999.

Among the general population, there was no significant change in the prevalence of 'bad' or 'very bad' self-reported general health between 1999 and 2004. The same was true for all minority ethnic groups, with the exception of Indian women, where the rates of 'bad' or 'very

bad' health fell from 12 per cent in 1999 to 8 per cent in 2004.

Self-reported limiting longstanding illness

Table 5.2 shows the proportions of those reporting a limiting longstanding illness.

In 2004 Pakistani women and Bangladeshi men were more likely than those in the general population to report a limiting longstanding illness, after allowing for differences in age profile. In contrast, Black African men, and Chinese men and women, were all less likely than the general population to report having a limiting longstanding illness.

The overall prevalence of limiting longstanding illness for men and for women in the general population was the same as in 2004 as it had been in 1999. For Indian women, rates of reported limiting longstanding illness fell between 1999 and 2004 (from 25 per cent to 19 per cent). By contrast, rates for Pakistani women rose (from 23 per cent to 30 per cent).

Table 5.2: Proportion of people reporting a limiting longstanding illness, by ethnicity, England, 1999 and 2004

	Black Caribbean	Black African	Indian	Pakistani	Bangladeshi	Chinese	Irish	General population
Men								
Percentages 1999	24	n/a	21	22	30	14	29	25
Percentages 2004	24	10	23	20	24	9	26	23
Standardised risk ratio 2004	1.00	0.63	1.12	1.17	1.52	0.57	1.11	1.00
Women								
Percentages 1999	27	n/a	25	23	22	12	27	26
Percentages 2004	28	15	19	30	21	10	23	27
Standardised risk ratio 2004	1.20	0.83	0.86	1.60	1.22	0.46	0.80	1.00

Note: The Black African group was included in the 2004 survey but not the 1999 survey.

Table 5.3: Proportion of people suffering ischaemic heart disease or stroke, by ethnicity, England, 1999 and 2004

	Black Caribbean	Black African	Indian	Pakistani	Bangladeshi	Chinese	Irish	General population
Men								
Percentages 1999	5	n/a	8	5	5	3	7	9
Percentages 2004	7	1	7	9	5	2	8	8
Standardised risk ratio 2004	0.85	0.22	1.18	2.12	1.34	0.52	0.98	1.00
Women								
Percentages 1999	3	n/a	2	3	2	1	5	6
Percentages 2004	4	1	4	4	3	2	5	6
Standardised risk ratio 2004	1.10	0.37	1.24	1.77	1.82	0.64	0.97	1.00

Note (1): The Black African group was included in the 2004 survey but not the 1999 survey.

Note (2): Comparative data for the general population were not available on the prevalence of stroke from the 1999 and 2004 surveys, so data for the general population were taken from the 1998 and 2003 surveys. There were some differences between the weighting in the 1998 and 2003 surveys compared with the 1999 and 2004 surveys.

Ischaemic heart disease and stroke

Table 5.3 shows the prevalence of ischaemic heart disease (IHD) or stroke.

In 2004 the prevalence of IHD or stroke was lower than the general population for Black African men and women (standardised risk ratios of 0.22 and 0.37), but higher than the general population for Pakistani men (standardised risk ratio of 2.12), after allowing for differences in age profile. The pattern of disease between minority ethnic groups was similar to that reported in 1999.

Between 1999 and 2004, the prevalence of IHD or stroke increased among Pakistani men from 5 per cent in 1999 to 9 per cent in 2004. In all other groups there was no statistically significant difference in the prevalence of IHD or stroke between 1999 and 2004.

Diabetes

Table 5.4 shows the prevalence of diabetes.²²

After adjusting for age, in 2004 diabetes was almost four times as likely in Bangladeshi men, and almost three times as likely in Pakistani and Indian men compared with men in the general population. Among women, diabetes was more than five times as likely among Pakistani women, at least three times as likely in Bangladeshi and Black Caribbean women, and two-and-a-half times as likely in Indian women compared with women in the general population.

Between 1999 and 2004, there was no significant change in the prevalence of diabetes for any minority ethnic group. However, rates in the general population increased slightly over the period.

Table 5.4: Proportion of people with doctor-diagnosed diabetes, by ethnicity, England, 1999 and 2004

	Black Caribbean	Black African	Indian	Pakistani	Bangladeshi	Chinese	Irish	General population
Men								
Percentages								
1999	8	n/a	8	9	11	4	4	3
Percentages								
2004	10	5	10	7	8	4	4	4
Standardised risk ratio 2004	2.05	1.98	2.86	2.72	3.87	1.29	0.67	1.00
Women								
Percentages								
1999	8	n/a	5	5	6	3	2	3
Percentages								
2004	8	2	6	9	5	3	2	3
Standardised risk ratio 2004	3.03	1.80	2.46	5.32	3.20	1.72	0.84	1.00

Note (1): The Black African group was included in the 2004 survey but not the 1999 survey.

Note (2): Comparative data for the general population are not available on the prevalence of doctor-diagnosed diabetes from the 1999 and 2004 surveys, so data for the general population are taken from the 1998 and 2003 surveys. There are some differences between the weighting in the 1998 and 2003 surveys compared with the 1999 and 2004 surveys.

²² Throughout, this refers to reported doctor-diagnosed diabetes. Respondents were asked whether they ever suffered from diabetes. If they had, they were then asked if they had ever been told they had the condition by a doctor. Respondents were classified as having diabetes only if they reported that the diagnosis was confirmed by a doctor.

Table 5.5: Proportion of people currently smoking cigarettes, by ethnicity, England, 1999 and 2004

	Black Caribbean	Black African	Indian	Pakistani	Bangladeshi	Chinese	Irish	General population
Men								
Percentages								
1999	35	n/a	23	26	44	17	39	27
Percentages								
2004	25	21	20	29	40	21	30	24
Standardised risk ratio 2004	1.02	0.80	0.78	1.08	1.43	0.81	1.30	1.00
Women								
Percentages								
1999	25	n/a	6	5	1	9	33	27
Percentages								
2004	24	10	5	5	2	8	26	23
Standardised risk ratio 2004	1.08	0.34	0.23	0.19	0.11	0.32	1.11	1.00

Note: The Black African group was included in the 2004 survey but not the 1999 survey.

Smoking

Table 5.5 shows the proportion of current cigarette smokers.

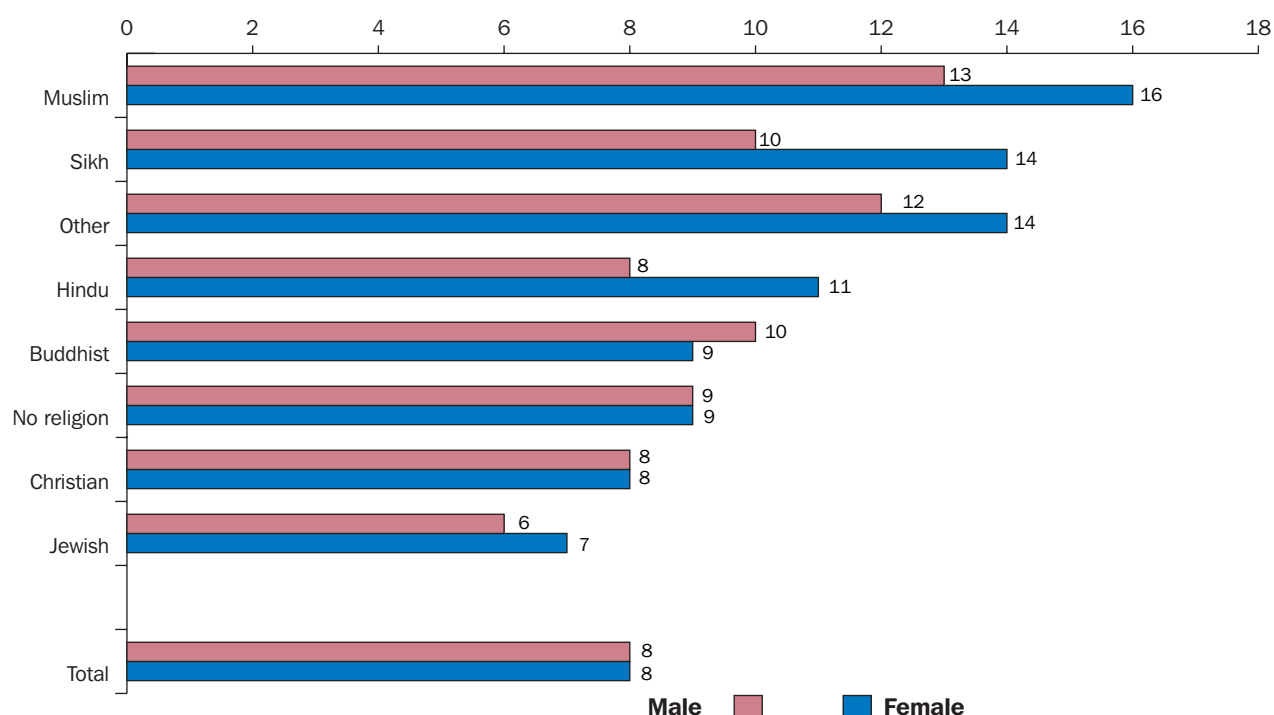
In 2004 both Bangladeshi and Irish men were more likely to report current smoking than the general population (standardised risk ratios of 1.43 and 1.30), after allowing for differences in age profile. Indian men were less likely to report currently smoking cigarettes than men in the general population.

The pattern of cigarette smoking among minority ethnic groups was very different for women compared with men. Around one quarter of Black Caribbean women, Irish women and women in the general population were current cigarette smokers. Among all other minority ethnic groups, prevalence of cigarette smoking was low, ranging from 2 per cent among Bangladeshi women to 10 per cent among Black African women.

Between 1999 and 2004 prevalence of cigarette smoking in the general population fell for both men and women. Among Irish men and women cigarette smoking fell, as it did for Black Caribbean men. For all other minority ethnic groups there was no significant change in the prevalence of cigarette smoking over this period.

Faith

Figure 5.2 shows age standardised rates of self-reported ill-health by faith and sex in 2001 (Census, 2001). Muslim people (14 per cent) had the highest levels of ill-health, and Jewish people the lowest (7 per cent) once the age structures of the different faith groups were taken into account.

Figure 5.2: Age standardised ‘not good’ health rates, by religion and sex, Great Britain, 2001

Service provision

Patients' experiences of health services

The National Health Service Patient Survey programme is funded by the Department of Health and run by the Healthcare Commission. This is one vehicle by which patients' experiences of health services can be assessed. The 2003/04 round of surveys for which data were available focused on adult inpatients, child inpatients, primary care trusts and community mental health services (Healthcare Commission, 2003a; 2003b;

2004a; 2004b).²³ Table 5.6 presents results for the four surveys in five domains:²⁴ access, safety and quality, better information, building relationships, and cleanliness and comfort. Higher scores reflect a better patient experience.

The adult inpatients, child inpatients and primary care trust surveys show that, in many domains, South Asian people, especially Bangladeshi people, responded less favourably than other ethnic groups.

23 Detailed reports by the Healthcare Commission on variations in patient experience are available at: www.healthcarecommission.org.uk/nationalfindings/surveys/cfm

24 Domain scores are derived by aggregating responses to different questions. The scoring methodology is based on a scale of 0–100. Scores across different surveys are not merged as the surveys cover different population groups and services. Merging could also conceal different ethnic patterns across surveys.

