



european network against racism

# ENAR Shadow Report 2011-2012

## ENAR SHADOW REPORT

**Racism and related discriminatory  
practices in the UK**

**Klara Schmitz, UKREN**

Racism is a reality in the lives of many ethnic and religious minorities in the EU. However, the extent and manifestations of this reality are often unknown and undocumented, especially in official data sources, meaning that it can be difficult to analyse the situation and to establish solutions to it.

The ENAR Shadow Reports are produced to fill the gaps in the official and academic data, to offer an alternative to that data and to offer an NGO perspective on the realities of racism in the EU and its Member States. NGO reports are, by their nature, based on many sources of data - official, unofficial, academic and experiential. This allows access to information which, while sometimes not backed up by the rigours of academic standards, provides the vital perspective of those that either are or work directly with those affected by racism. It is this that gives NGO reports their added value, complementing academic and official reporting.

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## 1. Executive summary

Whilst the picture varies across different ethnic groups, the data presented in this report demonstrates that ethnic minorities in the UK have significantly poorer outcomes than the rest of the population in key areas such as employment, education, housing and health, as well as being over-represented in the criminal justice system. The impact of prejudice in the media on ethnic and religious minorities in the UK is also a significant concern.

### **Significant political developments**

In terms of Government policy on race equality, there remains a lack of strategic initiatives and targeted policy to reduce the substantial ethnic inequalities that exist in the UK. There has been a slight increase in Government attention to race equality in the past year. Senior politicians have addressed racism in public speeches and there has been increased Governmental engagement with NGOs. However, there is still a great deal more room for improvement.

Although the Government has published an integration strategy, this is not a substitute for a race equality strategy, and NGOs remain concerned that the Government has no strategy in place to tackle racism and racial injustice. Many of the strategies and policies coming out of Government favour mainstream approaches focused on socio-economic inequalities, rather than more targeted policies aimed at reducing ethnic inequalities.

The Government has taken several worrying steps to amend or delete provisions of the Equality Act 2010, which will have a negative effect on rights to equality. Other significant political developments have included the publication of an integration strategy, the Welfare Reform Act 2012, cuts to the budget and remit of the Equality and Human Rights Commission, and other Government strategies and political statements. Key events relevant to race relations which have occurred in the past year include the August 2011 riots, the eviction of the Traveller site at Dale Farm, the conviction of Stephen Lawrence's murderers and trends towards increasing racism in football.

### **Muslim communities**

The existence of Islamophobia and the high levels of discrimination faced by some Muslim communities is well-documented. Although up-to-date data disaggregated by religion is not always available, there are a number of indicators of significant disadvantage for Muslims in the UK. Many Muslims experience poor outcomes in employment, education and health, and are disproportionately targeted under counter-terrorism measures. The persistently negative and prejudiced coverage of Muslims in the media is also of particular concern.

### **Employment**

There are significant differences in the unemployment rates between ethnic minorities and the general population, with higher unemployment rates among

the majority of ethnic minority groups than among the White British population. Young people from Black and minority ethnic (BME) backgrounds in the UK are currently experiencing particularly high rates of unemployment, particularly young black men. There are concerns that the recession will worsen the employment situation for BME communities, as historically unemployment among ethnic minorities has remained higher after recessions in the UK, and because ethnic minorities are more likely to be employed in the public sector, which has been subject to extensive cuts to its workforce.

### **Education**

Educational achievement varies considerably between different ethnic groups, with Gypsies, Roma and Travellers, Black Caribbean, Pakistani, and Black African pupils falling significantly behind, and Chinese, Indian and Bangladeshi pupils achieving higher than the national average at age 16. Exclusion rates are particularly high among Black Caribbean pupils. The Education Act 2011 contains a number of developments which have the potential to negatively affect BME pupils.

### **Housing**

Minority ethnic households are over-represented across a wide range of housing indicators, including low home ownership, overcrowding, poor quality housing, high rates of social renting, and homelessness. Recent cuts to housing benefit are likely to disproportionately affect BME communities. Gypsies and travelers in the UK continue to face huge challenges in securing culturally appropriate accommodation.

### **Health**

BME groups generally experience poorer health outcomes than the overall population in the UK, although patterns of ethnic inequalities in health vary from one health condition to the next. There is a scarcity of up-to-date data on health outcome broken down by ethnicity, but evidence suggests Pakistani and Bangladeshi groups are more likely to experience poor health. Black African and Black Caribbean groups are more likely to face mental health problems. Race equality organisations have a number of concerns regarding the Health and Social Care Act 2012, in connection with how the new health service will address the barriers ethnic minorities face in accessing healthcare.

### **Access to goods and services**

In comparison to white people, ethnic minorities are reportedly more likely to have considered starting a business, but are less likely to own their own business. Based on this evidence, the Deputy Prime Minister gave a speech in November 2011 in which he announced the Government will be looking into the barriers preventing ethnic minorities from accessing loans from banks.

### **Political participation**

Ethnic minorities continue to be under-represented in Parliament. Currently 4.2% of Members of Parliament are from a BME background (ethnic minorities currently comprise 12% of the population). Whilst the importance of

representation has been noted by the major political parties, little direct action has been taken.

### **Media**

The role of the media in spreading prejudice against certain ethnic and religious groups in the UK remains a huge concern, particularly in relation to Muslims, migrants and asylum seekers, and Gypsies and Travellers. Ethnic minorities are also under-represented in the media workforce.

### **Criminal justice**

#### **Policing and ethnic profiling**

England and Wales currently has an extremely poor international record for discrimination involving stop and search, and police use of stop and search powers continue to disproportionately target ethnic minorities. In recent months allegations of racism made within the Metropolitan police force have increased.

#### **Racist violence and crime**

Surveys indicate that ethnic minorities are four times as likely to be worried about being victims of a racist attack than white people. There has been a rise in the number of convictions for racist and religious hate crimes. There is a lack of data on the ethnic or religious background of the victims of racist and religiously motivated crime. The Government's recent Hate Crime action plan outlines plans to tackle racist and religious crime. Crimes against Muslims are a significant concern, and the Government's integration strategy does include a commitment to reduce hate crimes against Muslims.

#### **Hate speech**

Incidents of hate speech and racist language have notably increased in relation to the racist abuse of football players, racist language on Twitter, and the use of social media by far right movements.

#### **Counter-terrorism**

Ethnic minorities still experience particularly high rates of targeting under Schedule 7 of the Terrorism Act 2000. Being stopped and searched under this power has also been a particular concern for members of Muslim communities. There is a concern that the new Terrorism Prevention and Investigation Measures are likely to retain many of the most discriminatory features of the measures they are intended to replace (control orders).

The report concludes that despite a slight improvement in the Government's engagement with race equality issues in the past year, there is a need for more targeted policies aimed at meeting the specific needs of ethnic minorities. In order to effectively address the roots causes of race inequality, it is clear that the Government needs to display greater leadership and commitment to tackling racial discrimination in the UK.

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### 3. Introduction

Ethnicity still determines the life chances of too many people in the UK, and racism and discrimination continue to play a significant role in the lives of many ethnic minorities in the country. Whilst the picture varies across different ethnic groups, the data presented in this report demonstrates that ethnic minorities in the UK have significantly poorer outcomes than the rest of the population in key areas such as employment, education, housing and health, and are over-represented in the criminal justice system. The impact of prejudice in the media for ethnic and religious minorities is also a significant concern.

There has been limited progress in terms of Government action on race equality, and although attention to race equality issues has increased slightly in the past year, challenging racism remains low on the Government's agenda. The Government's integration strategy has been heavily criticised for failing to address race inequalities, and NGOs remain concerned that the Government has still not developed a specific race equality strategy. The current Government has a preference for mainstream policies focused on tackling socio-economic inequalities more generally, rather than targeted policies tailored towards the specific needs of ethnic minorities. The Government's dilutions of the Equality Act 2010 are also a significant concern.

This report broadly covers developments occurring in the period March 2011 to March 2012, although where there has been movement on a particular issue between March and the time of writing (summer 2012), an update on the situation has been provided. The report highlights data published during this reporting period to demonstrate the key findings, where available. In some instances there is no up-to-date data, and instead the most recent available data has been used.

This report has been written from the perspective of an NGO working in the field of anti-racism and anti-discrimination, and therefore seeks to outline the current situation with regards to race equality in the UK from the viewpoint of civil society.

The report is structured as follows: It first highlights significant developments that have occurred in the UK, including both Government action and key events relevant to race relations. The next section focuses on Muslim communities in the UK, as this year's series of shadow reports are focusing on the particular situation of Muslims. This section outlines specific kinds of discrimination faced by the Muslim community, and provides an overview of various inequalities in outcomes relating to areas such as employment and health.

The following sections detail how ethnic minorities are faring in relation to employment, education, housing, health, access to goods and services,

political participation, media, and criminal justice issues (including policing, racist violence, hate speech and counter-terrorism). These sections highlight the most up-to-date data available relating to the situation of ethnic minorities with respect to access to and participation in each of these areas of society. The impact of Government policy on BME communities in these areas is also outlined.

Although the concerns of NGOs in relation to various policy and political developments are noted throughout the report in the relevant sections, the 'civil society assessment' section presents the views of civil society organisations in the form of quotes collected from key respondents working in different areas of anti-racism. Following on from this, a variety of good practice examples are highlighted, pointing to strong case studies of UK-based organisations demonstrating how NGOs can effectively work towards race equality in a number of areas. Before concluding, the report lists national recommendations for action necessary to advance race equality in all of the policy areas discussed in this report.



## 4. Significant developments in the country during the period under review

This section highlights both significant policy and political developments in terms of Government action in the field of anti-racism, as well as key events relating to race relations which have occurred in the past year.

### Political developments

#### UK Government's position on race equality

The previous UK Shadow Report was critical of the UK Government's lack of activity, commitment and leadership on race equality. Although many of these concerns remain, there has been some progress, albeit limited. The Government department responsible for race equality, the Department for Communities and Local Government, is beginning to engage slightly more with race equality issues than it did in the past.

Many of the measures instigated by the previous Government which made positive moves towards achieving race equality were discontinued when the current government came into power in 2010. Unfortunately it is still the case that the Government's current strategies, austerity policies and general stance on race equality are likely to undermine much of the progress made towards race equality by the previous Government. Many of the strategies and policies coming out of Government demonstrate a colour-blind approach, where measures are aimed at tackling socio-economic inequalities more broadly, rather than focusing specifically on how persistent ethnic inequalities might be challenged. The preference for mainstream over targeted policies means that policies are not tailored towards the specific needs of BME communities.

Race equality still appears to be very low on the Government's agenda, but there have been some small positive steps. There have been two instances where senior politicians have openly condemned racism in public speeches. These are discussed in more detail later on in this report, but include a speech made by the Deputy Prime Minister Nick Clegg about race equality in the UK, calling for an inquiry into discrimination in bank lending practices, and Prime Minister David Cameron stating that racism will not be tolerated in Britain, and calling for a summit on racism in football.

The Department for Communities and Local Government has been more willing to engage with NGOs in late 2011/early 2012 than it was in 2010/2011. Although there is still room for increased consultation with civil society, the Minister for Race Equality, Andrew Stunell, has attended and spoken at a number of events organised by race equality organisations in recent months. The Government Equalities Office has also become more receptive to engaging with race equality organisations. However, there is a great deal more room for improvement, and NGOs would still like to see greater leadership and commitment from government to tackle race inequalities.

## Relevant Government strategies

The previous Government's race equality strategy 'Improving Opportunity, Strengthening Society' is now no longer in place, and the Department for Communities and Local Government has not developed a new race equality strategy. There have however, been action plans introduced on Lesbian, Gay, Bisexual and Transgender equality<sup>1</sup> and violence against women,<sup>2</sup> and a new Disability Strategy is in development. Despite having been designated responsibility for race equality, the Department for Communities and Local Government does not mention race equality in its business plan for 2011–2015 NGOs therefore remain concerned about the absence of strategic initiatives, work and leadership around race equality at government level.

The government's integration strategy, 'Creating the Conditions for Integration', was published in February 2012.<sup>3</sup> The document was met with heavy criticism from race equality organisations, who produced a response to the strategy,<sup>4</sup> claiming that it does little to address the persistent racial inequalities that exist across the nation, despite the fact that the government has presented it as equivalent to a race equality strategy. The document provides few real solutions on how to foster integration, and it appears that the government does not view integration as a two-way process. NGOs were also concerned that it was put together without proper consultation with ethnic minority organisations, includes little evidence to back up its claims and is not a substitute for a strategy to tackle racism and racial injustice.

In the document, the government states that it will promote a 'clear sense of shared aspirations and values, which focuses on what we have in common rather than our differences'. Comments made by the Communities Secretary in the tabloid newspapers in conjunction with the strategy's publication, focused on the importance of adhering to 'mainstream' and 'majority' values and promoting 'national unity'. NGOs were concerned that these comments suggested that people from minority ethnic backgrounds are somehow a threat to these values or to a unified country. The government's approach to integration does not appear to be in line with the EU Common Basic Principles on Integration, in which integration is supposed to be a two-way process of mutual accommodation.

In the strategy, targeted policies to tackle racial injustice and promote integration are rejected in favour of 'mainstream' approaches. NGOs are also concerned that evidence as to why mainstream approaches will be effective going forward is not provided and that the document lacks concrete policy solutions. The strategy was put together without proper consultation with ethnic minority organisations, and could have been a more robust document if

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<sup>1</sup> HM Government (2011) *Working for Lesbian, Gay, Bisexual and Transgender Equality: Moving Forward*, <http://www.homeoffice.gov.uk/publications/equalities/lgbt-equality-publications/lgbt-action-plan?view=Binary>

<sup>2</sup> HM Government (2011) *Call to End Violence Against Women and Girls: Action Plan*, <http://www.homeoffice.gov.uk/publications/crime/call-end-violence-women-girls/vawg-action-plan?view=Binary>

<sup>3</sup> Communities and Local Government (2012) *Creating the conditions for integration*, <http://www.communities.gov.uk/documents/communities/pdf/2092103.pdf>

<sup>4</sup> Runnymede Trust (2012) *Response to 'Creating the conditions for integration'*, <http://www.runnymedetrust.org/uploads/IntegrationstrategybriefingNO%20ACTIONS.pdf>

more organisations with expertise in the fields of integration, race equality and migration had been properly consulted.

Whilst the strategy does outline the government's commitment to challenging extremism and intolerance, including steps to combat anti-Muslim hate crime, the strategy requires a wider approach to tackle the racism and discrimination facing all ethnic groups. NGOs are concerned that the government's integration strategy is being presented as a substitute to a race equality strategy, despite the fact that the document makes little reference to racism and race inequalities.<sup>5</sup>

In response to a Parliamentary Question Andrew Stunell, the Minister for Race Equality, stated:

'The Government are tackling race inequality through their single equality strategy, social mobility strategy, their integration policy and the major policies and programmes which are the responsibility of each Department.'<sup>6</sup>

The Minister for Race Equality has repeatedly stated that the integration strategy should not be viewed in isolation and claims that it complements other strategies such as the Social Mobility Strategy<sup>7</sup> and the Equality Strategy.<sup>8</sup> In March 2012 the Government also published a Social Justice strategy.<sup>9</sup> The Government seems to be of the view that taken together these strategies are sufficient and that it is therefore not necessary to produce a separate race equality strategy. However, these strategies do not contain concrete policies to tackle race inequalities specifically, rather they focus on tackling socio-economic inequalities more broadly, with little reference to how such policies will meet the specific needs of ethnic minorities.

Although it now seems clear that the Government will not be producing a race equality strategy, organisations working in race equality are still keen for the UK Government to show its commitment to tackling racial inequalities by publishing a cross-departmental race equality strategy including concrete policy proposals with clear, measurable outcomes.<sup>10</sup>

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<sup>5</sup> Runnymede Trust (2012) *Response to 'Creating the Conditions for Integration'*, <http://www.runnymedetrust.org/uploads/IntegrationstrategybriefingNO%20ACTIONS.pdf>

<sup>6</sup> Hansard (20 February 2012) <http://www.theyworkforyou.com/wrans/?id=2012-02-20d.94499.h&s=stunell+integration+strategy#g94499.r0>

<sup>7</sup> HM Government (2011) *Opening Doors, Breaking Barriers: a Strategy for Social Mobility*, [http://www.dpm.cabinetoffice.gov.uk/sites/default/files\\_dpm/resources/opening-doors-breaking-barriers.pdf](http://www.dpm.cabinetoffice.gov.uk/sites/default/files_dpm/resources/opening-doors-breaking-barriers.pdf)

<sup>8</sup> HM Government (2010) *The Equality Strategy, Building a Fairer Britain*, <http://www.homeoffice.gov.uk/publications/equalities/equality-strategy-publications/equality-strategy/equality-strategy?view=Binary>

<sup>9</sup> HM Government (2012) *Social Justice: Transforming Lives*, <http://www.dwp.gov.uk/docs/social-justice-transforming-lives.pdf>

<sup>10</sup> Runnymede Trust (2012) *Response to 'Creating the conditions for integration'*, <http://www.runnymedetrust.org/uploads/IntegrationstrategybriefingNO%20ACTIONS.pdf>

## **The UK Government's examination by the United Nations Committee on the Elimination of Racial Discrimination**

The Government's lack of a race equality strategy was also noted by the United Nations Committee on the Elimination of Racial Discrimination (CERD), which recommended that the Government develop a race equality strategy in consultation with BME organizations.<sup>11</sup>

The Concluding Observations published by CERD after the examination of the UK Government in September 2011, highlighted many other areas in which the UK Government needs to do more to address racial inequality. These included the disproportionate use of stop and search powers by the police, the persistent gap in employment and educational attainment experienced by some minority groups, the failure to regulate racist practices in the media, and the importance of accountability for race equality at a local level. CERD also called on the government to protect the gains made under the Equality Act and to ensure that the Equality and Human Rights Commission is able to carry out its crucial functions independently.<sup>12</sup>

Having their concerns recognised by the United Nations was a significant achievement for the group of race equality organisations which produced the NGO submission<sup>13</sup> to CERD. Many of the recommendations for Government action put forward by the NGOs were echoed in CERD's Concluding Observations.

## **Government action to dilute the Equality Act 2010**

In April 2011 the Government launched the Red Tape Challenge,<sup>14</sup> a website which invited members of the public to comment on statutory rules and regulations, including asking whether the Equality Act 2010<sup>15</sup> should be scrapped or retained. NGOs were very concerned that the Government was considering repealing the Act, and that discrimination protection has been frequently referred to as a 'burden on business'. The majority of respondents called for the Equality Act to be retained or even strengthened. The results of the Red Tape Challenge were announced in May 2012,<sup>16</sup> and whilst the Equality Act was retained, several changes were announced, including repealing the socio-economic duty, and delaying the implementation of the dual discrimination provisions in the Equality Act 2010.

In May 2012 the Government also launched consultations on the removal of provisions relating to employer liability for the harassment of an employee by

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<sup>11</sup> Committee on the Elimination of Racial Discrimination (2011) *Concluding observations: United Kingdom* <http://www2.ohchr.org/english/bodies/cerd/docs/CERD.C.GBR.CO.18-20.pdf>

<sup>12</sup> Committee on the Elimination of Racial Discrimination (2011) *Concluding observations: United Kingdom* <http://www2.ohchr.org/english/bodies/cerd/docs/CERD.C.GBR.CO.18-20.pdf>

<sup>13</sup> Runnymede Trust (2011) *Joint submission by UK NGOs Against Racism to the UN Committee on the Elimination of Racial Discrimination (CERD)*, <http://www.runnymedetrust.org/uploads/pdfs/UK%20NGOs%20Against%20Racism%20CERD%20Report.pdf>

<sup>14</sup> Red Tape Challenge <http://www.redtapechallenge.cabinetoffice.gov.uk/home/index/>

<sup>15</sup> Equality Act 2010, <http://www.legislation.gov.uk/ukpga/2010/15/contents>

<sup>16</sup> Home Office (15 May 2012) *Outcome of the Equalities red tape challenge and reform of the Equality and Human Rights Commission* <http://www.homeoffice.gov.uk/publications/about-us/parliamentary-business/written-ministerial-statement/red-tape-reform-ehrc/>

a third party and repealing the power of employment tribunals' 'wider recommendations' powers and the statutory questionnaire procedure by which individuals can obtain information where they think an employer or service provider has acted unlawfully towards them. Despite overwhelming opposition to these three proposals (for example 83% of people consulted disagreed that the statutory questionnaire procedure should be repealed) the Government is proceeding to repeal these provisions.

It was also announced that the Public Sector Equality Duty would be reviewed.<sup>17</sup> The terms of reference for the review of the Public Sector Equality Duty have recently been published.<sup>18</sup> The purpose of the review is to establish whether the public sector equality duty is operating as intended, and a report is to be presented to ministers by April 2013 including options and recommendations for changes or improvements in the way the duty operates. NGOs are concerned that the results of the review could be a significant dilution of the content and obligations which the duty imposes on public bodies in Great Britain. Taken all together, NGOs are concerned that the different ways in which the Government is using the Red Tape Challenge as rationale for amending or deleting provisions of the Equality Act could result in a real loss of equality rights in Great Britain.

### **The impact of the public spending cuts on ethnic minorities**

A significant concern for NGOs working in equality has been the Government's extensive cuts to public spending. In a context in which 'race' is relatively low on the political agenda, NGOs are concerned that the cuts will increase ethnic inequalities in the UK.

The Government's austerity measures have included cuts to welfare benefits, legal aid, to central and local government funding of NGOs - including many race equality NGOs, to a wide range of local authority services including services for pre-school children - to schools, youth services, services for older people, cuts to funding of advice services, and major reductions in the workforces engaged in providing these services. Given that BME communities are more likely to be employed in the public sector,<sup>19</sup> the cuts to the public sector workforce are likely to disproportionately affect these groups. This issue is explored in more detail in Section 6.1.

The full impact of the cuts remains to be seen. As yet there is no concrete data available on the impact of austerity policy on BME communities specifically, but anecdotal evidence suggests that they will be disproportionately affected. The fact that ethnic minorities are more likely to suffer from deprivation and poverty than their white counterparts is long documented. Given that the cuts will have the greatest impact on the poorest

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<sup>17</sup> Ibid.

<sup>18</sup> Home Office, *Terms of reference* <http://www.homeoffice.gov.uk/equalities/equality-act/equality-duty/equality-duty-review/terms-of-reference/>

<sup>19</sup> Runnymede (2012) Summary of forthcoming paper from Li, Yaojun, *Ethnicity and public sector employment during the current recession* [http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper\(2\).doc](http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper(2).doc)

and most disadvantaged groups in the country, minority ethnic groups will be adversely affected.

### **Welfare Reform Act 2012**

The Welfare Reform Act came into force in March 2012,<sup>20</sup> The Act introduces an annual cap on benefits and overhauls many payments within the welfare system, which has caused widespread concern among equality groups. The Act introduces Universal Credit which replaces income-related, work-based benefits with a single credit designed to improve work incentives. The introduction of Universal Credit has been welcomed in principle, but some aspects are of concern to organisations representing claimants. BME claimants are more likely to be affected by the increased conditionality for working-age claimants as they are disproportionately represented among workless households.<sup>21</sup> The changes are aimed at tackling unemployment by introducing tougher sanctions for people deemed able to look for work. However, given the current scarcity of jobs and poor prospects for growth during the recession, the concern is that the changes will not reduce benefit dependency for BME groups.<sup>22</sup>

The Welfare Reform Act also introduced changes to housing benefit which are likely to disproportionately impact ethnic minorities. For more detail on this please see section 6.3.