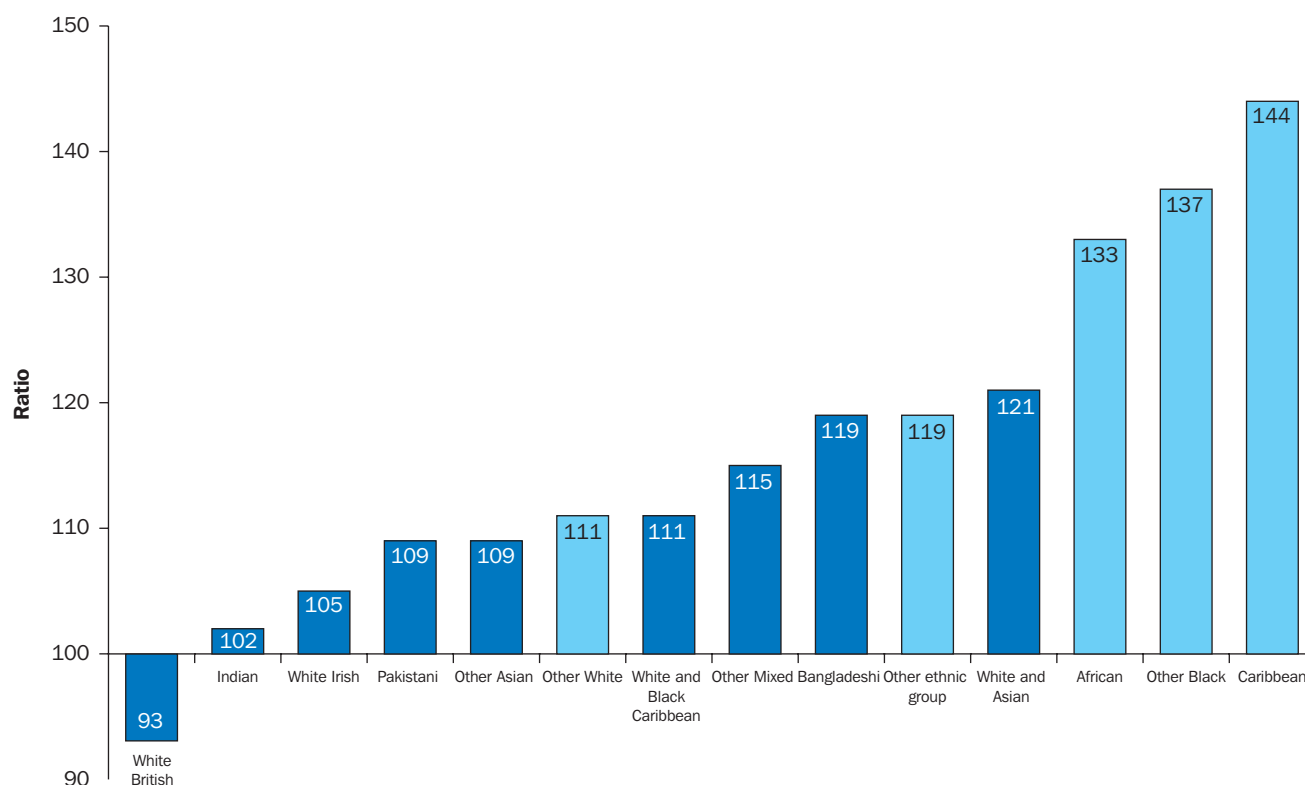
Table 5.6: Variations in domain scores by ethnicity, England, 2003 and 2004

	White British	White Irish	White Other	Mixed	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African	Chinese	Other
NHS adult inpatient 2003											
Access and waiting	69	70	67	65	64	61	60	68	70	70	66
Safe, high-quality co-ordinated care	76	77	74	73	72	73	69	75	75	74	74
Better information, more choice	70	72	68	64	65	65	66	66	69	68	68
Building relationships	78	78	76	73	71	71	66	77	77	73	72
Clean, comfortable, friendly place	80	81	78	78	77	78	75	79	83	78	79
NHS child inpatient 2003											
Access and waiting	75	74	70	72	69	69	62	71	71	63	69
Safe, high-quality co-ordinated care	80	79	79	79	78	78	76	77	80	74	79
Better information, more choice	79	78	78	77	77	76	76	75	78	76	77
Building relationships	83	82	79	81	77	76	73	81	80	77	77
Clean, comfortable, friendly place	78	78	78	77	76	77	77	77	80	74	78
NHS primary care trust 2004											
Access and waiting	76	76	73	72	67	62	61	75	74	72	72
Safe, high-quality co-ordinated care	69	70	67	66	66	66	67	71	69	62	65
Better information, more choice	83	83	78	78	75	71	72	77	76	73	75
Building relationships	88	87	84	86	84	79	80	85	88	83	85
Clean, comfortable, friendly place	82	84	80	79	75	71	73	80	82	76	77

Table 5.6: continued

	White British	White Irish	White Other	Mixed	Indian	Pakistani	Bangladeshi	Black Caribbean	Black African	Chinese	Other
Community mental health NHS users 2004											
Access and waiting	70	71	67	69	69	70	72	74	74	68	n/a
Safe, high-quality co-ordinated care	62	62	61	63	62	62	66	65	67	65	n/a
Better information, more choice	55	56	51	56	51	52	51	57	57	53	n/a
Building relationships	84	84	84	86	85	85	84	85	90	84	n/a
Clean, comfortable, friendly place	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Figure 5.3: Standardised detention ratios by ethnicity, England and Wales, mental health inpatients, 2005



Note: Groups for which ratios are statistically significant are in lighter shading.

For the first time in 2005, a mental health inpatient census (Healthcare Commission, 2005)²⁵ was carried out in England and Wales. This provides data on the ethnicity of all mental health inpatients, including those detained under mental health legislation. Figure 5.3 shows ratios for those compulsorily admitted to hospital under the Mental Health Act 1983 by ethnic group, with the ratio for all patients indexed at 100. Ratios were significantly higher for Caribbean, African and Other Black groups, 33–44 percentage points higher than the ratio for the entire sample. The ratio for the Other White group was also slightly higher than the entire sample.

Social services provision

2004/05 was the fourth year for which performance indicators relating to older people's social services by ethnicity were published. The indicators on receiving assessments and social services show whether minority ethnic groups

were over- or under-represented among social services users. Figures should be interpreted with caution due to data quality problems.

In 2004/05, ethnic group was not recorded for 7 per cent of those service users aged 65 or more with completed assessments, which was an improvement on 2003/04 when 10 per cent of these service users had ethnicity unknown.

Assessment and review

There are two personal social services performance indicators relating to minority ethnic groups in England. The first relates to the proportion of older people from a minority ethnic group receiving an assessment. The second relates to the proportion receiving services following an assessment. In 2004/05, the proportion of those assessed who were from minority ethnic groups was slightly higher than their proportion in the overall population.

Table 5.7: Percentage distribution of type of service by main ethnic group for adults aged 18 and over, England, 2003/04 and 2004/05

	White	Mixed	Asian or Asian British	Black or Black British	Other ethnic group
	%	%	%	%	%
Community-based services					
2003/04	79	84	91	84	83
2004/05	80	84	91	85	84
Local Authority residential services					
2003/04	2	2	1	1	1
2004/05	2	2	1	1	1
Independent residential services					
2003/04	12	11	5	10	11
2004/05	12	11	5	9	10
Nursing home care					
2003/04	6	3	3	4	5
2004/05	6	3	3	4	5

Note: Data on the number of people receiving community-based services in 2004/05 were not comparable with 2003/04. In 2004/05, restated guidance was issued to exclude people receiving services from grant-funded organisations who had not had a community care assessment.

²⁵ Details of the 'Count Me In' census, jointly conducted by the Healthcare Commission, the Mental Health Act Commission and the National Institute for Mental Health in England, are available at: www.healthcarecommission.org.uk/NationalFindings/NationalThemedReports/MentalHealth/MentalHealthReports/fs/en?CONTENT_ID=4013944&chk=AhKek4

Service users from the Black or Black British group were least likely to have new service provision after assessment or review. Thirty-three per cent were offered no new services.

Older people from minority ethnic groups who received services following an assessment in 2004/05 were marginally more likely to be provided with services than others.

In 2004/05, 91 per cent of Asian or Asian British service users received community-based services, higher than for any other ethnic group, as Table 5.7 shows (Information Centre, 2006).

The Asian or Asian British group also had the lowest percentage of service users receiving independent residential services (5 per cent). These figures mirrored those for 2003/04, and suggest that the perception that certain Asian communities prefer to 'look after their own' at home, with or without support, may still be prevalent and needs careful scrutiny.

Perceptions

The 2005 Citizenship Survey found that, for all ethnic groups, proportions expecting local GPs to treat them worse²⁶ than other races were extremely low, and lower than for seven other public service agencies measured (Murphy et al, 2005). This was also the case in 2003 and 2001. In 2005, at least nine out of ten people from minority ethnic groups felt they would be treated the same as people of other races by local GPs. This was the same percentage as in 2003, and had risen slightly since 2001.

26 The focus is on worse treatment as the Home Office PSA 7 target is a decrease in the percentage of people from minority ethnic communities who feel that one or more of the key public services would treat them worse than people of other races.

Chapter 6: Criminal Justice System

This chapter presents the evidence on minority ethnic groups' experiences of the Criminal Justice System (CJS).²⁷ First, it focuses on attitudes towards crime and CJS agencies. Next, it concentrates on people's experiences of using the CJS. Findings are then presented on suspects, defendants and prisoners. Finally, there is a section on CJS employment for ethnic groups.

Summary

Key points about ethnic groups' experience of the CJS are as follows:

- In 2004/05 all minority ethnic groups were more likely than White people to have high levels of worry about burglary, car crime and violent crime. Between 2003/04 and 2004/05, worry about violent crime increased among the Chinese and Other group.
- Overall, in 2005, 31 per cent of people from minority ethnic groups felt that they would be treated worse than people of other races by one or more of five CJS agencies, showing no significant change since 2001 (33 per cent).
- Between 2001 and 2005, confidence in the courts, the Crown Prosecution Service (CPS), the police and the Prison Service increased among minority ethnic communities. There was no change for the Probation Service.
- In 2004/05 people from Mixed race backgrounds (29 per cent) were at a higher risk of victimisation than those from White backgrounds (24 per cent).
- Estimates from the British Crime Survey show that in 2004/05 there were 179,000 racially motivated crimes in England and Wales, a fall from the 206,000 incidents reported in both 2003/04 and 2002/03. Police figures show an increase from 49,000 to 58,000 between 2002/03 and 2004/05 – possibly due to better recording and greater willingness to report.
- Black people were over-represented at every stage of the CJS.
- In 2004/05, Black people were six times more likely to be stopped and searched than White people, compared with 6.4 times more likely in 2003/04. Asian people were 1.8 times more likely to be stopped and searched than White people, compared with 1.9 times in 2003/04.
- In 2004/05 the arrest rate for Black people was 3.4 times that for White people, a similar figure to 2003/04.
- In 2004/05, for every thousand Black people in the population, 7.1 were in prison. This rate was five times higher than the rate for White people (1.4 per thousand).
- The proportion of police officers from a minority ethnic group in 2004/05 was 3.5 per cent, an increase from 3.3 per cent in the previous year. The greatest percentage increases were for the Asian and Mixed race groups.
- In 2004/05 the proportions of minority ethnic staff in the CPS and the Probation Service were higher than their proportions in the overall population. However, minority ethnic groups were still under-represented in the police and the Prison Service.

Public Service Agreements

In addition to Home Office PSA 7, PSA 2 (HM Treasury, 2005) sets out a target to:

'Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System without compromising fairness.'

PSA 2(e) is specifically concerned with confidence among minority ethnic groups. Its target is for:

'The percentage of people from Black and minority ethnic communities who think that one

²⁷ The chapter draws mainly on the 2005 statistics on Race and the Criminal Justice System published under section 95 of the Criminal Justice Act 1991. See www.homeoffice.gov.uk/rds/section951.html

or more CJS agency would treat them worse than people of other races [to be] lower than in the baseline year (2001).’

Responsibility for the three reassurance components of the overall PSA 2 target lies with the Home Office. The three elements relating to confidence are shared between the Home Office, the Department for Constitutional Affairs and the CPS.

Context

Over the last two decades, people from certain minority ethnic groups have been more likely than the White population and people from other minority ethnic groups to be:

- stopped and searched;
- arrested;
- prosecuted; and
- sent to prison.

People from minority ethnic groups are often disadvantaged compared with the White

population in terms of education, employment and housing²⁸ – all of which partly predict offending behaviour and involvement in the criminal justice process. Disproportionate outcomes reported in this chapter, where they exist, do not equate to discrimination; instead, they offer *prima facie* evidence of discrimination which requires more examination to see if the processes underlying the disproportionality are legitimate (Hearnden and Hough, 2004).