### **Nick Clegg's speech**

In November 2011, the UK's Deputy Prime Minister Nick Clegg gave a speech on race equality in the UK, in which he focused on economic inequalities between different ethnic groups.<sup>23</sup> For those working in race equality, the speech was of great significance as, at present, it is rare to have such a senior politician talking about tackling racial inequality in the UK. More details on the content of Clegg's speech, particularly in relation to the barriers preventing ethnic minorities from accessing business loans, are detailed in section 6.5. Clegg's speech also focused more broadly on race inequalities including poverty, access to education and the labour market, and the problem of racism in football.

### **The Equality and Human Rights Commission**

The Equality and Human Rights Commission (EHRC) is Great Britain's equality body. It has a statutory remit to promote equality and human rights across all equality strands including race. NGOs have questioned the Commission's independence from Government, and criticised its effectiveness in holding the Government to account. In spite of the Commission's limitations, NGOs have been very concerned about the

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<sup>20</sup>Welfare Reform Act 2012,

<http://www.dwp.gov.uk/policy/welfare-reform/legislation-and-key-documents/welfare-reform-act-2012/index.shtml>

<sup>21</sup> Race Equality Foundation (2011) *Better Health Briefing 18: Housing benefit and welfare reform: impact of the proposed changes on black and minority ethnic communities*

<http://www.better-housing.org.uk/sites/default/files/briefings/downloads/housing-brief18.pdf>

<sup>22</sup> Ibid.

<sup>23</sup> Deputy Prime Minister (2011) *Economic opportunity is the next frontier for race equality*  
<http://www.dpm.cabinetoffice.gov.uk/news/dpm-economic-opportunity-next-frontier-race-equality-scarman-lecture-transcript>

Government's plans to reform the EHRC. In March 2011 the Government launched a consultation on the future of the Commission as part of its review of public bodies.<sup>24</sup> It consulted on proposals which included substantial amendments to the statutory role and remit of EHRC, as well as significant cuts to its budget. NGOs expressed concern that implementing these proposals would undermine the statutory remit of the EHRC and reduce the ability of the EHRC to promote race equality. They stressed the importance of the EHRC retaining its existing duties and powers.<sup>25</sup>

The Government has since published the conclusions of its consultation,<sup>26</sup> outlining some substantial changes to the powers and duties of the EHRC, which are being taken forward in the Enterprise and Regulatory Reform Bill currently before Parliament. These include both legislative measures which amend the Equality Act 2006 and limit the remit of the EHRC, and non-legislative measures including stopping the funding for the EHRC's helpline and grants programme, as well as improving its financial and operational performance. NGOs remain concerned that these changes will severely restrict the ability of the EHRC to effectively tackle racism.

## Key events

### The August 2011 riots

In August 2011 civil unrest broke out in many cities across England. The disturbances were characterised by widespread rioting, looting and arson where thousands of members of the public took to the streets. The riots broke out in Tottenham, London after a protest following the death of Mark Duggan, a local man from the area who was shot dead by police on 4 August 2011. This event is widely seen to be the spark that ignited the disturbances across London and spread to various cities across England. Five people were killed during the riots, and the claims for loss and damage total hundreds of thousands of pounds.

The causes of the riots were the subject of much heated debate. The role played by race in the events is controversial, but what seems clear is that, whilst people from all ethnic backgrounds took part in the riots, patterns of racial inequality in conjunction with rising levels of frustration and political disenfranchisement in certain communities are intrinsic to understanding the reasons behind the outbreak of civil unrest.<sup>27</sup>

For many ethnic minorities, the death of Mark Duggan at the hands of the police and the subsequent miscommunication with the family of the victim

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<sup>24</sup>Home Office (21 March 2011) *Major reforms to Equality and Human Rights Commission* <http://www.homeoffice.gov.uk/media-centre/news/ehrc-reform>

<sup>25</sup>Runnymede Trust (2011) *Joint submission by UK NGOs Against Racism to the UN Committee on the Elimination of Racial Discrimination (CERD)*, <http://www.runnymedetrust.org/uploads/pdfs/UK%20NGOs%20Against%20Racism%20CERD%20Report.pdf>

<sup>26</sup>Home Office (2011) *Building a Fairer Britain: Reform of the Equality and Human Rights Commission, response to the consultation* <http://www.homeoffice.gov.uk/publications/equalities/government-equality/EHRC-consultation-response?view=Binary>

<sup>27</sup>Runnymede Trust (2011) *Race and the Riots of August 2011*, <http://www.runnymedetrust.org/publications/174/32.html>

were a significant trigger for the riots, reviving memories of previous instances in which the police have failed to respond adequately to the needs of ethnic minority communities. Research conducted in the months after the riots found that strained relationships between the police and ethnic minorities, due in part to the disproportionate use of police stop and search powers in these communities, was a significant factor in the outbreak of the riots.<sup>28</sup>

Ethnic minorities are over-represented in a range of indicators of poverty and inequality. Many have argued that the civil unrest exposed the symptoms of these growing inequalities. Research also found that other causes of the riots included frustrations relating to high levels of unemployment and a lack of activities for young people. It revealed that groups with little stake in their communities, most notably members of the African Caribbean but also other young politically disenfranchised groups, were more likely to direct their anger towards their own neighbourhoods.<sup>29</sup>

Events preceding, during and after the riots also demonstrate an urgent need for the police to build trust and confidence in ethnic minority communities. In the aftermath of the riots, NGOs have called for the Government to address the shortage of training and employment opportunities for young people, and improve meaningful political participation of young people from marginalised communities.

### **The eviction of the traveller site at Dale Farm**

In autumn 2011 a mass eviction took place at Dale Farm, the UK's largest travellers' site.<sup>30</sup> This controversial event came after a decade-long planning row over the settlement. It caused outrage amongst human rights campaigners and generated extensive media coverage both in the UK and internationally. The £7million eviction of the Dale Farm Travellers site resulted in approximately 200-400 men, women and children being made homeless, in most cases without access to mains electricity, running water and sanitation. Basildon Council and the UK Government proceeded with the eviction despite calls to find a peaceful and sustainable solution from human rights organisations, prominent UK politicians, the Council of Europe and the United Nations. Indeed in the months preceding the eviction the United Nations Committee on the Elimination of Racial Discrimination called for the eviction to be delayed until 'alternative culturally appropriate accommodation' was identified.<sup>31</sup>

Yet the eviction proceeded nonetheless. Many of the travellers had nowhere else to go, and so moved up the road just outside the Dale Farm site. Months after the eviction, little has changed for the evicted Traveller families, who in the summer of 2012 were issued with further eviction notices from Basildon Council to move off the entrance road to Dale Farm. Meanwhile, concern has

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<sup>28</sup> Ibid

<sup>29</sup> Ibid

<sup>30</sup> The Guardian (2011) *Dale Farm Evictions: The Complete Timeline* <http://www.guardian.co.uk/uk/2011/oct/19/dale-farm-evictions-complete-timeline?INTCMP=ILCNETTXT3487>

<sup>31</sup> Committee on the Elimination of Racial Discrimination (2011) *Concluding Observations: United Kingdom* <http://www2.ohchr.org/english/bodies/cerd/docs/CERD.C.GBR.CO.18-20.pdf>



been expressed by the British Red Cross regarding the health of Travellers on the site as a result of the major excavation works carried out by the Council.

### **The conviction of Stephen Lawrence's murderers**

On 3rd January 2012, after more than 18 years, two of Stephen Lawrence's killers were convicted for his murder.<sup>32</sup> The case of Stephen Lawrence, the 18 year old student who was stabbed to death in London in 1993, has been one of the most notorious unsolved murders in Britain, and the inquiry into his death led to the Metropolitan being declared institutionally racist in 1999. During the trial into his death, the jury heard of new forensic evidence that found Stephen's DNA on the defendants' clothes, linking Gary Dobson and David Norris directly to the murder. At the end of the six-week trial, Dobson and Norris both were found guilty of murder and received life sentences of 15 years and 14 years respectively.

The aftermath of the successful prosecutions of two of the killers generated ongoing discussions about the nature of racism in Britain. Some argued that racism is no longer a serious concern, that policing has improved and now that justice has been done, we have come to the end of the journey. Other commentators saw this moment as a stark reminder that the need to combat racism remains as urgent as ever.

### **Racism in sport**

One of the most prominent debates on racism in the UK this year has been centred on the world of sport, especially in relation to football. In late 2011 separate incidents involving two leading football clubs brought the discussion of racism in football into the spotlight.<sup>33</sup> The incidents involved Luis Suarez of Liverpool Football Club<sup>34</sup> and John Terry of Chelsea Football Club<sup>35</sup> who were both found guilty of racially abusing other players during matches.

There has also been an increase in racist expression on social networking sites, especially Twitter, and several players have been victims of online racist abuse.<sup>36,37</sup> One player has now left Twitter due to these instances<sup>38</sup> and other cases have led to criminal charges<sup>39</sup> and custodial sentences.<sup>40</sup>

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<sup>32</sup> BBC (2012) *Stephen Lawrence: Gary Dobson and David Norris get life*  
<http://www.bbc.co.uk/news/uk-16403655>

<sup>33</sup> The Telegraph shows how prominent the debate has been in comparison to previous years  
<http://www.telegraph.co.uk/news/interactive-graphics/graphic-of-the-day/8896997/Graphic-Why-Sepp-Blatter-is-wrong.html>

<sup>34</sup> BBC (2011) *The FA will look into claims Luis Suarez racially abused Patrice Evra*  
<http://www.bbc.co.uk/sport/0/football/15324927>

<sup>35</sup> The Guardian (1 November 2011) *Police launch investigation into John Terry-Anton Ferdinand incident* <http://www.guardian.co.uk/football/2011/nov/01/police-john-terry-anton-ferdinand>

<sup>36</sup> The Guardian *Stan Collymore highlights racist abuse towards Patrice Evra on Twitter*  
<http://www.guardian.co.uk/football/2011/dec/23/stan-collymore-patrice-evra-racism>

<sup>37</sup> The Guardian (8 January 2012), *Man charged with 'racially abusing' Stan Collymore on Twitter*  
<http://www.guardian.co.uk/football/2012/jan/08/man-charged-stan-collymore-twitter>

<sup>38</sup> The Guardian (11 February 2012) *Micah Richards quits Twitter after three months of sustained racist abuse* <http://www.guardian.co.uk/technology/2012/feb/11/micah-richards-quits-twitter-racism>

<sup>39</sup> The Guardian (8 January 2012) *Man charged with 'racially abusing' Stan Collymore on Twitter*  
<http://www.guardian.co.uk/football/2012/jan/08/man-charged-stan-collymore-twitter>

<sup>40</sup> The Guardian (27 March 2012) *Student jailed for racist Fabrice Muamba tweets*,  
<http://www.guardian.co.uk/uk/2012/mar/27/student-jailed-fabrice-muamba-tweets>

In January 2012 it was announced a Committee of MPs was to hold an inquiry<sup>41</sup> into racism in sport, following the spate of racist incidents involving top footballers.<sup>42</sup> In response to the increased profile of racism in football, Prime Minister Cameron responded by saying 'We will not tolerate racism in Britain. It has absolutely no place in our society. And where it exists, we will kick it out,'<sup>43</sup> and calling a summit on racism in football.<sup>44</sup>