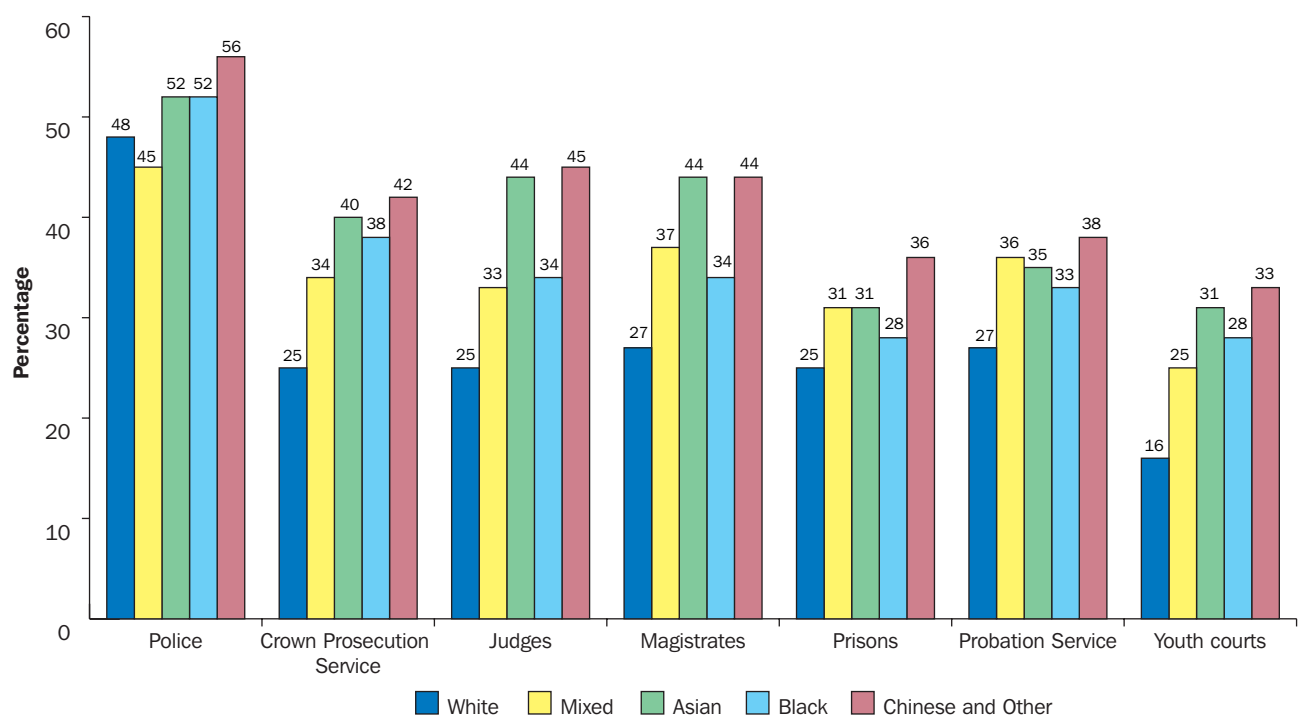
Attitudes towards crime and the CJS

This section includes details on attitudes towards CJS agencies, worry about crime, and perceptions of treatment. It draws on two main sources: the British Crime Survey (BCS), which covers self-reported crime; and the Citizenship Survey.

Attitudes to the CJS

The BCS (Allen et al, 2006) asks how good a job seven CJS agencies are doing. Figure 6.1 shows results for 2004/05. Overall, people from Asian and Chinese and Other groups were more likely

Figure 6.1: Perception that CJS agencies are doing a good or excellent job, by ethnicity, England and Wales, 2004/05



28 See Chapters 2, 3 and 4 of this annex.

than White people to rate agencies as doing a good or excellent job. Black and Mixed ethnic groups were more likely than the White group to think this about the CPS, judges, magistrates, the Probation Service and the youth courts.

Worry about crime

BCS data in Figure 6.2 show that those from all minority ethnic groups were more likely than White people to have high levels of worry about burglary, car crime and violent crime (Home Office, 2006).

Between 2003/04 and 2004/05, worry about car crime decreased among White people, and worry about violent crime increased among the Chinese and Other group. There were no other changes over this period.

Perceptions of treatment

The Citizenship Survey asks respondents about expectations of treatment by five CJS agencies; their responses are shown in Figure 6.3 (Murphy

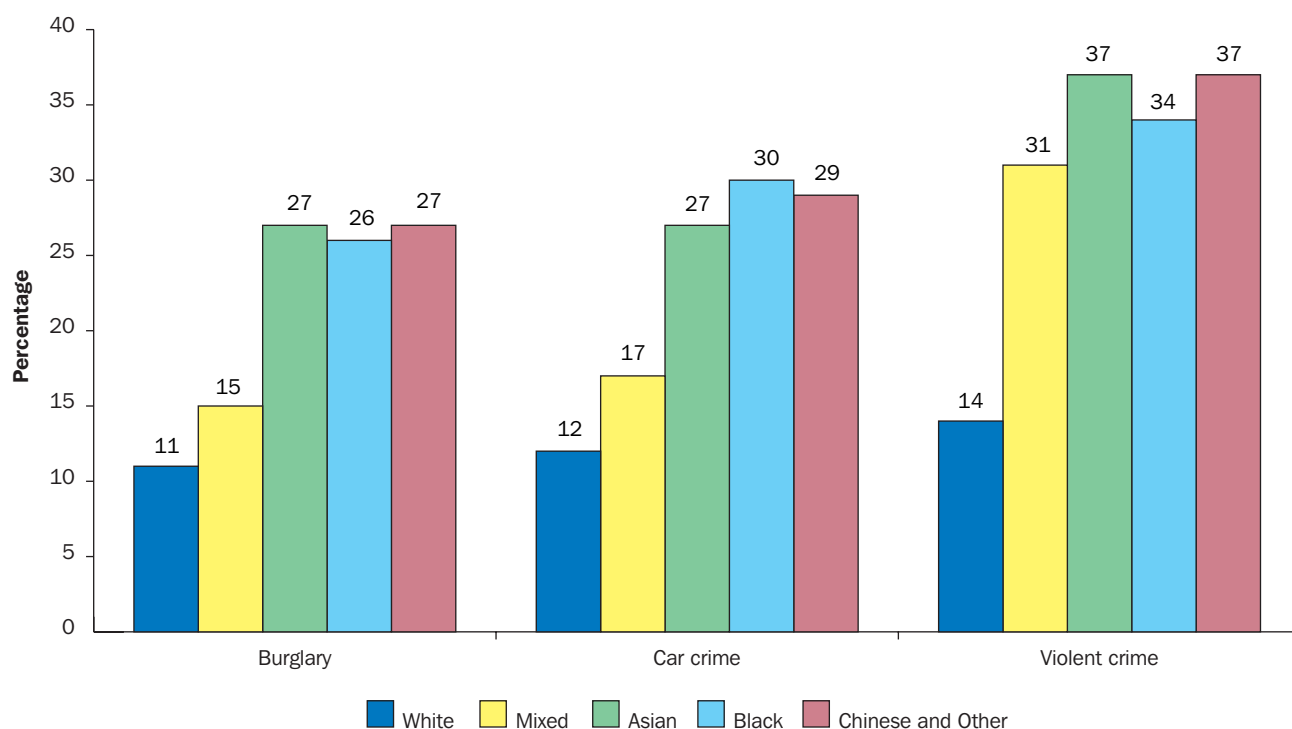
et al, 2005). Over the period 2001 to 2005, people from minority ethnic groups perceived greater discrimination than White people. Between 2001 and 2005, there was a fall in the proportion of people from minority ethnic communities who thought the courts, the CPS, the police and the Prison Service would treat them worse than other races. There was no change for the Probation Service.

Overall in 2005, 31 per cent of people from minority ethnic groups felt that they would be treated worse than people of other races by one or more of the agencies, showing no significant change from 2001 (33 per cent) or 2003 (31 per cent).

Experiences of crime²⁹

The 2004/05 BCS found that people from Mixed race backgrounds (29 per cent) were at a higher risk of victimisation (all BCS crime) than those from White backgrounds (24 per cent). Other apparent differences between the groups were not statistically significant.

Figure 6.2: Percentage of people with a high level of worry about types of crime, by ethnicity, England and Wales, 2004/05



²⁹ The BCS includes crimes that are not reported to the police and crimes which are not recorded by them. It includes property crimes and personal crimes. It does not cover commercial victimisation, crime against children, so-called victimless crime (e.g. illegal drug use) or crime such as murder where a victim is no longer available for interview.

Figure 6.4 compares the risk of victimisation for each ethnic group in 2003/04 and 2004/05 according to the BCS (Jansson, forthcoming). Over this period the risk of victimisation

decreased among people from White, Mixed race and Asian backgrounds. There was no change among Black people and Chinese and Other.

Figure 6.3: Percentage of people expecting CJS agencies to treat them worse than people of other races, by ethnicity, England and Wales, 2001 and 2005

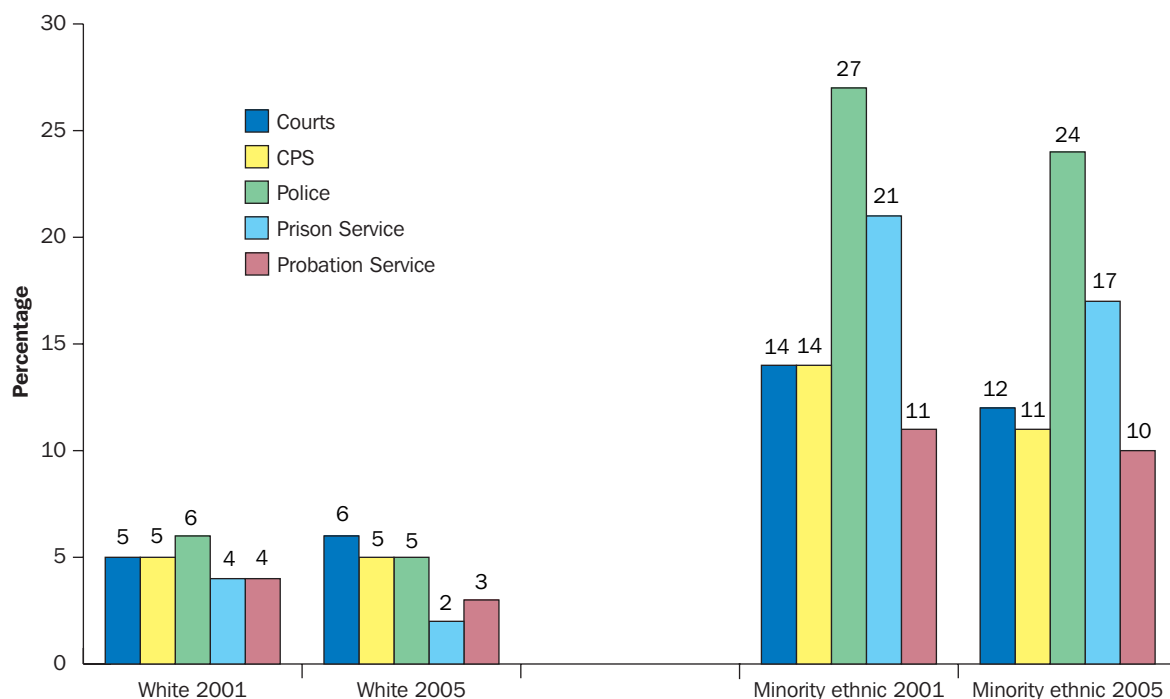
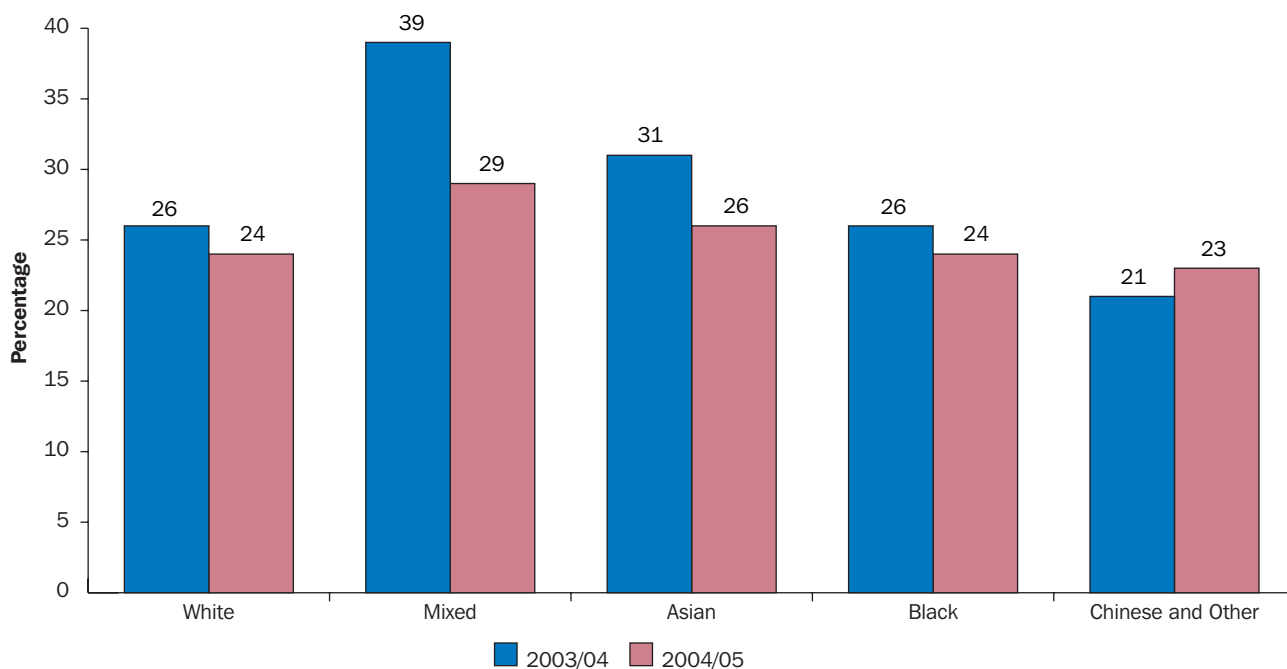


Figure 6.4: Percentage at risk of all BCS crime by ethnicity, England and Wales, 2003/04 and 2004/05



Racist incidents

Figure 6.5 shows racist incidents based on police data (Home Office, 2006) and BCS findings (Jansson, forthcoming). The two sources show different trends: police data show an increase, while BCS figures have fallen. The rise in police figures, from under 14,000 in 1997/98 to nearly 58,000 in 2004/05, may reflect greater encouragement and willingness to report, and better recording, rather than an actual rise in numbers.

According to the 2004/05 BCS (Jansson, forthcoming), White people experienced the greatest number of racist incidents, but had a less than 1 per cent risk of racially motivated victimisation, compared with 2 per cent among people from Mixed, Asian and Black ethnic groups, and 1 per cent among people from Chinese and Other ethnic groups. The apparent difference between the different minority ethnic groups was not statistically significant. Of all crimes where the victim was White, 1 per cent were thought to be racially motivated. The comparable figure for all crimes where the victim was from a minority ethnic group was 11 per cent.

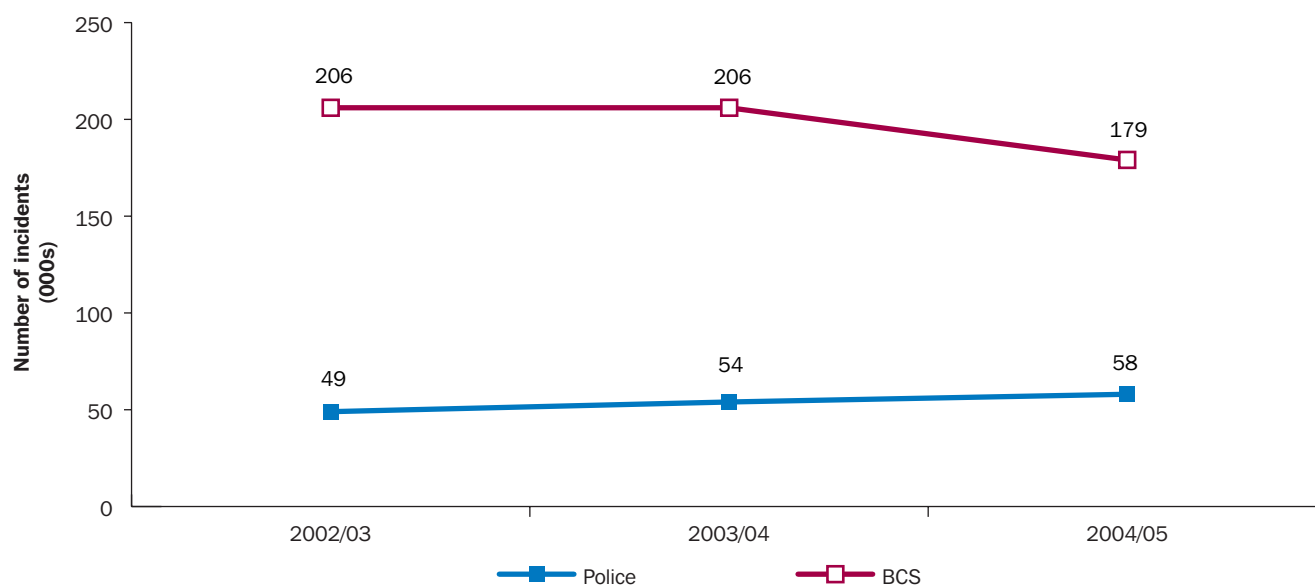
Experience as suspects, defendants and prisoners

Most minority ethnic groups have experienced social and economic deprivation. Historic discrimination and over-policing are also possible factors resulting in disproportional representation within the CJS. Table 6.1 shows that, in 2004/05, people from minority ethnic groups as a whole were over-represented at each stage of the CJS (Home Office, 2006). This was especially true for Black and Asian suspects and offenders.

Stops and searches

An important 'gateway' for offenders into the CJS is the process of stop and search. Section 1 of the Police and Criminal Evidence Act 1984 (PACE) gives police the power to search people in public if they have reasonable grounds for suspecting a person to have committed, or be about to commit, an offence. In 2004/05 there were 839,977 stops and searches recorded by the police under section 1 of PACE and other legislation – a 14 per cent rise from 737,137³⁰ in 2003/04 (Home Office, 2006). Compared with 2003/04, there was a 15 per cent increase in

Figure 6.5: Racist incidents recorded by police forces and reported by the BCS, 2002/03–2004/05



Note: Both sources use the definition of a racist incident as 'any incident that is perceived to be racist by the victim or any other person'.

³⁰ 2003/04 figures have been revised since the previous publication.

Table 6.1: Percentage of ethnic groups at different stages of the criminal justice process, England and Wales, 2004/05¹

	White	Black	Asian	Other	Unknown/ not recorded	Total
	%	%	%	%	%	
General population (aged 10 and over)						
at 2001 Census	91.3	2.8	4.7	1.2	0.0	100
Stops and searches ²	74.7	14.1	7.1	1.5	2.6	100
Arrests ³	84.3	8.8	4.9	1.4	0.6	100
Cautions ³	83.8	6.4	4.4	1.2	4.2	100
Youth offences ⁴	84.7	6.0	3.0	0.6	3.3	100
Crown Court ⁵	75.7	13.0	7.4	3.9	n/a	100
Prison population ^{4,6}	76.8	13.5	5.4	0.9	0.7	100
Prison receptions ^{4,6}	80.8	10.2	5.4	0.8	0.5	100

(1) Figures may not add to 100% due to rounding.

(2) Stops and searches recorded by the police under section 1 of the Police and Criminal Evidence Act 1984 and other legislation.

(3) Notifiable offences.

(4) Proportions for Mixed not shown above. Equivalent percentages for Prison population 2.7%; Prison receptions 2.4%; Youth offences 2.3%.

(5) Information on ethnicity is missing in 22% of cases; therefore, percentages are based on known ethnicity.

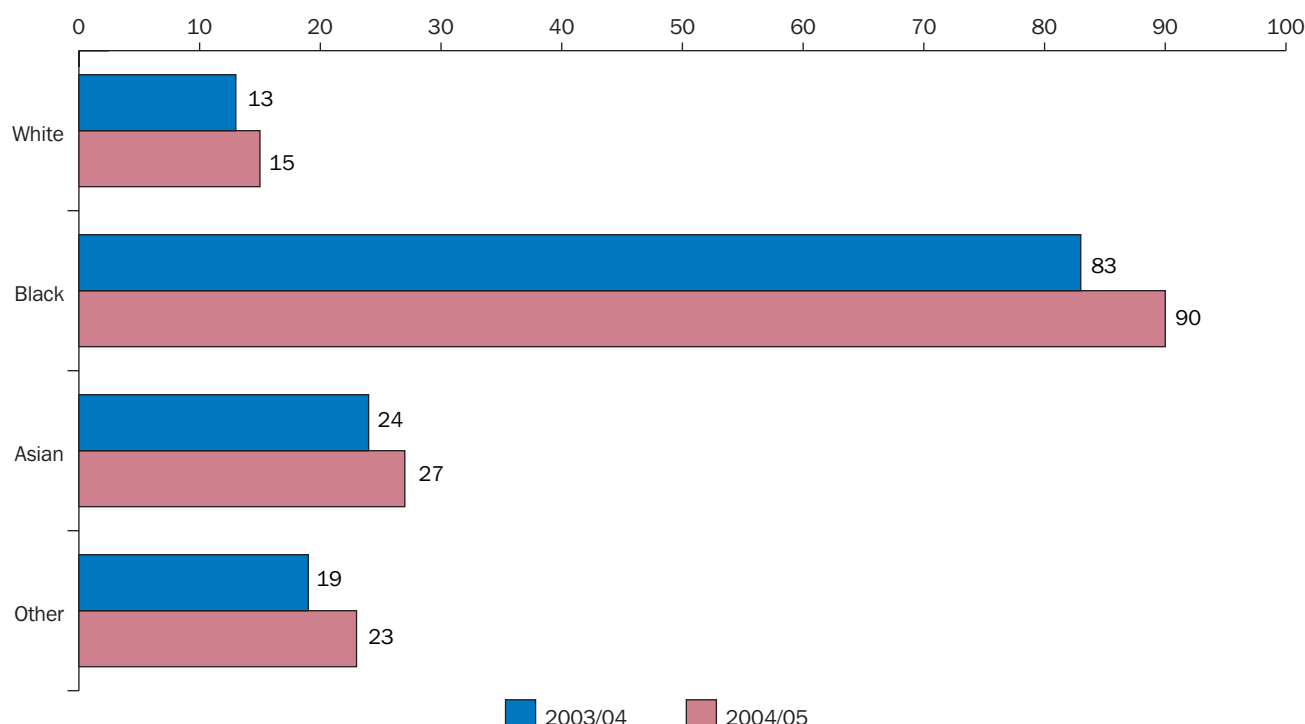
(6) Sentenced.

the number of searches of White people, a 9 per cent increase for Black people, a 12 per cent increase for Asian people and a 25 per cent increase for Other ethnic groups. The increased profile of stop and search arising from the implementation of Recommendation 61³¹ of the Stephen Lawrence Inquiry Report may have resulted in an increased level of recording of stops and searches. This could partly explain the overall increase in stop and search figures.

For most forces, the number of recorded stop and searches relative to the general population was higher for Black people than for White people in 2004/05. Black people were six times more likely to be stopped and searched than White people, compared with 6.4 times more likely in 2003/04. Asian people were 1.8 times more likely to be stopped and searched than White people, compared with 1.9 times in 2003/04. Those in the Other ethnic group were 1.5 times more likely to be stopped than White people in both 2003/04 and 2004/05. Figure 6.6 shows that all groups were more likely to be stopped in 2004/05 than in 2003/04.

31 This recommendation was that all police stops should be recorded, as well as searches.

Figure 6.6: Persons stopped and searched under section 1 of PACE and other legislation, by ethnicity, England and Wales, per 1,000 population, 2003/04 and 2004/05



Arrests

In 2004/05 the arrest rate for a notifiable offence for Black people was 3.4 times the arrest rate for White people. Asian people's rates were similar to those for White people. These disproportionality ratios are almost identical to those for 2003/04. Similar rates were also reported in 2002/03 (Home Office, 2006).

Figure 6.7 shows the incidence of arrests per 1,000 population for different ethnic groups for 2003/04 and 2004/05. Patterns of disproportionality were similar to stop and search, but the differences less pronounced.

Cautions and proceedings

In 2004, of 237,337 persons cautioned for notifiable offences, 84 per cent were White, 6 per cent Black, 4 per cent Asian, and 1 per cent of Other ethnic origin. Compared with 2003, there was a 7.4 per cent increase in the number of White people cautioned for notifiable offences,

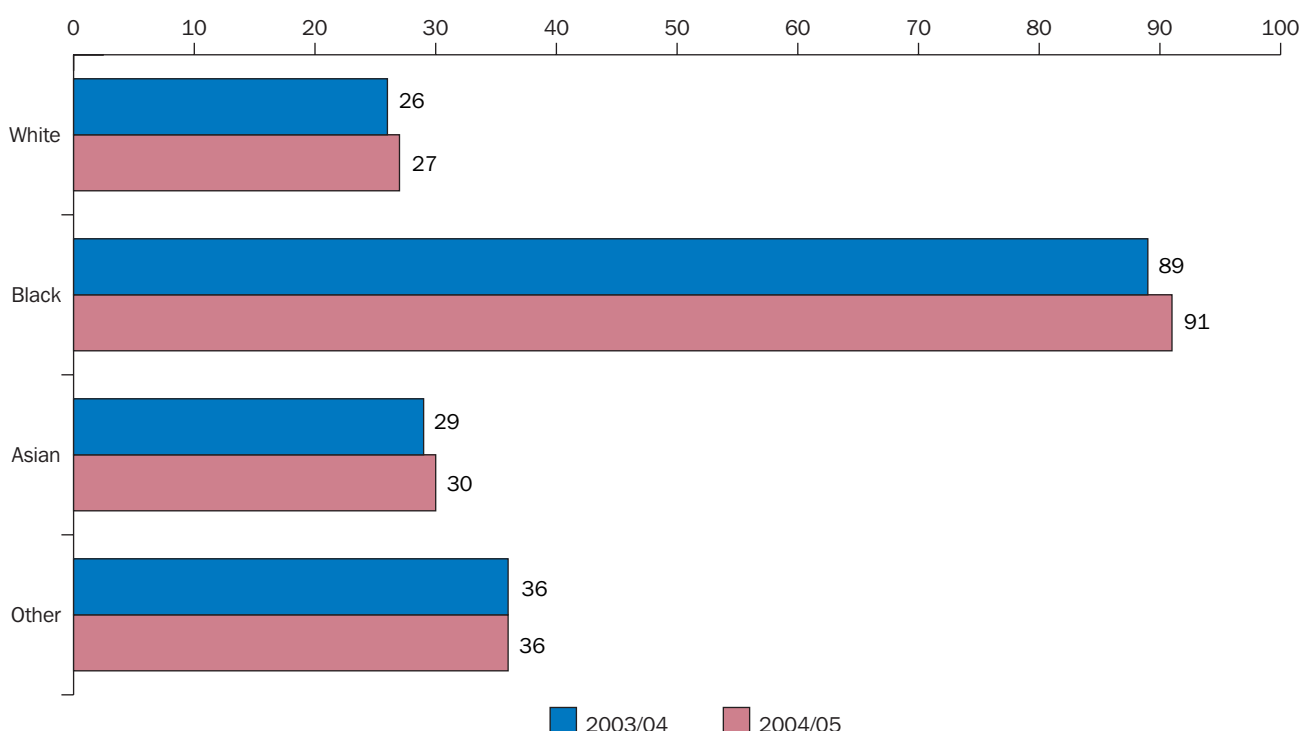
with lower increases in the number of Black people (3.7 per cent), Asian people (2.3 per cent) and those from the Other ethnic group (1.5 per cent). There was a marked increase of 43 per cent in the category of those whose ethnicity was unknown (Home Office, 2006).