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<sup>41</sup> Parliament (2012) *Racism in Football* <http://www.parliament.uk/business/committees/committees-a-z/commons-select/culture-media-and-sport-committee/inquiries/parliament-2010/racism-in-football/>

<sup>42</sup> The Guardian (10 January 2012) *MPs to hold inquiry into racism in sport following Luis Suárez, case* <http://www.guardian.co.uk/football/2012/jan/10/mps-inquiry-racism-sport-suarez>

<sup>43</sup> The Guardian (12 February 2012) *David Cameron calls football racism summit* <http://www.guardian.co.uk/football/2012/feb/12/football-racism-summit-david-cameron>

<sup>44</sup> House of Commons' Culture, Media and Sport Select Committee inquiry into racism in football <http://www.parliament.uk/business/committees/committees-a-z/commons-select/culture-media-and-sport-committee/inquiries/parliament-2010/racism-in-football/>

## 5. Special focus on Muslim communities

### Demographics

Figures from the 2001 Census (the most recent data available) show there were 1.6 million Muslims in the UK. More recent estimates suggest that the Muslim population had increased to over 2.5 million by 2010, which is equivalent to 4.6% of the population, and that by 2030 the Muslim population will have reached 5.5 million.<sup>45,46</sup> In terms of religious affiliation in the UK, figures from the 2001 census show that a large majority (71.6%) of people were affiliated to Christianity, and of the minority religions 2.7% identified as Muslim, 1% Hindu, 0.6% Sikh, 0.5% Jewish, 0.3, Buddhist and 0.3% 'any other religion'.<sup>47</sup> The UK has the third largest Muslim population in Europe (behind Germany and France), and the ninth largest in percentage terms.<sup>48</sup> According to a government website, half of all Muslims in the UK are under the age of 25 and so have the youngest age profile of any religious group in Britain.<sup>49</sup> The majority of Muslims in the UK are members of the Pakistani and Bangladeshi community.

There is less data available on religion than for ethnicity, gender or age. The main official source of data on religion and belief is the national census from 2001, which is the most recent census data available. Data from the 2011 census on religion/belief (and ethnic group) will be released between November 2012 and February 2013.<sup>50</sup>

### Discrimination against Muslims

A report on religious discrimination in Britain states that there is a sizeable body of evidence which demonstrates that 'Muslims report and experience discrimination of a greater frequency and seriousness than other religious groups'.<sup>51</sup> Discrimination against Muslims has been noted since the 1990s, and concerns about 'Islamophobia' were significant enough to bring together an influential commission that published the first report on this topic in 1997, identifying 'closed views' on Islam as a rising challenge.<sup>52</sup> The terrorist attacks of 9/11 and then on 7/7 in London in 2005 served to fuel anti-Muslim sentiment in the UK.

<sup>45</sup> Field, Clive (21 September 2010) *How many Muslims?* <http://www.brin.ac.uk/news/2010/how-many-muslims/>

<sup>46</sup> Open Society Foundations (2012) *Muslims in London* <http://www.soros.org/sites/default/files/muslims-in-london-20120715.pdf>

<sup>47</sup> <http://www.communities.gov.uk/newsroom/factsandfigures/communitiesfire1/facts/communitycohesion/?id=1675624#question>

<sup>48</sup> Field, Clive (21 September 2010) *How many Muslims?* <http://www.brin.ac.uk/news/2010/how-many-muslims/>

<sup>49</sup> British Embassy Tunis (2009) *Muslim Life in Britain* <http://ukintunisia.fco.gov.uk/en/visiting-uk/about-uk/people-politics/multicultural-britain/muslims-in-britain/communities>

<sup>50</sup> Office for National Statistics (2012) *Second release of 2011 Census statistics* <http://www.ons.gov.uk/ons/guide-method/census/2011/census-data/2011-census-prospectus/release-plans-for-2011-census-statistics/second-release-of-2011-census-statistics/index.html>

<sup>51</sup> EHRC (2011) *Religious discrimination in Britain: a review of research evidence, 2000-10*, [http://www.equalityhumanrights.com/uploaded\\_files/research/research\\_report\\_73\\_religious\\_discrimination.pdf](http://www.equalityhumanrights.com/uploaded_files/research/research_report_73_religious_discrimination.pdf)

<sup>52</sup> Commission on British Muslims and Islamophobia (1997) *Islamophobia: A Challenge for us All*. London: the Runnymede Trust

Opinion polls and surveys undertaken throughout the last decade demonstrate that the British non-Muslim perceptions of British Muslims have worsened over time. One report on Muslims and the media states: 'Currently, a clear majority of the general British population views Muslims in the UK with suspicion and hostility, associates them with terrorism, extremism and sexism, and sees them as a homogenous mass inherently opposed to British values and national identity.'<sup>53</sup> A study on the political behaviour of ethnic minorities has in fact found that in general Muslims do not show any lack of commitment to Britain or any greater enthusiasm for extremist politics.<sup>54</sup>

In 2011 Baroness Warsi, the first Muslim woman to serve as a Cabinet Minister, made a speech in which she claimed that Islamophobia was seen as normal and had become socially acceptable. She argued that prejudice against Muslims did not attract the social stigma attached to prejudice against other religious and ethnic groups.<sup>55</sup>

Britain is arguably more relaxed about Muslim clothing than some other European countries, and there is no ban on Muslim women wearing veils in the UK. Research has highlighted that 'visible religious difference' is a particularly significant factor in vulnerability to religious discrimination, especially in relation to Muslim women and clothing, and also in relation to physical attacks on Muslims and others perceived to be Muslims due to their clothing. This issue became a serious concern following the 9/11 events.<sup>56</sup>

### **Legislation against religious discrimination**

'Religion or belief' is one of eight 'protected characteristics' in the Equality Act 2010,<sup>57</sup> which is the main piece of legislation dealing with religion/belief. The Equality Act includes protection from discrimination on grounds of religion or belief in employment, further and higher education, and access to goods and services. However, harassment related to religion or belief is only prohibited in the areas of employment and further and higher education.

### **Outcomes**

On average the Muslim community has a lower socio-economic status than that of the majority population. The vast majority of Bangladeshi and Pakistani people in the UK are Muslim, and both groups have the high rates of income poverty – 65% and 55% respectively in 2007. Official figures from that year also show that over half of Bangladeshi and Pakistani children live in poverty, compared to a fifth of children overall.<sup>58</sup>

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<sup>53</sup> Ahmed, Nafeez Mosaddeq (2012) *Race and religion: Islam and Muslims in the British media*, <http://www.unitascommunications.com/wp-content/uploads/2012/07/race-and-reform.pdf>

<sup>54</sup> Runnymede (2012) *Ethnic minority British election study – key findings* <http://www.runnymedetrust.org/uploads/EMBEsbriefingFINALx.pdf>

<sup>55</sup> BBC (20 January 2011) *Baroness Warsi says Muslim prejudice seen as normal* <http://www.bbc.co.uk/news/uk-politics-12235237>

<sup>56</sup> EHRC (2011) *Religious discrimination in Britain: a review of research evidence, 2000-10*, [http://www.equalityhumanrights.com/uploaded\\_files/research/research\\_report\\_73\\_religious\\_discrimination.pdf](http://www.equalityhumanrights.com/uploaded_files/research/research_report_73_religious_discrimination.pdf)

<sup>57</sup> Equality Act 2010, <http://www.legislation.gov.uk/ukpga/2010/15/contents>

<sup>58</sup> Department for Work and Pensions (2009) *Ethnicity and child poverty* <http://research.dwp.gov.uk/asd/asd5/rports2009-2010/rrep576.pdf>

The situation of Muslim communities in relation to specific policy areas is discussed in the relevant sections elsewhere in the report. While recent data, disaggregated by religion is not always available, certain trends are evident and will be discussed in the following chapters. Findings relating to the Muslim community may be summarised as follows: Muslims have the lowest employment rates of all religious minorities, especially Muslim women. There is no data on educational achievement by religion/belief. Muslims experience poorer health outcomes than the general population. Muslims are disproportionately targeted under police stop and search powers and counter-terrorism measures. Despite a lack of comprehensive data of Muslims as victims of hate crime, there are concerns that Islamophobic attacks are on the rise. Coverage of Muslims in the media is a particular concern, as anti-Muslim media reporting is unfortunately very common-place.

### **Study on Muslims in a local area**

The Open Society Foundation has conducted research into Muslim communities living in the borough of Waltham Forest in London as part of its *At Home in Europe* series of reports on Muslims in EU Cities. The study *Muslims in London*<sup>59</sup> found that over 70 per cent of both Muslims and non-Muslims groups believed there was a lot or a fair amount of racial discrimination in the country. Perceptions of religious discrimination were felt by 86 per cent of Muslims respondents to be a lot or a fair amount compared with only 21 per cent of non-Muslims. Of those who considered that religious discrimination was high, 45 per cent reported having experienced this at least some of the time. The data indicates that both Muslims and non-Muslims have experienced discrimination based on race and colour at some time: just over 30 per cent of Muslims and 27 per cent of non-Muslims.<sup>60</sup>

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<sup>59</sup> See the Open Society Foundation report on Muslims in London for other interesting findings of Muslims' experiences of belonging, education, employment and housing, health, policing, participation and the media. The data is based on a sample of people from a particular borough in London so presents a local rather than national picture. <http://www.soros.org/sites/default/files/muslims-in-london-20120715.pdf>

<sup>60</sup> Open Society Foundations (2012) *Muslims in London*, <http://www.soros.org/sites/default/files/muslims-in-london-20120715.pdf>

## 6. Access and full participation in all collective areas of society

Whilst the picture varies across different ethnic groups, the data presented in the following sections demonstrate that ethnic minorities in the UK have significantly poorer outcomes than the rest of the population in key areas such as employment, education, housing and health, as well as being over-represented in the criminal justice system. The impact of prejudice in the media of ethnic and religious minorities in the UK is also a significant concern.

### 6.1 Racism and related discrimination in employment

#### 6.1.1 Manifestations of racism and related discrimination in employment

##### Unemployment rates

Most minority ethnic groups, with the exception of Indian and Chinese men, and Eastern Europeans, have higher unemployment rates than the White British population. Black Caribbean and African groups are 2-3 times as likely to be unemployed than white people.<sup>61</sup> The Labour Force Survey publishes regular statistics on the labour market status of the population, disaggregated by ethnicity, showing that there are significant differentials remain in the unemployment rates between ethnic minorities and the national average.<sup>62</sup> For those aged above 16, the unemployment rates by ethnicity for the period January to March 2012 are as follows: The ethnic group with the highest unemployment rate is Black African and Black Caribbean, of whom 18.4% are unemployed. The group with the next highest unemployment rate are Pakistanis (18%), followed by the mixed race group (14.5%), Bangladeshi (12.9%), Chinese (10.2%) and Indian (9.8%). The group with the lowest unemployment rates is White people, at 7.5%.<sup>63</sup>

Some minority ethnic women experience high rates of economic inactivity: 66% of Pakistani and Bangladeshi women are economically inactive compared to 31% of Black African and 25% of White British women. The highest rates for unemployment among women are found among those of Black African heritage.<sup>64</sup>

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<sup>61</sup> Runnymede (2012) Summary of forthcoming paper from Li, Yaojun, *Ethnicity and public sector employment during the current recession*

[http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper\(2\).doc](http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper(2).doc)

<sup>62</sup> Black Training and Enterprise Group (2011) *Challenges for BAME employment and enterprise in the new policy context*, <http://www.bteg.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Employment-Briefing-October-2011/Download.html>

<sup>63</sup> Office for National Statistics (2012) *Labour market status by ethnic group*, <http://www.ons.gov.uk/ons/search/index.html?nscl=Labour+Market&pubdateRangeType=allDates&sortBy=pubdate&sortDirection=DESCENDING&newquery=ethnicity&pageSize=50&applyFilters=true>