In 2004, looking at the percentage of arrests resulting in a caution, Black people were slightly less likely to be cautioned (13 per cent) than Asian people (16 per cent) or White people (17 per cent). However, high rates per arrest for a given ethnic group are very hard to interpret (Hearnden and Hough, 2004).

Data on proceedings³² by ethnic group in 2004 were available for magistrates' courts for only six police force areas, and for Crown Courts for 16 police force areas. Results must therefore be treated with caution, but for the magistrates' courts showed:

³² Criminal proceedings involve the examination of evidence and statements to determine mode of trial (i.e. whether at Crown or magistrates' court) and the innocence or guilt of the defendant.

Figure 6.7: Persons arrested for notifiable offences, by ethnicity, per 1,000 population, England and Wales, 2003/04 and 2004/05



Note: 2003/04 figures for Other ethnic group have been revised since the previous publication.

- 59 per cent of White defendants were convicted, compared with 51 per cent of Black defendants and 45 per cent of Asian defendants.
- 15 per cent of White defendants were committed to Crown Court for trial, compared with 20 per cent of Black defendants and 30 per cent of Asian defendants.

Combining information from the 16 police force areas, a greater proportion of White defendants (75 per cent) were found guilty in the Crown Court in 2004 than Black (68 per cent) or Asian (66 per cent) defendants. These proportions are similar to those reported in 2003/04.

Sentencing

Assessing disproportionality in sentencing is difficult, as the decision on how to sentence reflects the nature of the offence, the plea, the offender's criminal history, and mitigating or aggravating factors. Sentencing decisions may therefore reflect these factors (which should

legitimately be taken into account), disproportionality at earlier points in the CJS, or discrimination.

In magistrates' courts, combining information for the six police force areas (Home Office, 2006) showed:

- No difference in the use of custody between Black people and White people.
- A slightly lower percentage (8 per cent) of Asian offenders received a custodial sentence at magistrates' courts.
- Black offenders (17 per cent) and Asian offenders (21 per cent) were less likely to be given a discharge than White offenders (25 per cent).
- Asian offenders (27 per cent) were more likely to receive a fine than Black (22 per cent) or White (21 per cent) offenders.
- Black (41 per cent) and Asian (40 per cent) offenders were more likely to receive community sentences than White offenders (37 per cent).

The final finding is in contrast to 2003 figures, when Asian offenders (31 per cent) were least likely to receive a community sentence (White 36 per cent; Black 38 per cent).

Of those sentenced in the 16 Crown Court areas in 2004, custody was given to a greater proportion of Black offenders and those in the Other ethnic category (both 68 per cent) than White (61 per cent) or Asian (60 per cent) offenders.

Young offenders

In 2004/05, 287,013 offences were notified to and dealt with by Youth Offending Teams. Where known, 85 per cent of the young people involved were White, 6 per cent were Black, 3 per cent were Asian, 2 per cent were of Mixed race and 1 per cent were of Chinese and Other origin.

Convicted youths from minority ethnic groups were more likely than White youths to be sentenced to custody. 10 per cent of Black

offenders and those of Mixed origin were sentenced to custody, 8 per cent of Asian offenders and those of Chinese and Other ethnic origin, and 6 per cent of White offenders. However, the decision to impose a custodial sentence can be influenced by a variety of factors, including the nature and seriousness of the offence.

Prison population

On 30 June 2005, excluding not recorded cases, 25 per cent of prisoners (18,753) identified themselves as being from a minority ethnic group. Almost one quarter of the male prison population and 28 per cent of the female prison population were from a minority ethnic group. Foreign nationals accounted for 36 per cent of minority ethnic prisoners (12 per cent of the male prison population and 19 per cent of the female prison population).

Figure 6.8: Prison population by ethnicity, England and Wales, 30 June 2005 (excluding foreign nationals)

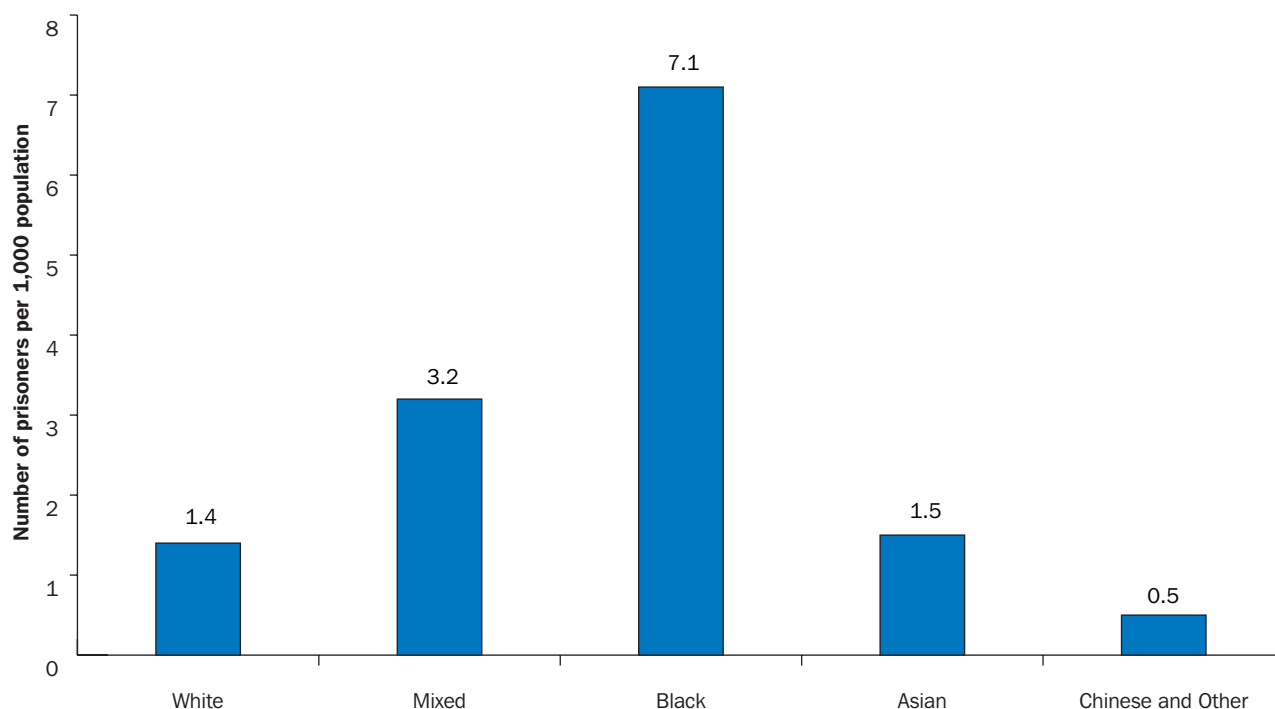


Figure 6.8 shows that, on 30 June 2005, for every 1,000 Black people in the population, 7.1 were in prison. This rate was five times higher than the rate for White people. The rate for those of Chinese and Other ethnicity was lower than for White people (Home Office, 2006).

Employment in the CJS

This section summarises what is known about the representation of minority ethnic groups as employees within some of the main criminal justice agencies.

Police Service

On 31 March 2005, the proportion of police officers from a minority ethnic group was 3.5 per cent, an increase from the previous year (3.3 per cent).

Asian officers made up 37 per cent of minority ethnic officers, Black officers 26 per cent, those of Mixed race 25 per cent, and Chinese officers and those from Other ethnic groups 12 per cent. Figure 6.9 shows that the greatest percentage

increases in 2004/05 compared with 2003/04 were for the Asian and Mixed groups (Home Office, 2006).

Prison Service

On 31 March 2005, the proportion of minority ethnic prison officers was 4.4 per cent, up from 4.1 per cent in 2003/04. As Figure 6.10 shows, the percentage increase among minority ethnic prison officers as a whole was more than twice that for White prison officers. However, these figures may have been affected by the 34 per cent decrease in the number of officers where ethnicity was unknown (Home Office, 2006).

Among prison governor grades, the proportion from minority ethnic groups was 3 per cent on 31 March 2005, a fall from 3.2 per cent in 2003/04.

Figure 6.9: Percentage increase in police officers by ethnicity, England and Wales, 2003/04 – 2004/05

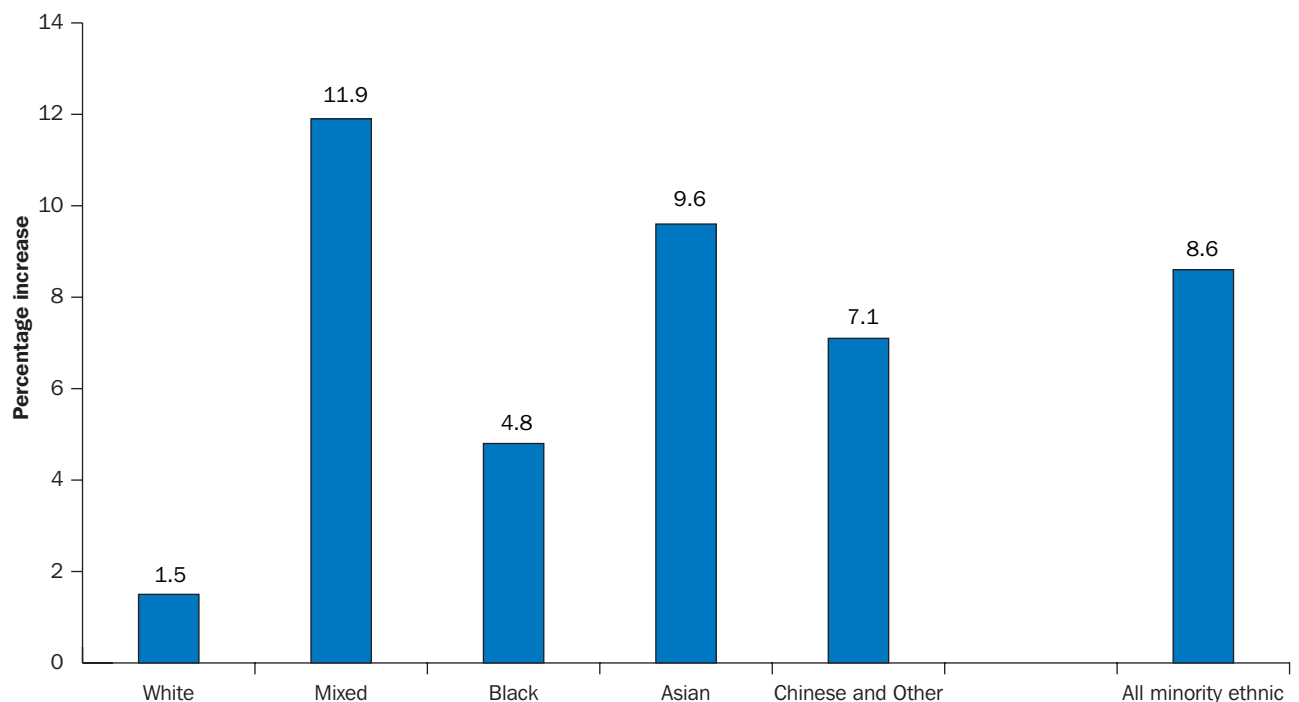
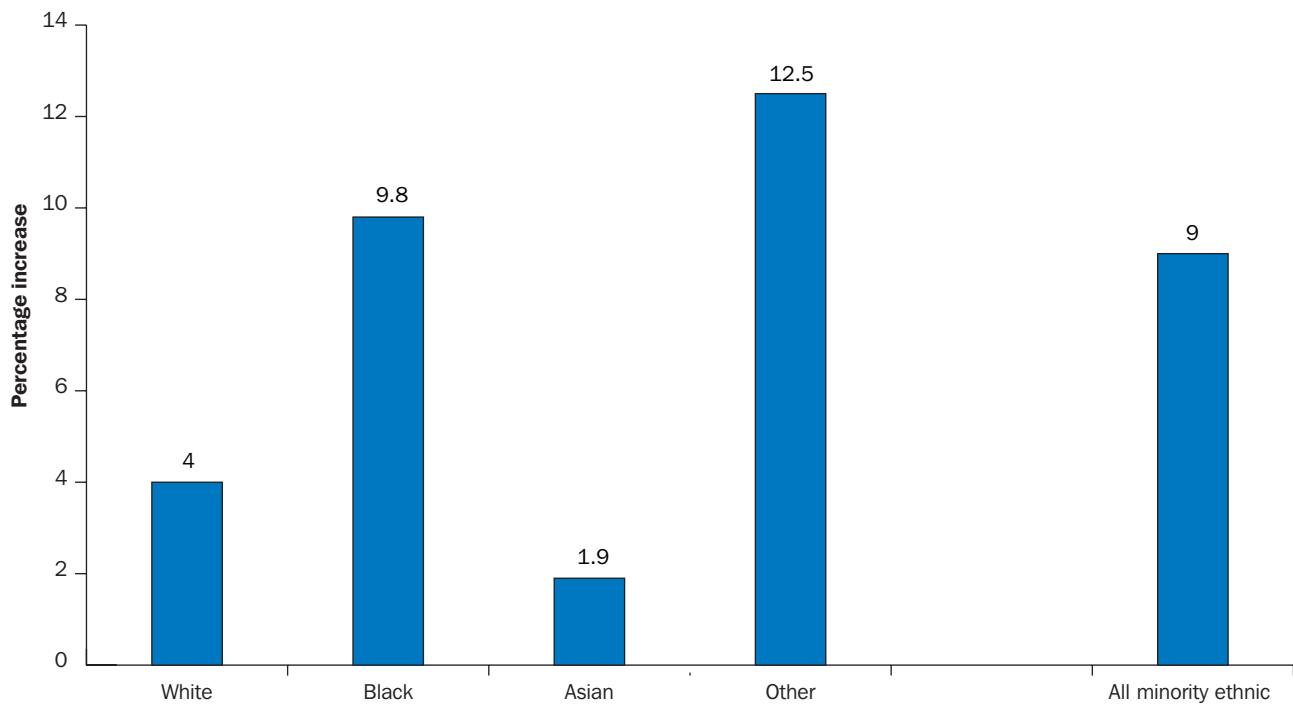