<sup>64</sup> Runnymede (2012) Summary of forthcoming paper from Li, Yaojun, *Ethnicity and public sector employment during the current recession*  
[http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper\(2\).doc](http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper(2).doc)

In March 2012, new figures published by the Office for National Statistics showed that over half of the UK's young black males were unemployed, a story which received much press attention.<sup>65</sup> The figures showed that 55.9% of economically active black men aged 16-24 were unemployed. The figure for young black people overall was 44.4% and 26.7% for young Asian people, compared to 20.8% for young white people. The figures prompted statements that the recession has hit young black people disproportionately hard.<sup>66</sup>

Ethnic minorities tend to have lower than average self-employment rates, except for Pakistani people, who have very high rates of self-employment.<sup>67</sup>

The most recent analyses of Muslim unemployment are based on statistics from the Labour Force Survey 2006-2008. Whilst these data are out of date, they show that Muslims had the lowest employment rates compared with those from any other religious group in the UK in this period. The highest full-time employment rates for both men and women were for Christians, Hindus, and those saying they had no religious affiliation. Only 47% of Muslim men and 24% of Muslim women were employed, and 9% of Muslim men were unemployed, compared to the then national average of 5%.<sup>68</sup> Research suggests that despite their high levels of education and desire to work, British Muslim women continue to fare poorly in the labour market.<sup>69</sup> Muslim women have the highest unemployment rate as well as the highest inactivity rate of all religious groups. Higher than average unemployment rates have also been reported for young Muslims under the age of 30 in particular.<sup>70</sup> The low labour market participation of Muslims corresponds to a similar picture among Bangladeshi and Pakistani ethnic groups.

### **Other employment trends**

There are a variety of explanations for the employment gap between ethnic minorities and the national average. Evidence suggests there is a combination of reasons why unemployment rates are high amongst certain ethnic groups: lower educational attainment, attending less prestigious universities, living in areas of high unemployment, migration and sector clustering. Research also suggests that racial discrimination from employers during recruitment is a significant problem in the UK, particularly in the private sector.<sup>71</sup> A study by the Department for Work and Pensions revealed that those with typically African or Asian surnames need to send approximately twice as many job

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<sup>65</sup> The Guardian (19 March 2012) *Half of UK's young black males are unemployed*, <http://www.guardian.co.uk/society/2012/mar/09/half-uk-young-black-men-unemployed>

<sup>66</sup> Ibid.

<sup>67</sup> Black Training and Enterprise Group (2011) *Race equality in employment briefing – Issue 3*, <http://www.btegroup.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Race-Equality-in-Employment-Briefing-September-2011/Download.html>

<sup>68</sup> National Equality Panel (2010) *An anatomy of economic inequality in the UK*, <http://eprints.lse.ac.uk/28344/1/CASEREport60.pdf>

<sup>69</sup> EHRC (2010) *Chapter 11 of Triennial review: employment* [http://www.equalityhumanrights.com/uploaded\\_files/triennial\\_review/how\\_fair\\_is\\_britain\\_ch11.pdf](http://www.equalityhumanrights.com/uploaded_files/triennial_review/how_fair_is_britain_ch11.pdf)

<sup>70</sup> Blanchflower D (11 February 2010) "The lost Muslim Generation" *The New Statesman* <http://www.newstatesman.com/economy/2010/02/young-muslims-rate-labour>

<sup>71</sup> Black Training and Enterprise Group (2011) *Race equality in employment briefing – issue 2* <http://www.btegroup.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Employment-Briefing-July-2011/Download.html>

applications as those with a traditionally English name even to be called to interview.<sup>72</sup>

The government's Citizenship Survey asked participants whether they had been refused a job or promotion on the grounds of religion or belief. Muslims were more likely to perceive discrimination, with 5% believing they had been discriminated against in terms of job refusal, compared with 1% of people overall. Muslims were also more likely to believe they were refused promotion/progression on the grounds of religion or belief, at 4% compared with 3% of people overall.<sup>73</sup>

In terms of unemployment benefit, ethnic minorities are over-represented amongst Job Seekers Allowance (JSA) claimants. In May 2011, 19% of JSA claimants in England were from a BME background. The Annual Population Survey data show that 13% of working age people in England are BME.<sup>74</sup>

Evidence comparing rates of pay between people in similar jobs but from different ethno-religious groups reveals that 'Pakistani and Bangladeshi Muslim men and Black African Christian men were predicted to earn between 13 and 21 per cent less than White British Christian men with the same characteristics'.<sup>75</sup>

### **The impact of the recession on BME unemployment**

Research has shown that when the economic situation begins to improve after a recession, historically, it has taken longer for the impact to be felt among Black groups, and unemployment has remained higher for this group for a longer period of time.<sup>76</sup> There is a concern that this will be the case for the current recession. A paper looking at how the recession has affected the employment of ethnic minorities found that employment among ethnic minorities decreased from 2008-2011, and that the gap between the employment rates of BME and white communities has widened during the recession, particularly for Black African men.<sup>77</sup>

The government's unprecedented cuts to public spending are having a significant impact on the public sector workforce. In the UK, some of the most disadvantaged groups work in the public sector, so the government's austerity policies are likely to worsen the employment situation for these groups. Black African and Black Caribbean people in particular rely heavily on public-sector

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<sup>72</sup> Department for Work and Pensions (2011) *A test for racial discrimination in recruitment practices in British cities* <http://research.dwp.gov.uk/asd/asd5/rports2009-2010/rrep607.pdf>

<sup>73</sup> EHRC (2011) *Religious discrimination in Britain: a review of research evidence, 2000-10*, [http://www.equalityhumanrights.com/uploaded\\_files/research/research\\_report\\_73\\_religious\\_discrimination.pdf](http://www.equalityhumanrights.com/uploaded_files/research/research_report_73_religious_discrimination.pdf)

<sup>74</sup> Black Training and Enterprise Group (2011) *Challenges for BME employment and enterprise in the new policy context* <http://www.bteg.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Employment-Briefing-July-2011/Download.html>

<sup>75</sup> National Equality Panel (2010) *An anatomy of economic inequality in the UK*, <http://eprints.lse.ac.uk/28344/1/CASEREport60.pdf>

<sup>76</sup> Runnymede (2012) Summary of forthcoming paper from Li, Yaojun, *Ethnicity and public sector employment during the current recession* [http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper\(2\).doc](http://www.runnymedetrust.org/uploads/summary%20of%20cuts%20paper(2).doc)

<sup>77</sup> Ibid.



employment, as do women.<sup>78</sup> Therefore government cuts to the public sector workforce will have a disproportionate impact on these groups.

### **Current government policy on employment**

In November 2011 the Deputy Prime Minister Nick Clegg gave a speech<sup>79</sup> in which he announced an inquiry into fair access to business finance, which it is hoped could move more ethnic minorities into self-employment. However, the government has suggested that it does not want to introduce tailored policies to tackle ethnic inequalities in employment. For example, in response to a written parliamentary question from the MP Kate Green asking whether the government plans to introduce policies to tackle youth unemployment, the then Employment Minister Chris Grayling MP stated that the government's approach provides 'flexible, tailored support to all eligible unemployed job seekers according to their needs, irrespective of ethnicity'.<sup>80</sup>

This is consistent with the Government's colour-blind approach of failing to explain how mainstream as opposed to tailored policies will reduce ethnic inequalities. NGOs are concerned that mainstream policies will not address the specific underlying issues, such as discrimination and low educational attainment, which are driving these persistent inequalities in employment.

### **6.1.2 Positive initiatives**

The Equality Act<sup>81</sup> allows private and public sector bodies to take positive action to overcome disadvantage, exclusion or discrimination experienced by certain vulnerable groups, including specific ethnic minorities. The positive action provisions are permissive and never mandatory. Under section 158 of the Act, an employer can take any action if the aim is to enable members of the target group to overcome or minimise disadvantage, to increase participation or to meet their different needs, provided that the action is a proportionate means of meeting such an aim.

Under section 159 an employer in recruitment or promotion can give more favourable treatment to a member of a disadvantaged or under-represented group, for example by recruiting a person from a minority ethnic community rather than a white person, but only if that person is as qualified to be recruited or promoted as the white person. A number of additional conditions must also be met.

The government's Work Programme<sup>82</sup> aims to help move people off welfare benefits and into employment, by providing support for claimants who need more help in their job-seeking. However it is unclear whether this programme

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<sup>78</sup> Ibid.

<sup>79</sup> Deputy Prime Minister (24 November 2011) *Economic opportunity in the next frontier for race equality* <http://www.dpm.cabinetoffice.gov.uk/news/dpm-economic-opportunity-next-frontier-race-equality-scarman-lecture-transcript>

<sup>80</sup> Hansard (22 February 2012) <http://www.theyworkforyou.com/wrans/?id=2012-02-22b.95070.h&s=kate+green#g95070.q0>

<sup>81</sup> Equality Act 2010, <http://www.legislation.gov.uk/ukpga/2010/15/contents>

<sup>82</sup> Department for Work and Pensions, *The Work Programme* <http://www.dwp.gov.uk/policy/welfare-reform/the-work-programme/>

will have a positive impact on ethnic minorities. NGOs have recommended that the government publish their monitoring data in order to assess how many people from ethnic minority backgrounds succeed in finding employment after going through the Work Programme.

The Prime Minister David Cameron proposed a mentoring scheme for black entrepreneurs before the 2010 election,<sup>83</sup> but this has never made it into his government's policy. London's Mayor Boris Johnson also promised 1000 mentors for young Black men, an outcome which has yet to be delivered.

Research by the Black Training and Enterprise Group has shown that ethnic minorities are substantially under-represented in apprenticeships.<sup>84</sup> While measures are in place to facilitate more equal access to apprenticeships, the extent to which these will benefit ethnic minorities is unclear. The National Apprenticeship Service co-ordinates the delivery of Apprenticeships throughout England, and aims to increasing the number of Apprenticeship opportunities by providing a service for employers and learners.<sup>85</sup> NGOs support the work of the National Apprenticeship Service in setting up diversity pilots around the country to increase the number of ethnic minorities in apprenticeships, and look forward to hearing them report back on the results of this pilot. NGOs would also like to see the government monitor how many apprentices from BME backgrounds move into full time work after their apprenticeships end.

Unionlearn,<sup>86</sup> which works to assist unions in the delivery of learning opportunities for their members, has put forward proposals which the government should consider. Unionlearn have suggested a number of ways in which the public sector could use procurement policy to encourage private sector employers to take on apprentices from BME backgrounds, by requiring suppliers to recruit a balanced intake of apprentices as a contractual requirement.

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<sup>83</sup>The Guardian (17 March 2010) *We'll change black Britain*  
<http://www.guardian.co.uk/commentisfree/2010/mar/17/black-britain-unemployment-conservatives>

<sup>84</sup> Black Training and Enterprise Group (2010) *An equality race for skills and jobs?*  
<http://www.bteg.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Policy-Briefing-Paper-An-Equal-Race-for-Skills-and-Jobs-2010/Download.html>

<sup>85</sup> National apprenticeship service <http://www.apprenticeships.org.uk/About-Us/National-Apprenticeship-Service.aspx>

<sup>86</sup> Unionlearn <http://www.unionlearn.org.uk/?backhome>

## 6.2 Racism and related discrimination in education

### Educational achievement at age 16

Educational achievement varies considerably between different ethnic groups. Some minority ethnic groups are falling behind, and others are achieving above the national average. In England at Key Stage 4 (age 16) the percentage of White British pupils achieving 5 A\*-C grades is 58%. The lowest achieving groups are Irish Travellers and those from Gypsy/Roma pupils, with 17.5% and 10.8% of these groups achieving 5 A\*-C grade GCSEs respectively.

Among larger minority ethnic communities, the lowest achieving groups are Black Caribbean, Pakistani, and Black African pupils. These groups achieved 48.6%, 52.6% and 57.9% A\*-C grades respectively. The attainment gaps between many minority ethnic groups and White British pupils have significantly narrowed over recent years, largely due to the previous government's education policies. The highest attaining ethnic groups are Chinese, Indian and Bangladeshi pupils, of whom 78.5%, 74.4% and 59.7% achieved 5 A\*-C grades respectively.<sup>87</sup> This is a particularly striking improvement for Bangladeshi pupils, whose attainment levels were previously far below the national average.

It is difficult to disentangle religion from ethnicity in explaining differences in educational attainment. Due to the lack of data on the role of religion or belief in the field of education, the educational achievement of Muslims cannot be commented upon here. However, a survey of religious organisations found that, Muslim, Sikh and Hindu organisations were more likely than Christian, Jewish, Buddhist or Baha'i to report 'unfair treatment' of children within that faith in all levels aspects of education, including treatment from school teachers, pupils, school policy, the curriculum, dress, and timetabling.<sup>88</sup>

### School exclusions

As in previous years, the rates of exclusions from school are worryingly high for Black Caribbean pupils, for which the rate of permanent exclusions is 0.34% of the school population. Black Caribbean pupils are nearly 4 times more likely to be permanently excluded than the school population as a whole. In fact exclusion rates are higher for Travellers of Irish heritage (0.47%), but due to under-reporting and the small numbers in this ethnic group, the data must be interpreted with caution. The same applies for Gypsy/Roma children which have the third highest exclusion rate at 0.33% of the school population.<sup>89</sup>

<sup>87</sup> Department for Education(2012) *GCSE and Equivalent Attainment by Pupil Characteristics in England, 2010/11* (London: DfE, 2012)

<http://www.education.gov.uk/rsgateway/DB/SFR/s001057/index.shtml>

<sup>88</sup> Home Office (2011) *Religious discrimination in England and Wales*  
<http://library.npia.police.uk/docs/hors/hors220.pdf>

<sup>89</sup> Department for Education (2011) *Statistical first release: Permanent and fixed period exclusions from schools and exclusion appeals in England 2009/2010* (London: DfE, 2011)  
<http://www.education.gov.uk/rsgateway/DB/SFR/s001016/sfr17-2011.pdf>

In March 2012 the Children's Commissioner<sup>90</sup> published the report of their Schools Exclusions Inquiry, which contained this alarming statistic: a male pupil of Black Caribbean background, with Special Education Needs, living in a low-income household and receiving free school meals is 168 times more likely to be permanently excluded from school before the age of 16 than a female White British pupil who lives in a more affluent household. These differences in exclusion rates are concerning, especially as they have been well known for many years without any specific policies being put in place to address them.

### **Attainment at university**

18.1% of students were BME in 2009/2010. A greater proportion of white students achieved a first class honours degree than any other ethnicity. The difference between the proportion of white qualifiers who obtained a first class or upper second class honours and that of BME qualifiers (the attainment gap) increased from 17.2% in 2003/04 to a peak of 18.8% in 2005/06 and is now at 18.6% in 2009/10. The attainment gap is highest between white and black students, where the difference was 29.8% in 2009/10.<sup>91</sup>

### **After university**

54.7% of white graduates were in full-time paid work (including self-employed) six months after leaving education, compared with 44.4% of BME graduates. A higher proportion of BME graduates (15.6%), particularly Chinese graduates (19.6%), were in further study than white graduates (12.6%). BME graduates (12.6%), particularly Chinese (14.7%) and black (14.3%) graduates, were more likely to be assumed to be unemployed than white graduates (6.2%).<sup>92</sup>

### **Diversity in the curriculum**

The National Curriculum in both primary and secondary schools in England is currently under review by the Department for Education.<sup>93</sup> The new National Curriculum will give schools and teachers greater freedom to teach a curriculum which they feel best meets the needs of their pupils. Race equality organisations are concerned that if schools and teachers are not actually required to explore equality and diversity through inclusive teaching materials, teachers, particularly those in mainly white and less diverse schools, may decide it is not necessary to discuss such issues.

While teachers are free to bring in diversity issues into any subject area, there are currently two main opportunities for schools to engage with themes relating to diversity, racism etc. One is the statutory citizenship curriculum, which aims to equip young people with the knowledge and skills to play active roles in their schools, communities and wider societies, and to help them understand their rights and responsibilities. Because 'citizenship addresses

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<sup>90</sup>Office of the Children's Commission School Exclusions Enquiry (2012) *They Never Give Up On You* [http://www.childrenscommissioner.gov.uk/content/publications/content\\_561](http://www.childrenscommissioner.gov.uk/content/publications/content_561)

<sup>91</sup>Equality Challenge Unit (2011) *Equality in Higher Education: Statistical report 2011: Part 2: Students* <http://www.ecu.ac.uk/publications/files/equality-in-he-stats-11-part-2-students.pdf/view>

<sup>92</sup>Ibid.

<sup>93</sup>Department for Education (2012) *Review of the national curriculum* <http://www.education.gov.uk/schools/teachingandlearning/curriculum/nationalcurriculum/>

issues relating to social justice, human rights, community cohesion and global interdependence, and encourages pupils to challenge injustice, inequalities and discrimination<sup>94</sup> it is very much hoped that the citizenship curriculum is not one of the aspects of the curriculum that is removed during the review process.

Schools currently have a duty to promote community cohesion, which was introduced under the previous government. The ethos behind promoting community cohesion in schools is that regardless of the demographic make-up or the location of the school, every school should educate children to live and work in a culturally, religious and ethnically diverse country, and that schools should provide opportunities for pupils to interact with people from different backgrounds. Schools should promote discussion about a common sense of identity and shared values but support the diversity of different communities.<sup>95</sup>

Whilst the duty for schools to promote community cohesion remains in place, the requirement for Ofsted (the government body that inspects and regulates children and young people's services in England, including schools) has been removed.<sup>96</sup> NGOs are concerned that this sends out a message that it is no longer important to promote the idea of an inclusive and tolerant Britain and will mean that race and equality issues will be sidelined as teachers will choose to dedicate the time and resources into other aspects which are being inspected by Ofsted. They are concerned that this will have a negative impact on BME children as well as on schools which are largely made up of white British pupils.

Multiverse,<sup>97</sup> an online resource designed to assist those teaching children from diverse backgrounds, has not been funded by the government since March 2011 and many NGOs believe this to be a great loss. However, a number of NGOs are producing teaching resources to help guide teachers to explore issues such as racism in the classroom, and trade unions have been particularly active in the area of designing inclusive teaching materials.

### **Ethnic Minority Achievement Grant**

The Ethnic Minority Achievement Grant (EMAG)<sup>98</sup> was set up to narrow achievement gaps for pupils from minority ethnic groups who are at risk of underachieving, and to meet the needs of bilingual pupils. In April 2011,

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<sup>94</sup> Department for Education (2011) *Citizenship: key stage 3* <http://www.education.gov.uk/schools/teachingandlearning/curriculum/secondary/b00199157/citizenship/ks3>

<sup>95</sup> DCSF (2007) *Guidance on the duty to promote community cohesion* <https://www.education.gov.uk/publications/eOrderingDownload/DCSF-00598-2007.pdf>

<sup>96</sup> Accord (2011) *Government rejection of community cohesion inspection in schools 'risks empowering those who would mitigate against social cohesion'* <http://accordcoalition.org.uk/2011/10/26/government-rejection-of-community-cohesion-inspection-in-schools-%E2%80%98risks-empowering-those-who-would-mitigate-against-social-cohesion%E2%80%99/>

<sup>97</sup> Multiverse <http://webarchive.nationalarchives.gov.uk/20101021152907/http://www.Multiverse.ac.uk/>

<sup>98</sup> Ethnic Minority Achievement Grant <http://www.education.gov.uk/childrenandyoungpeople/strategy/financeandfunding/a0076833/ethnic-minority-achievement-grant>

EMAG was abolished in its original form. It has been mainstreamed into the 'dedicated schools grant', removing its ring-fenced status. This means that schools will now have the power to reduce the level of specialist provision to minority ethnic children at their discretion. NGOs are concerned that schools will use the already limited funds targeted at raising the achievement of minority ethnic pupils and spend them on other areas.

### **Education Act 2011**

Several of the concerns outlined in last year's report about proposals in the Education Bill have now come into force with the Education Act 2011, which became law in November 2011.<sup>99</sup> These include the abolition of three quangos which has resulted in a loss of opportunities to address race inequalities in education:

- The Training and Development Agency had a stated commitment to boost BME teacher recruitment, and set internal targets to increase the numbers of BME teacher trainees. This is important given the mismatch between the number of BME teachers and ethnic diversity in UK classrooms.
- The General Teaching Council for England was a signatory to the Race Relations Amendment Act, and through its teacher networks enabled teachers to develop their practice to address inequalities.
- The Qualifications and Curriculum Development Agency has undertaken important work promoting inclusive teaching for all equality strands.

The Department for Education has stated its plans to take over some of the functions of these bodies but the extent to which it will continue to advance race equality issues remains unclear.

Reforms to the exclusion appeals process in schools are likely to have a disproportionate impact on those ethnic groups which experience high exclusion rates. The possibility for appeals panels to reinstate pupils who have been unfairly excluded has been removed, making it difficult to hold a school to account. It is also unclear how these changes will bring about a reduction in the actual number of exclusions, which impact disproportionately on Black ethnic groups.

The Act also includes changes to the way that behaviour and discipline issues are handled in schools. Members of staff have now been given powers to search pupils in schools. Evidence suggests that Black Caribbean students are over-represented in other areas of discipline and are routinely punished more harshly, and that teachers' attitudes towards Black children could be a contributory factor.<sup>100</sup> It is therefore likely that they will be disproportionately searched under this new power.

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<sup>99</sup> Education Act 2010-2012, <http://services.parliament.uk/bills/2010-11/education.html>

<sup>100</sup> Department for Education and Skills (2006) *Priority Review: Exclusion of Black Pupils, Getting It. Getting It Right*  
<http://www.emas4success.org/acrobat/WholeSchoolPlanning/DCSFGuidance/Gettingitgettingitright.pdf>

### **The Government's position on education and race**

The Department for Education does not currently have any measures in place in relation to addressing ethnic inequalities specifically and has moved away from referring to race or ethnic inequalities at all since the current Government came into power in May 2010. However, there are huge disparities between ethnic groups in terms of educational attainment and exclusion rates that have persisted for many years. The government is more willing to focus on addressing disadvantage in terms of socio-economic backgrounds, and does not attempt to combat race inequalities in education outcomes specifically. Many of the education reforms are likely to worsen existing inequalities.<sup>101</sup>

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<sup>101</sup> Race Equality Teaching (2011) *Response to the Importance of Teaching and the Education Bill 2011*

## 6.3 Racism and related discrimination in housing

Minority ethnic households are over-represented across a wide range of housing indicators, including low home ownership, overcrowding, poor quality housing, high social renting,<sup>102</sup> and homelessness.