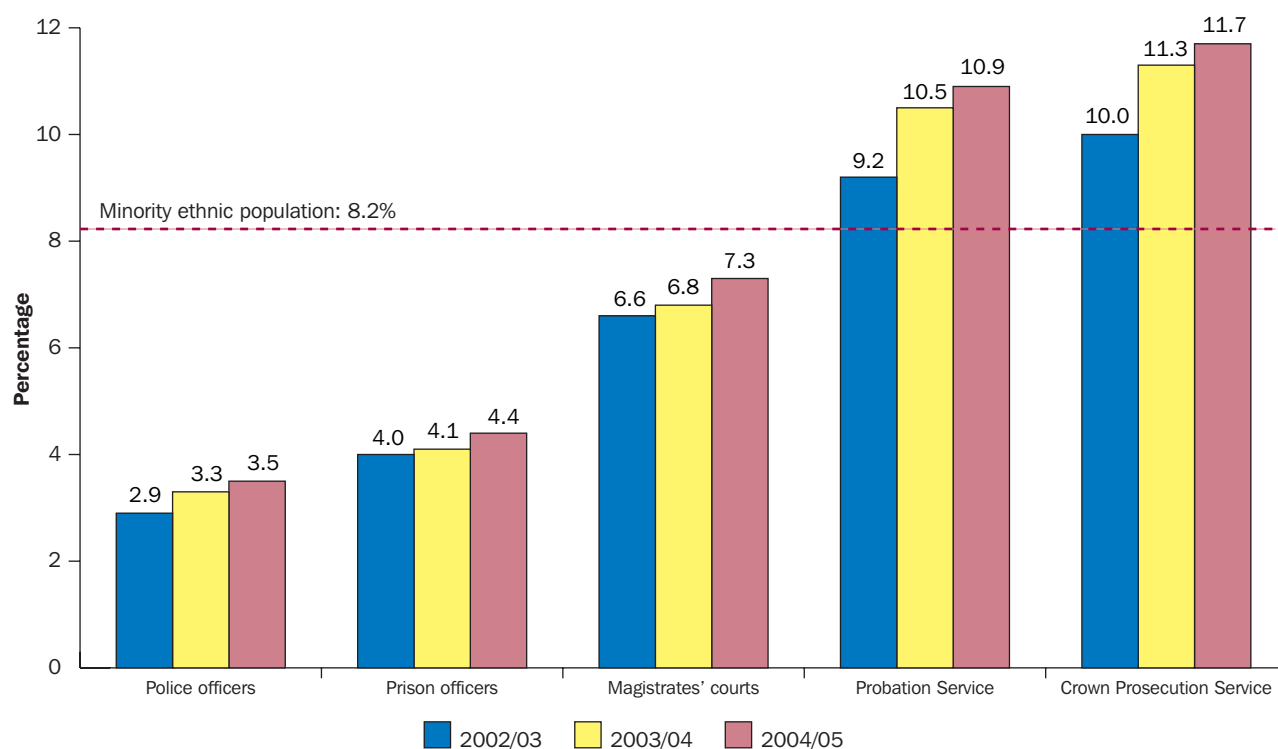
Figure 6.10: Percentage increase in prison officers by ethnicity, England and Wales, 2003/04 – 2004/05

Note: Data not collected for the Mixed ethnic group.

Trends

Despite these increases between 2002/03 and 2004/05, proportions of minority ethnic staff in the Police and Prison Services were still lower than their proportions in the overall population. As shown in Figure 6.11, they were also under-represented in magistrates' courts (Home Office, 2005a; 2006). Proportions of minority ethnic staff exceeded those in the overall population for the Probation Service and the CPS.

Figure 6.11: Percentage of minority ethnic staff in selected CJS agencies, England and Wales, 2002/03–2004/05



Note (1): The periods covered differed slightly for different agencies.

Note (2): The CPS percentage is based on total staff including numbers of 'Not known'.

Note (3): Data for 2002/03 for Crown Court staff were not available for comparison.

Chapter 7: Perceptions of community cohesion

This chapter presents findings relevant to community cohesion.³³ First, it focuses on relationships between people from different backgrounds, and examines levels of perceived tension between ethnic groups. Next, the chapter concentrates on the degree to which people respect ethnic differences. Following this are households' perceptions of racial harassment. Finally, the chapter looks at findings on social networks.

Summary

Key findings in relation to community cohesion are as follows:

- The proportion of people who agreed that they lived in an area where people of different backgrounds got on well together rose between 2003 and 2005 in nine out of 20 local areas, and fell in only one.
- Between 2003 and 2005, in four of the five most disadvantaged areas in the study, the percentage who thought this increased.
- In 2005, 80 per cent of people definitely agreed or tended to agree that they lived in an area where people of different backgrounds got on well together – a figure unchanged since 2003.
- In 2005, Chinese people were more likely than Black, Asian or White people to believe that their local area was a place where people from different backgrounds got on well together and respected ethnic differences, and those of Mixed race less likely.
- People who thought that their local area was one where people from different backgrounds got on well together were less likely than people who did not think this to say that racial or religious prejudice in Britain had increased over the past five years.
- The proportion of minority ethnic households who thought racial harassment was a problem in their area fell between 2000/01 and 2004/05, but it remained high for Bangladeshi households.
- In 2005, people who did not have any friends from different ethnic backgrounds were most likely to feel that racial prejudice had increased.

Public Service Agreements

This chapter focuses on a target set out in PSA 9 of the Spending Review 2002.³⁴ The target is an increase in perceptions of community cohesion, measured through the Citizenship Survey Local Areas Boost (LAB). This is made up of 20 areas, for which data were collected in 2003 (the baseline year) and 2005. The areas were chosen to cover the range of different types of area found in England and Wales, both in terms of characteristics (deprivation, ethnic diversity, rates of racial incidents and demographic detail) and of relative deprivation and ethnic diversity.

The target measured the proportion of people who feel that their area is a place where people from different backgrounds get on well together.

Relationships between people from different backgrounds

In 2005, the Citizenship Survey sample of nationally representative respondents found that four-fifths (80 per cent) of people said that they

³³ Defined as communities where there is a common vision and sense of belonging; the diversity of people's backgrounds and circumstances are appreciated and positively valued; those from different backgrounds have similar life opportunities; and there are strong and positive relations being developed between people from different ethnic backgrounds in the workplace, in schools and within neighbourhoods.

³⁴ PSA 7 of the 2004 Spending Review focuses on ten areas, chosen on the basis of likelihood and impact of disturbance. The baseline year is 2005, and the success criterion is an increase, by 2007, in perceptions of community cohesion in the majority of areas where the risk of disturbance is high. Data for 2005 on these areas are due for publication later in 2006, and therefore are not included in this report.

definitely agreed or tended to agree that they lived in an area where people of different backgrounds got on well together. This figure is unchanged since 2003. A similar proportion of men and women agreed that their local area was a place where people from different backgrounds got on well together (79 per cent and 80 per cent respectively). The proportion who agreed was higher in the older age groups, increasing from 74 per cent of 20–24-year-olds to 91 per cent of those aged 75 and over. The exception to this is the youngest age group (16–19 years), 77 per cent of whom agreed (Murphy et al, 2005).

Table 7.1 draws on the 20 LAB areas to show changes between 2003 and 2005 in those agreeing that the local area is a place where people from different backgrounds get on well together. This shows a significant rise in nine of the areas and a significant decrease in only one area. Four of the nine areas in which cohesion rose significantly were those with the highest ratings for deprivation, ethnic diversity and rates of racial incidents (Citizenship Survey Local Areas Boost, unpublished; Home Office, 2005b).

Table 7.1: Change in those agreeing that the local area is a place where people from different backgrounds get on well together, 20 LAB areas, 2003 and 2005

Community cohesion	Number of areas
Increased	9
No change	10
Decreased	1

Figure 7.1 shows that, in both the 2003 and 2005 Citizenship Surveys, people from the Asian, Black, and Chinese and Other groups were most likely to feel that people of different backgrounds got on well together (Murphy et al, 2005).

Among people who lived in the 20 per cent of areas with the highest proportions of minority ethnic people, White people were less likely than those from minority ethnic groups (other than the Mixed race group) to feel that community cohesion existed in their area, as Figure 7.2 shows (Kitchen et al, 2006a).

Figure 7.1: Percentage agreeing that people in the local area from different backgrounds get on well together, by ethnicity, 2003 and 2005