### Home ownership

All ethnic groups have lower rates of home ownership compared with the white population, with Black or Black British households least likely to own their own home. According to the Family Resources Survey produced by the Department for Work and Pensions, 69% of white households own their own homes, compared with 57% of Asian or Asian British households, and 37% Black or Black British households.<sup>103</sup> Whilst 17% of white households and only 14% of Asian or Asian British households are social renters, 39% of Black or Black British households rent social housing.<sup>104</sup>

### Homelessness

The Department for Communities and Local Government publishes statistics on homelessness by ethnicity every quarter. The statistics are based on the number of applicants from homeless households accepted by local authorities. Between 1 January and 31 March 2012, 65% of applicants accepted were stated as being white and 30% were stated as being from an ethnic minority group (15% Black, 7% Asian, 3% mixed and 5% another ethnic group). The ethnic origin of the remaining 5% was not stated. Compared to the population as a whole, there is a higher incidence of acceptances of being owed a main homelessness duty amongst ethnic minority groups than amongst the white population.<sup>105</sup>

### Housing strategy

In 2011 the UK Government has published its housing strategy,<sup>106</sup> intended to tackle the UK's housing crisis, build more homes and boost the economy. Despite the fact that ethnic minorities are over-represented across various housing indicators, the strategy fails to mention how the Government's proposals might tackle these ethnic inequalities. The strategy does seek to outline how it will prioritise the housing needs of 'vulnerable' people, notably older people and homeless people but makes no mention of the specific needs of ethnic minorities.

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<sup>102</sup> The Runnymede Trust (2011) 'A House of Cards', *Runnymede Bulletin Issue 364*  
<http://www.runnymedetrust.org/projects-and-publications/bulletin/the-bulletin-archive/bulletin-winter-2010.html>

<sup>103</sup> Department for Work and Pensions (2012) *Family Resources Survey 2010-2011*,  
[http://research.dwp.gov.uk/asd/frs/2010\\_11/frs\\_2010\\_11\\_report.pdf](http://research.dwp.gov.uk/asd/frs/2010_11/frs_2010_11_report.pdf)

<sup>104</sup> Department for Work and Pensions (2012) *Family Resources Survey 2010-2011*,  
[http://research.dwp.gov.uk/asd/frs/2010\\_11/frs\\_2010\\_11\\_report.pdf](http://research.dwp.gov.uk/asd/frs/2010_11/frs_2010_11_report.pdf)

<sup>105</sup> Office for National Statistics (2012) *Statutory homelessness in England*  
<http://www.communities.gov.uk/publications/corporate/statistics/homelessnessq12012>

<sup>106</sup> Department for Communities and Local Government (2012) *Laying the foundations: a housing strategy for England* <http://www.communities.gov.uk/publications/housing/housingstrategy2011>



## Changes to housing benefit

The Welfare Reform Act came into force in March 2012,<sup>107</sup> and introduced significant changes to the welfare system, including cuts to Housing Benefit. Housing Benefit is paid to people on low income, and given that BME communities are more likely to be represented among low-income or workless households, they will be disproportionately affected by these changes. Many of the households affected by the changes will include children, and child poverty rates for BME families in the UK are higher than the national average. Given that housing is one of the contributory factors to child poverty, the cuts to Housing Benefit are likely to worsen this disparity. BME households are also more likely to need larger accommodation due to family size, and to live in areas targeted by the cuts, such as London, and thus will be negatively affected by the changes.<sup>108</sup>

## Accommodation issues for Gypsies and Travellers

Gypsies and Travellers in the UK face huge challenges in securing culturally appropriate accommodation. This issue is a central aspect of the deprivation and social exclusion which these communities face. One fifth of the caravan dwelling Gypsy and Traveller population do not have an authorised place to live, and instead occupy unauthorised developments or encampments. A national shortage of suitable sites for Gypsies and Travellers leads to the setting up of unauthorised encampments. These encampments are a significant source of conflict between the Travelling and settled communities.<sup>109</sup> A large proportion of the Gypsy, Roma and Traveller communities live in conventional housing, many of whom also experience disadvantage and exclusion.<sup>110</sup>

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<sup>107</sup> Department for Work and Pensions (2012) *Welfare Reform Act* <http://www.dwp.gov.uk/policy/welfare-reform/legislation-and-key-documents/welfare-reform-act-2012/index.shtml>

<sup>108</sup> Race Equality Foundation (2011) *Better Housing: Housing benefit and welfare reform: impact of the proposed changes on black and minority ethnic communities* <http://www.better-housing.org.uk/sites/default/files/briefings/downloads/housing-brief18.pdf>

<sup>109</sup> Travellers Aid Trust (2011) *A big or divided society* [http://www.travellersaidtrust.org/big\\_or\\_divided\\_society.pdf](http://www.travellersaidtrust.org/big_or_divided_society.pdf)

<sup>110</sup> Travellers Aid Trust (2011) *A big or divided society* [http://www.travellersaidtrust.org/big\\_or\\_divided\\_society.pdf](http://www.travellersaidtrust.org/big_or_divided_society.pdf)

## 6.4 Racism and related discrimination in health

### Inequalities in health outcomes

BME groups generally experience poorer health outcomes than the overall population in the UK, although some ethnic groups fare much worse than others. Patterns of ethnic inequalities in health vary from one health condition to the next. For example, BME groups tend to have higher rates of diabetes and cardio-vascular disease than white British people, but lower rates of many cancers.<sup>111</sup>

Aside from data on mental health, the government has published no new data on health outcomes broken down by ethnicity since the 2004 report of the Health Survey for England. This data, although now out-of-date, shows that Pakistani and Bangladeshi groups are most likely to report 'poor' health. These groups are more likely to experience poor mental health and more likely to report a disability or limiting long-term illness.<sup>112</sup> Data from the Health Survey for England in 2004 also showed that Muslim people tend to report worse health than average. However, it was not clear how far these poor outcomes were connected to the relatively low socio-economic position of the Pakistani and Bangladeshi population.<sup>113</sup>

Gypsies and Travellers have a much poorer health status in comparison to the general population, even when controlling socio-economic variables. As well as poor mental health, low life expectancy and high maternal and infant mortality, these communities also have very poor access to healthcare, often due to practical difficulties such as complex procedures for registering services, or fears of prejudice from health professionals.<sup>114</sup> The current NHS restructuring is forcing regional health bodies to examine how to best meet health and social care needs of their local population which should include assessment of the health needs of any Gypsy, Roma and Traveller communities living in the local area. It is hoped that this will mean that greater policy attention is focused on the health inequalities of Gypsies and Travellers in the future.<sup>115</sup>

### Mental health

Some ethnic groups, particularly those from Black African and Black Caribbean backgrounds, have tended to experience lower levels of mental health in comparison to the general population. Rates of admission to

<sup>111</sup> Parliament (2007) *Ethnicity and health*  
<http://www.parliament.uk/business/publications/research/briefing-papers/POST-PN-276>

<sup>112</sup> EHRC (2010) *How fair is Britain? First triennial review 2010*  
[http://www.equalityhumanrights.com/uploaded\\_files/triennial\\_review/how\\_fair\\_is\\_britain\\_-\\_complete\\_report.pdf](http://www.equalityhumanrights.com/uploaded_files/triennial_review/how_fair_is_britain_-_complete_report.pdf)

<sup>113</sup> Ibid.

<sup>114</sup> Race Equality Foundation (2008) *Better Health briefing: The health status of Gypsies and Travellers in the UK*, <http://www.better-health.org.uk/sites/default/files/briefings/downloads/health-brief12.pdf>

<sup>115</sup> Race Equality Foundation (2012) *Better Health briefing: The health of Gypsies and Travellers in the UK: Update 12* [http://www.better-health.org.uk/sites/default/files/Update%20to%20the%20Health%20of%20Gypsies%20and%20Traveller%20in%20the%20UK%20January%202012%20\(2\).pdf](http://www.better-health.org.uk/sites/default/files/Update%20to%20the%20Health%20of%20Gypsies%20and%20Traveller%20in%20the%20UK%20January%202012%20(2).pdf)

inpatient units and rates of detention continue to be proportionally higher for Black African, Black Caribbean and other groups. There have been a number of initiatives aimed at reducing these race inequalities in mental health, but little concrete evidence of any improvement in outcomes.<sup>116</sup>

The last edition of Count Me In,<sup>117</sup> the National Mental Health and Learning Disability Ethnicity Census, was published in February 2011. The end of this census means there will no longer be comprehensive data available on mental health disaggregated by ethnicity, meaning it will be more difficult to monitor these ethnic variations in outcomes in the future.

### **The Health and Social Care Act 2012**

The bill proposing to reform the National Health Service (NHS) in England was passed into law in March 2012 with the Health and Social Care Act 2012.<sup>118</sup> The government's planned changes to the NHS in England have been the subject of much political controversy and public debate, and have been referred to as some of the most radical plans in the history of the health service.<sup>119</sup>

The Act abolishes Primary Care Trusts (responsible for commissioning care and spending the majority of the total NHS budget) and regional bodies called Strategic Health Authorities (responsible for implementing fiscal policy at regional level). The legislation also gives much greater control over budgets and commissioning decisions to GPs (General Practitioners, local doctors not situated in hospitals) and other health professionals, and competition from the private sector is encouraged.

Whilst the Government has claimed that the reformed system will put patients first and will provide a more sustainable and efficient structure, many have resisted the changes, including MPs, health unions, NGOs, and professional bodies representing health workers. Critics have argued that the changes could widen health inequalities within the population. After halting the Bill's progress through Parliament and conducting a two month consultation, the government made several amendments to the Bill, but the majority of critics continue to express major concerns.

NGOs have concerns about the mainstreaming of race equality within the new structures of the NHS and about the lack of commitment to integrating the reduction of ethnic health inequalities into the new system. Given that some minority ethnic groups experience poor access to healthcare, NGOs have stressed that there needs to be greater emphasis placed on addressing barriers to accessing healthcare before any progress can be made towards reducing inequalities in health outcomes. Concerns have also been raised that the new system does not have adequate plans in place to challenge

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<sup>116</sup> Mental Health Network Confederation (2012) *Race equality in mental health* [http://www.nhsconfed.org/Publications/Documents/Race\\_equality\\_in\\_mental\\_health\\_final\\_for\\_website\\_8\\_May.pdf](http://www.nhsconfed.org/Publications/Documents/Race_equality_in_mental_health_final_for_website_8_May.pdf)

<sup>117</sup> Count Me In 2010 – *The national mental health and learning disability census* <https://www.countmeinonline.co.uk/>

<sup>118</sup> Health and Social Care Act 2012 <http://www.legislation.gov.uk/ukpga/2012/7/contents/enacted>

<sup>119</sup> BBC (3 April 2012) *The NHS shake-up* <http://www.bbc.co.uk/news/health-12177084>

discrimination.<sup>120</sup> NGOs have also stressed that the increased marketisation of service provision could have a detrimental impact on vulnerable migrants.<sup>121</sup>

NGOs have argued that there are many voluntary and community sector organisations which are providing a variety of health services to BME communities, and are well-placed to offer their expertise to health workers on the differing needs of diverse communities. NGOs have therefore called for greater efforts to be made to build connections with and develop the role of the voluntary and community sector in commissioned services, and promote models in which voluntary providers can compete.<sup>122</sup>

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<sup>120</sup> Doctors of the World (2011) *NHS Modernisation Listening Exercise*

<http://doctorsoftheworld.org.uk/lib/docs/155932-dowuksubmissiononnhstreformsjune2011.pdf>

<sup>121</sup> Race Equality Foundation (2012) *Better Health Briefing Update 19: Health and access to health care of migrants in the UK* <http://www.better-health.org.uk/sites/default/files/Update-%20Better%20Health%20Briefing%2019.pdf>

<sup>122</sup> The Afiya Trust (2011) *Manifesto: a framework for the future* <http://www.afiya-trust.org/index.php/media-centre/whats-new/231-manifesto-a-framework-for-the-future.html>

## 6.5 Racism and related discrimination in access to goods and services

### Access to business loans

Research has shown that there is a large gap between the aspirations of BME people to set up their own businesses and the actual numbers who achieve this. Surveys have shown that BME people were more likely than white people to have considered starting a business, but were far less likely than white people to own their own business.<sup>123</sup> One reason that has been suggested for this is that ethnic minorities face discrimination when trying to access business loans.