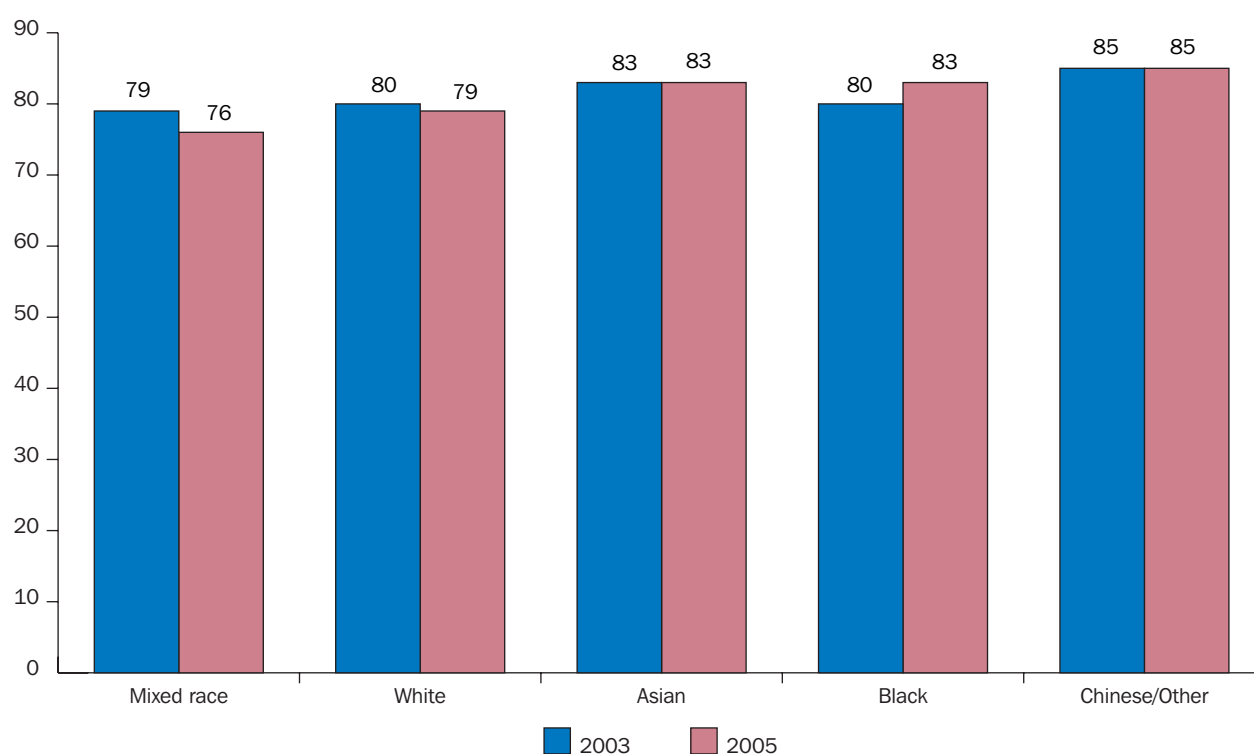
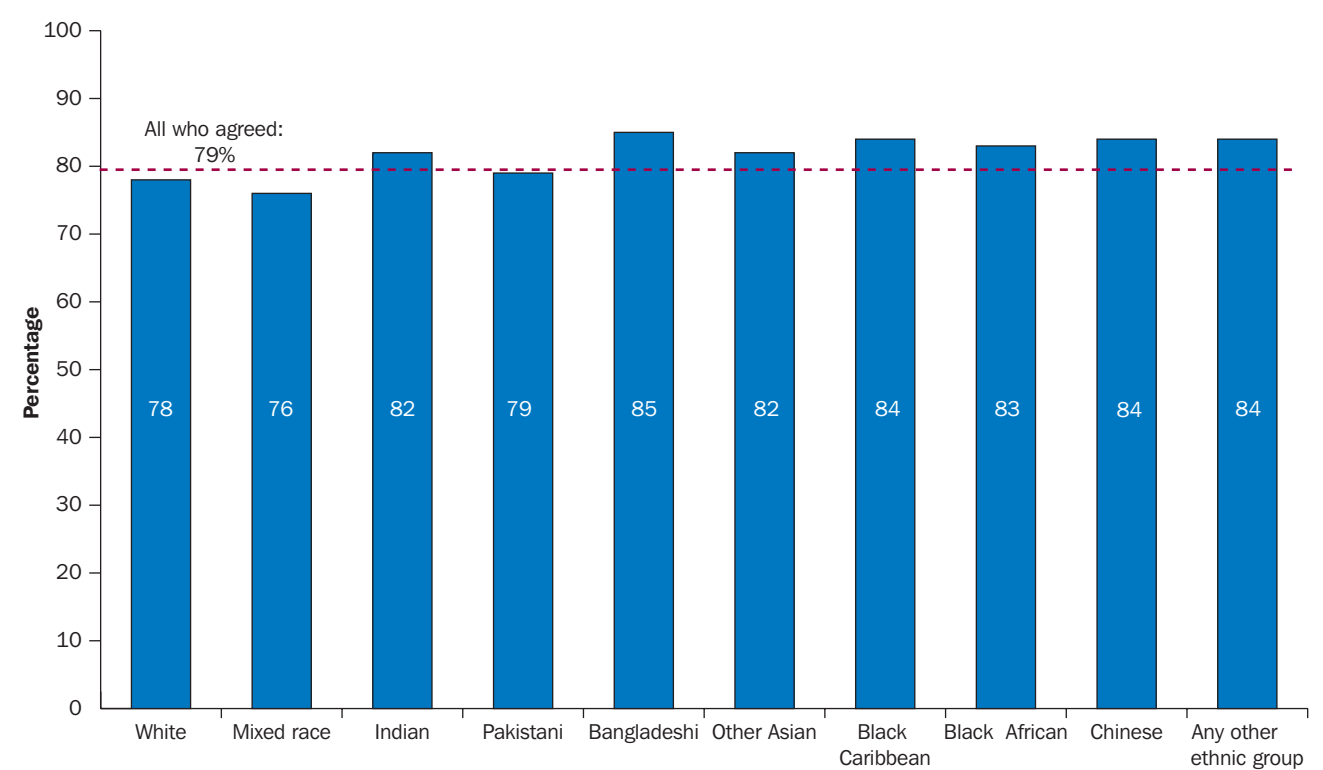


Figure 7.2: Percentage agreeing that people from different backgrounds get on well together, in the 20 per cent of areas with the highest minority ethnic population, by ethnicity, 2005



Note (1): Other Black not shown – only 28 respondents.
Note (2): Number of respondents: White 1,130, Mixed race 354, Indian 1,086, Pakistani 609, Bangladeshi 211, Other Asian 199, Black Caribbean 710, Black African 584, Chinese 115, Any other ethnic group 267.

Of religious groups, Hindus (87 per cent) were most likely to say that people from different backgrounds get on well together. The percentages for other religious groups were: Muslims 81 per cent, Christians 80 per cent, Sikhs 78 per cent, ‘Other religion’ 82 per cent, and for those of no religion 76 per cent (Kitchen et al, 2006a).

Respecting ethnic differences

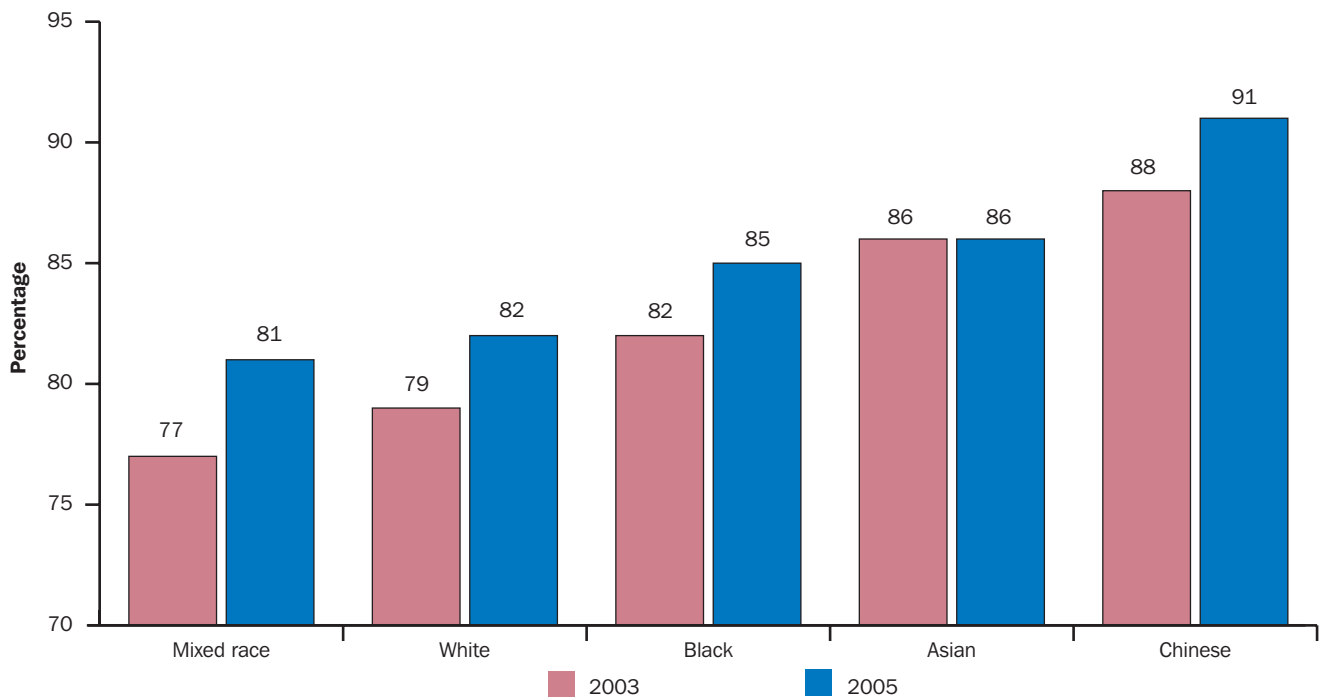
Table 7.2 shows findings from the 20 LAB areas on whether people believe that the local area is a place where residents respect ethnic differences. These show a significant percentage point rise, since 2003, in the proportion agreeing with this, in eight areas (Citizenship Survey Local Areas Boost, unpublished; Home Office, 2005b).

Table 7.2: Change in those agreeing that the local area is a place where residents respect ethnic differences, 20 LAB areas, 2003 and 2005

Respect ethnic differences between different groups	Number of areas
Increased	8
No change	12
Decreased	0

Both the 2003 and 2005 Citizenship Survey found that Asian, Black and Chinese people were more likely than White or Mixed race people to think that residents respect ethnic differences between people (Kitchen et al, 2006a) – see Figure 7.3.

Figure 7.3: Percentage agreeing that residents respect ethnic differences between people, by ethnicity, 2003 and 2005

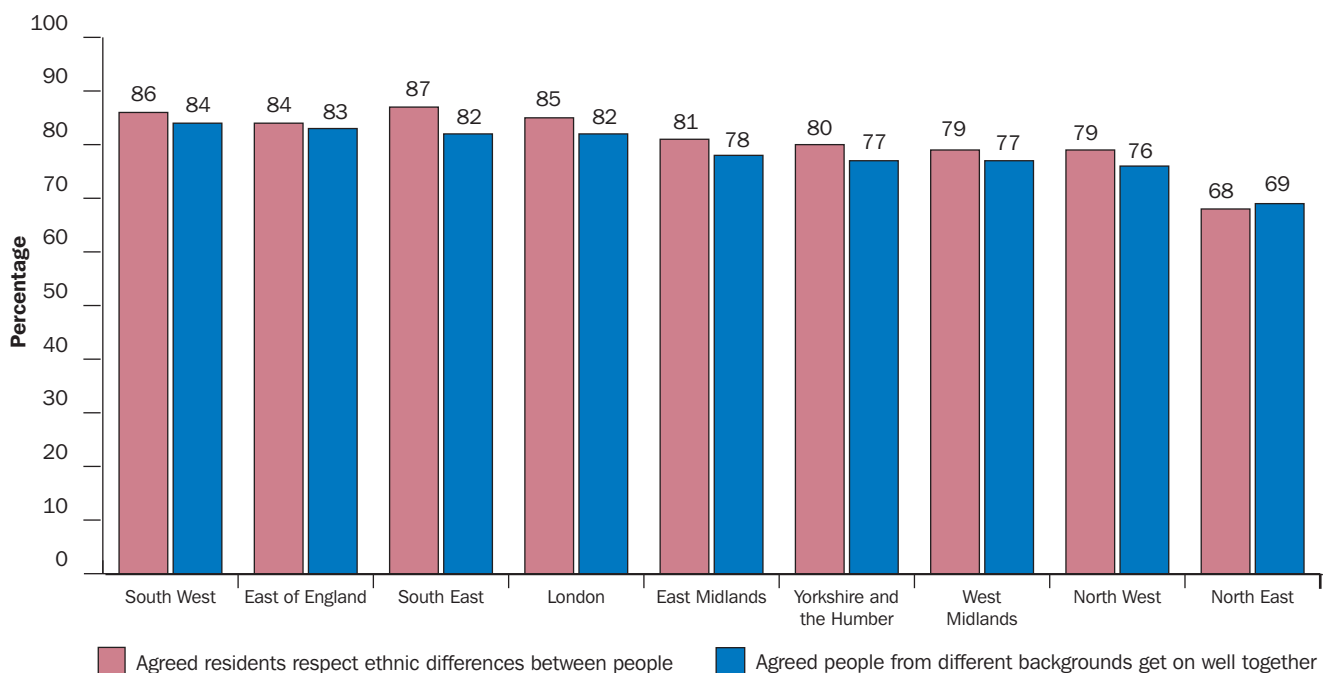


Note: Base, combined sample (2003: 12,417; 2005: 12,554).

In 2005, there were variations in views on community cohesion and whether residents respect ethnic differences according to the region of the country in which people lived. As

Figure 7.4 shows, those in the South of England held more favourable views than those in the North (Kitchen et al, 2006a).

Figure 7.4: Views on the local area by Government Office Region



Tension between different ethnic groups

Table 7.3 shows findings from the 20 LAB areas on tension between people from different ethnic groups (Citizenship Survey Local Areas Boost, unpublished; Home Office, 2005b).

Table 7.3: Change in those agreeing that the local area is a place where there is tension between different ethnic groups, 20 LAB areas, 2003 and 2005

Tension between different ethnic groups	Number of areas
Increased	1
No change	14
Decreased	5

There was a significant percentage point fall, since 2003, in the proportion agreeing that there is tension in the local area between people from different ethnic groups, in five areas, and a significant rise in one area.

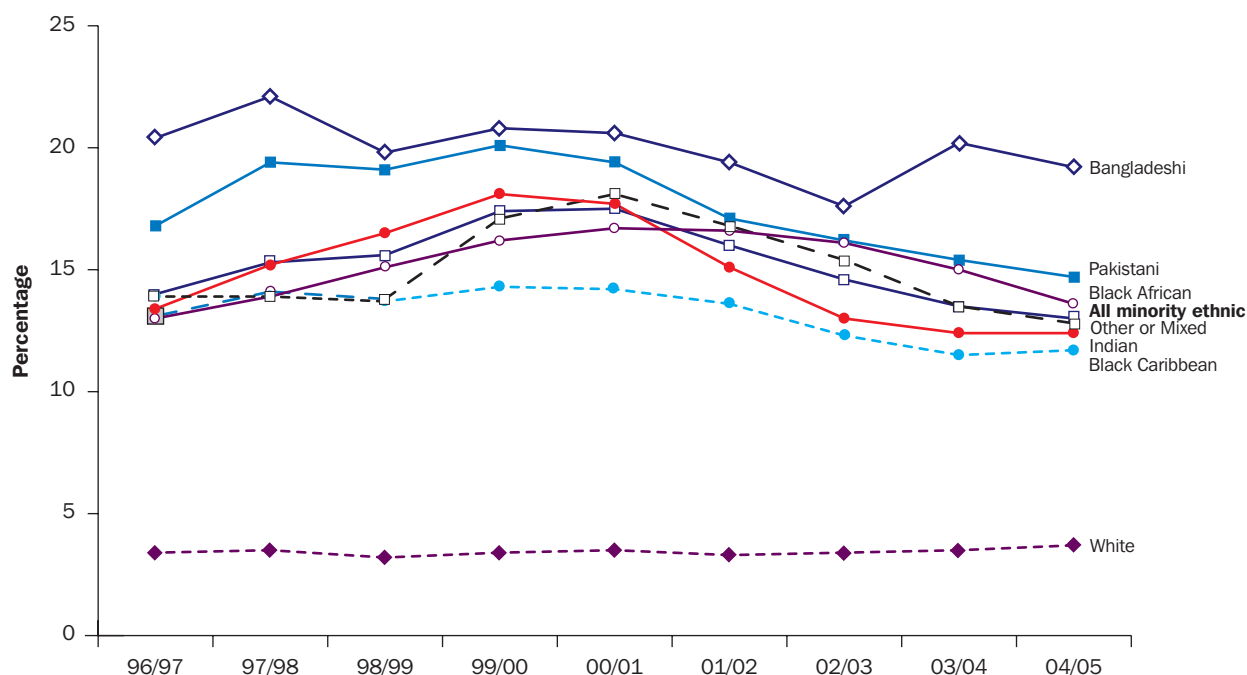
Households' perceptions of racial harassment

A further measure relevant to community cohesion is provided by the Survey of English Housing. Figure 7.5 shows trends in people's perceptions of racial harassment in their local area.

Among all minority ethnic households the proportion rating racial harassment as a problem rose from 14 per cent in 1996/97 to 18 per cent in 2000/01. It then declined to 13 per cent in 2004/05 (Office of the Deputy Prime Minister, 1996–2005).

The highest rates in the late 1990s were recorded for Pakistani and Bangladeshi households (around 20 per cent). From then on, rates for Pakistani households fell to 14 per cent, and rates for Bangladeshi households remained at 19–20 per cent. This may indicate that Bangladeshi households experienced greater levels of harassment than other ethnic groups; alternatively, it may reflect the fact that

Figure 7.5: Percentage perceiving racial harassment as a problem, by ethnicity, four-year moving average rates, England, 1996/97–2004/05



Note: Sample size of survey sweeps over this period has been around 20,000 households.

Bangladeshi households lived in areas that had greater problems with racial harassment.

In 2004/05 only 4 per cent of White households thought racial harassment was a problem in their area compared with 13 per cent of minority ethnic households. However, White households' perceptions depended on where they lived. As many as 10 per cent of White households in London thought there was a problem, compared with 2–3 per cent of White households elsewhere. After 1996/97, rates for minority ethnic groups were also higher in London than in the North, the Midlands and the rest of the South – with the exception of 2002/03 onwards, when rates in the North were higher.

Social networks

The 2005 Citizenship Survey found that people who do not have any friends from different ethnic backgrounds were most likely to feel that racial prejudice had increased. The likelihood of people having friends of different ethnic groups to themselves varied regionally; it was most likely in London (78 per cent), and least likely in the North East of England (32 per cent of people – see Kitchen et al, 2006a). To a large extent, this reflected differences in ethnic diversity between regions.

Further research based on 2005 Citizenship Survey data shows that those who had positive views of the community were less likely to say that racial or religious prejudice in Britain had increased over the past five years (Kitchen et al, 2006b).

Chapter 8: Conclusions and knowledge gaps

This report has gathered together the most recent evidence on race equality in a range of public services in England and Wales, and on residents' perceptions of community cohesion. This chapter summarises developments for minority ethnic groups, including a focus on new research. It then briefly outlines some of the knowledge gaps and challenges that exist.

Recent developments

Asian/Asian British

- NHS patient surveys show that Indian, Pakistani and Bangladeshi people had less favourable views about their experiences of health services than others.
- Pakistani/Bangladeshi people and children were more likely than all other ethnic groups to live in low-income households. However, the rate for Pakistani/Bangladeshi children fell more steeply than for all other ethnic groups between 1996/97 and 2004/05.
- In 2004/05 Asian people were nearly twice as likely to be stopped and searched as White people, similar to 2003/04.

Indian Highest employment rates in 2004/05. Second-highest achievers in 2005 in terms of the proportion gaining five or more A*–C grades at GCSE and equivalent. Performed better than the national average in 2004 in English tests across all Key Stages. Indian women were the only ethnic group for whom there was a fall in the prevalence of bad or very bad self-reported general health between 1999 and 2004. Rates of limiting longstanding illness among Indian women also fell between these dates.

Pakistani Second-lowest employment rates in 2004/05. Second-highest rates of economic inactivity. Babies of mothers born in Pakistan had particularly high infant mortality rates compared with the overall England and Wales rate. Between

1999 and 2004, rates of limiting longstanding illness for Pakistani women rose, as did the prevalence of ischaemic heart disease or stroke among Pakistani men, who were twice as likely as men in the general population to report this condition in 2004. After standardising for age, Pakistani women were five times more likely to report doctor-diagnosed diabetes in 2004 than women in the general population.

Bangladeshi Lowest employment rates in 2004/05, coupled with high unemployment rates and, for women, the highest rates of economic inactivity. Overcrowding rates in 2004/05 were highest for Bangladeshi households, who also had the lowest levels of owner-occupation. After standardising for age, Bangladeshi men were four times more likely than men in the general population to report doctor-diagnosed diabetes. Bangladeshi people had less favourable views about their experiences of health services than others. While the proportion of minority ethnic households who thought racial harassment was a problem in their area fell between 2000/01 and 2004/05, it remained high for Bangladeshi households.

Any Other Asian background In 2001/02, more likely than any other ethnic group to participate in higher education.

Black/Black British

- In 2004/05 over a third of the Black or Black British population, and almost half of Black or Black British children, lived in low-income households.
- In 2005 Black people were more likely than other groups to think they had been treated unfairly with regard to promotion or progression because of their race.
- In 2005 the proportions of Black pupils gaining five or more A*–C grades at GCSE and equivalent were relatively low. However, Black Caribbean pupils and pupils from Any Other Black background were among the highest improvers of all ethnic groups in 2005.

- In 2004/05, Black people were six times more likely to be stopped and searched than White people, a slight decrease from 2003/04. The arrest rate for Black people (over three times that for White people) changed little since 2003/04.

Black Caribbean High rates for employment in 2004/05, but also one of the three ethnic groups with the highest level of unemployment. A very small proportion were economically inactive. Between 1999 and 2004 the prevalence of cigarette smoking fell among Black Caribbean men.

Black African One of the three ethnic groups with the highest unemployment rates in 2004/05. Experienced the greatest ethnic penalty (the extent to which minority ethnic groups were less likely to have a job than White people) between 1983 and 2001, after taking account of other factors. In 2004/05 had the second-highest levels of dissatisfaction with accommodation, and the second-lowest levels of owner-occupation. In 2004, after standardising for age, Black African men and women were less likely than the general population to report having ischaemic heart disease or stroke.

Any Other Black background Employment rates for the Other Black group in 2004/05 among the highest of all ethnic groups.

Chinese

- In 2005 more Chinese pupils gained five or more A*–C grades at GCSE and equivalent than pupils of any other ethnic group. In 2004 Chinese pupils performed better than the national average in English tests across all Key Stages of school.
- Between 2003/04 and 2004/05, for the 'Chinese and Other' ethnic group, worry about violent crime increased.
- In 2005 Chinese people were more likely than other ethnic groups to believe that their local area was a place where people from different backgrounds get on well together and respect ethnic differences.

Travellers of Irish heritage

- The only ethnic group not to show an improvement between 2004 and 2005 in the proportion of 15-year-olds achieving the equivalent of five or more A*–C grades at GCSE and equivalent.

Gypsy/Roma

- Had the lowest levels of achievement at GCSE in 2005 – although numbers were very small.

Irish

- Performed better in 2004 than the national average in English tests across all Key Stages of school.
- Between 1999 and 2004 the prevalence of cigarette smoking fell among Irish men.

Mixed race

- One of the three ethnic groups with the highest unemployment rates in 2004/05.
- In 2004/05 were at higher risk of victimisation than people from White backgrounds.
- Saw a greater percentage increase than other ethnic groups in the proportion of police officers in 2003/04.
- In 2005 Mixed race people were less likely than other ethnic groups to believe that their local area was a place where people from different backgrounds get on well together and respect ethnic differences.

New findings

On the whole, results from new findings on less well explored topics are not positive. Research by the Department for Work and Pensions into employment barriers facing Pakistani and Bangladeshi people revealed a range of obstacles. Research on homelessness found that, in every English region, the proportion of homeless minority ethnic households was greater than its regional proportion, and the proportion of homeless White households was smaller. However, Bangladeshi pupils made more progress than the average for all pupils when the value-added measures, used for the first time in 2005 by the Department for Education and Skills, were taken into account.

Knowledge gaps and challenges

In 2007 a Comprehensive Spending Review (CSR) will take place. The 2006 Budget³⁵ noted the need for debate, in advance of the CSR, about how public services should respond to long-term challenges. This section notes various areas of work which, if undertaken by the DCLG, other government departments and others, can assist this by providing new research evidence over the next year.

1. Greater understanding is needed of the impact of concentrations in certain areas of particular ethnic groups on race equality and community cohesion.
2. Experiences and outcomes vary within the White ethnic group. Further research focusing on specific ethnic categories within the White population will enable more accurate assessment of need and better targeting of resources. Data would be particularly useful for Gypsy/Roma people on health and employment, and for recent White migrants from Eastern Europe, especially on the topics of health, employment and education.
3. A better understanding should be developed of possible links between geographical factors and educational and employment outcomes.
4. It is unclear what drives ethnic and religious groups' perceptions of public services. Ongoing analysis of the Citizenship Survey and newly commissioned DCLG research will shed light on this; however, there is also a lack of evidence and monitoring at the local level.
5. Evidence on faith groups is thin. More is known about Muslims, but even here there are many gaps; other than the 2001 Census, few other pieces of work have been carried out.
6. Regular ethnic disaggregation of the higher education initial participation rate would be useful, although it is acknowledged that this presents methodological challenges.
7. Infant mortality is currently recorded by mother's country of birth but not by ethnic group, so it is not possible to monitor ethnic group differences in infant mortality adequately (especially as around half of the minority ethnic population of England and Wales was born in England and Wales). However, the Office for National Statistics has started linking birth notification records from the NHS to vital registration records. This will enable analyses of information collected at birth notification, including ethnicity data, with information collected at birth and death registration. Therefore, in future, infant mortality data will be made available by ethnic group.
8. More evidence is needed on the causes of disproportionality in the Criminal Justice System, and how far this amounts to discrimination.
9. Evaluation of racial harassment policies to establish their impact on racism in the workplace is rare. Professional equality schemes in employment have not been systematically evaluated. Although policies exist, actual implementation of equality policies is patchy.
10. More information is needed on the impact of the Employment Equality (Religion or Belief) Regulations introduced in December 2003.
11. Community cohesion has lacked monitoring of local area information. Evidence on what works in improving cohesion is still limited. The requirement from 2005 for local authorities to measure community cohesion, as well as participation in the community and trust in local government, will address this and identify areas for targeting.

35 www.hm-treasury.gov.uk/budget/budget_06/bud_bud06_index.cfm

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