In November 2011, the UK's Deputy Prime Minister Nick Clegg gave a speech on race equality in the UK, in which he focused on economic inequalities between different ethnic groups.<sup>124</sup> In particular he announced that the government will be looking into the barriers preventing ethnic minorities from accessing business loans. Clegg stated in his speech that:

*'We know, for example, that 35% of individuals from Black African origin say they want to start a business, but only 6% actually do. Are they having problems accessing the loans they need? Past evidence shows that firms owned by individuals of Black African origin have been four times more likely than so-called 'White firms' to be denied loans outright. And that Bangladeshi, Pakistani, Black Caribbean and Black African owned businesses have been subject to higher interest rates than White and Indian owned enterprises.'*

Indeed existing research has long pointed to the barriers that BME businesses face in accessing credit and other forms of finance. Clegg announced in his speech that the Minister for race equality will be working with the Ethnic Minority Advisory Group and the Equality and Human Rights Commission to bring together experts to try and understand the barriers preventing BME groups from accessing loans and building businesses. While NGOs welcomed the recognition of racial inequality, the speech failed to outline any specific Government policies to tackle the discrimination perpetrated by banks.

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<sup>123</sup> Black Training and Enterprise Group (2011) *Race equality in employment briefing – Issue 3* <http://www.bteg.co.uk/index.php/Downloads/Employment-and-Skills/BTEG-Race-Equality-in-Employment-Briefing-September-2011/Download.html>

<sup>124</sup> Deputy Prime Minister (2012) *Economic opportunity is the next frontier for race equality* <http://www.dpm.cabinetoffice.gov.uk/news/dpm-economic-opportunity-next-frontier-race-equality-scarman-lecture-transcript>

## 6.6 Racism and related discrimination in political participation

### 6.6.1 Manifestations of racism and related discrimination in the realm of political participation

#### Political representation

There is presently only one Cabinet Minister from a BME background in the coalition government. Whilst the importance of representation has been noted by all major political parties, direct action is lacking. Ethnic minority communities continue to be under-represented in elected offices. The results of the UK's last general election in May 2010 saw a historic high in the number of minority ethnic MPs elected to parliament.<sup>125</sup>

There are currently a total of 27 BME MPs in Parliament, meaning that 4.2% of MPs are from a BME background, a figure that does not represent their proportion of the total UK population (estimates put the BME population in England and Wales at 12%).<sup>126</sup> There are 13 BME MPs in the Conservative Party and 14 in the Labour Party. The Liberal Democrat party currently has no BME MPs. With regards to unelected political representation, there are currently 40 BME Peers in the House of Lords, constituting 5.2 % of the total number of peers.<sup>127</sup>

The number of Muslim MPs doubled from four to eight at the last General Election in 2010, meaning that 1.2% of MPs are Muslim, compared to over 4% of the population. The election also saw the first three Muslim women elected, all of whom are members of the opposition Labour party.<sup>128</sup> The government cabinet currently includes Baroness Sayeeda Warsi from the Conservative Party, who is the first Muslim woman to serve as a minister in the UK.<sup>129</sup>

In Wales, the numbers of ethnic minority assembly members is roughly equal levels to number of black and Asian residents in Wales, at about 3%. In Scotland, only 1.5% of the parliament's 129 Members of the Scottish Parliament are ethnic minorities, well below the 4% of Scotland's population which is BME. Of the 108 members in the Northern Irish assembly, only one is an ethnic minority.<sup>130</sup> Political reform groups argue that these figures

<sup>125</sup> Runnymede (2010) *Record number of BME MPs* <http://www.runnymedetrust.org/blog/49/359/Record-number-of-BME-MPs.html>

<sup>126</sup> Parliament (2012) *Ethnic minorities in politics and government* <http://www.parliament.uk/briefing-papers/SN01156>

<sup>127</sup> Operation Black Vote (2012) *BME Politicians: Peers*, <http://www.obv.org.uk/our-communities/profiles/peers>

<sup>128</sup> New Statesman (7 May 2010) *Rejoice! The number of Muslim MPs has doubled* <http://www.newstatesman.com/blogs/mehdi-hasan/2010/05/muslim-majority-labour-england>

<sup>129</sup> The Guardian (7 May 2010) *General election: first female Muslim elected* <http://www.guardian.co.uk/politics/2010/may/07/general-election-female-muslim-mps>

<sup>130</sup> The Guardian data blog (2011) *Election results 2011: equality and diversity in Holyrood, Cardiff bay and Stormont* <http://www.guardian.co.uk/news/datablog/2011/may/09/scottish-parliament-northern-ireland-welsh-assembly-election-results-diversity>

demonstrate that the major political parties have a long way to go to improve equality in the UK's devolved legislatures.<sup>131</sup>

In the May 2012 London Assembly<sup>132</sup> elections there were a record 31 BME candidates,<sup>133</sup> five of whom were elected, an increase of 1 since the previous elections, bringing the proportion of total members that are BME to 5%.<sup>134</sup>

The 2010 census of local councillors in England showed that 4% came from an ethnic minority background and 96% were white.<sup>135</sup> Recent reports have shown that BME representation in Scotland is still 60% below what it should be relative to the demographics of the population, with only 17 out of 1 233 local councillors coming from a BME background.<sup>136</sup>

9.2% of civil servants in Great Britain are from a BME background, but this proportion is strongly related to grade – in the senior civil service only 5% are ethnic minorities.<sup>137</sup>

### **Political participation**

In February 2012 the Ethnic Minority British Election Study<sup>138</sup> published statistics on voting trends among ethnic minorities in the 2010 General Election, as well as their political attitudes and behaviour. Ethnic minorities now make up approximately 8% of the electorate. 78% of ethnic minorities in the sample were registered to vote, although the proportion was significantly lower among Black Africans (59%), in comparison to 90% of white British people. Ethnic minorities are somewhat less likely than the White British to register to vote, but among those who are registered turnout rates are very similar to those among the white British population.<sup>139</sup>

Ethnic minorities are distinctive in their patterns of party support, showing much greater support for Labour than any other social group. 68% of BME people vote for the Labour party, whilst the Conservatives and Liberal Democrats – coalition partners in the current government – received only 16% and 14% of the BME vote respectively.<sup>140</sup>

The study found that ethnic minorities are also highly supportive of British democracy, share the British norm of a duty to vote, and the great majority identify with Britain. The study therefore concludes that concerns about the

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<sup>131</sup> Ibid.

<sup>132</sup> An elected body that holds the Mayor of London to account

<sup>133</sup> Operation Black Vote (2012) *Record number of BME candidates in the GLA elections* <http://www.obv.org.uk/news-blogs/record-number-bme-candidates-gla-elections>

<sup>134</sup> Greater London Authority (2012) *Assembly members*, <http://www.london.gov.uk/who-runs-london/the-london-assembly/members>

<sup>135</sup> Parliament (2012) *Ethnic minorities in politics and government* <http://www.parliament.uk/briefing-papers/SN01156>

<sup>136</sup> The Guardian (18 May 2012) *Racial equality in Scottish Councils: less male, less stale but still very pale*, <http://www.guardian.co.uk/uk/scotland-blog/2012/may/18/scottish-councils-still-pale>

<sup>137</sup> Parliament (2012) *Ethnic minorities in politics and government* <http://www.parliament.uk/briefing-papers/SN01156>

<sup>138</sup> Runnymede (2012) *Ethnic minority British election study – key findings* <http://www.runnymedetrust.org/uploads/EMBESbriefingFINALx.pdf>

<sup>139</sup> Ibid.

<sup>140</sup> Ibid.

commitment of minorities to British norms and values are misplaced. The study indicated that second-generation citizens of Black Caribbean heritage do not feel that the British political system has treated them fairly. People of Black Caribbean background, together with those of mixed White/Black background, are significantly more dissatisfied and distrusting of British democracy than are the White British. Conversely, people of South Asian background and of Black African background are significantly more satisfied and more trusting than the White British. There was nothing to indicate that Muslims have low trust, low satisfaction or are cynical about British democracy. The study also found that in general Muslims do not show any lack of commitment to Britain or any enthusiasm for extremist politics. The group with the highest dissatisfaction are in fact those with no religion.<sup>141</sup>

There have also been concerns as to whether minority political concerns and priorities are adequately incorporated into the mainstream political agenda or whether their concerns are marginalized and excluded from consideration. The report argues that with a low percentage of BME voters supporting the Liberal Democrats, and decreasing numbers voting Labour, more work needs to be done across all parties to meet the needs of BME voters. This is likely to require greater attention to policies that respond to ethnic inequalities and BME concerns relating to unemployment and discrimination.<sup>142</sup>

### **6.6.2 Positive initiatives**

With regard to positive action in terms of the selection of candidates by political parties to overcome under-representation of ethnic minorities in Parliament, the Equality Act 2010<sup>143</sup> makes it clear that selection of candidates by a political party is a function of the party as an association (and not as an employer); the Act specifically prohibits discrimination, harassment and victimisation by associations. Political parties are able to reserve places for candidates of different racial groups (as well as religious groups, of different sexual orientations, etc.) in their short lists for candidates, but may not reserve all places for people of a particular racial group, meaning that an all-Black shortlist is not permitted (all-women shortlists continue to be lawful).

To the best of our knowledge, no political party reserved places for minority ethnic candidates in short-listing candidates to stand in the May 2012 local elections. There has been no indication of how parties will use these provisions in future. The Government is still considering whether to implement section 106 of the Equality Act, which would require political parties to report on the diversity of their election candidates.

The Liberal Democrat Party has only ever had one BME MP. In January 2012 they launched a programme to support future Parliamentary candidates from under-represented backgrounds until the next General Election through training, mentoring and shadowing opportunities. A third of the participants of

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<sup>141</sup> Ibid.

<sup>142</sup> Ibid.

<sup>143</sup> Equality Act 2010, <http://www.legislation.gov.uk/ukpga/2010/15/contents>



the programme are from BME backgrounds. The Party's selection rules stipulate that at least two candidates from the Leadership Programme should be shortlisted for the most competitive Liberal Democrats seats. Commenting, the leader of the Party said: 'For too long, our party in Westminster has been too male and too pale.'<sup>144</sup>

The Conservative party includes the Conservative Muslim Forum which encourages Muslims to support and join the party.<sup>145</sup>

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<sup>144</sup> Liberal Democrats (16 January 2012) *Nick Clegg announces Leadership Programme*, [http://www.libdems.org.uk/press\\_releases\\_detail.aspx?title=Nick\\_Clegg\\_announces\\_Leadership\\_Programme\\_participants&pPK=348b83f7-299c-426c-be48-c851c0c5eec9](http://www.libdems.org.uk/press_releases_detail.aspx?title=Nick_Clegg_announces_Leadership_Programme_participants&pPK=348b83f7-299c-426c-be48-c851c0c5eec9)

<sup>145</sup> Conservative Muslim Forum, <http://www.conservativemuslimforum.com/>

## 6.7 Racism and related discrimination in media

### 6.7.1 Manifestations of racism and related discrimination in the media, including the internet

#### Prejudice in the media

The role of the media in spreading prejudice against certain ethnic and religious groups in the UK remains a concern. Racist media reporting increasingly focuses on the supposed dangers posed by a range of 'Others' including Muslims, migrants, asylum seekers and Gypsies and Travellers.<sup>146</sup>

A study on media coverage of ethnicity and religion in Europe by the Media Diversity Institute found that "UK journalists [are] the best informed about anti-discriminatory policies and legislation"<sup>147</sup> and yet significant problems remain. Inflammatory reporting is unfortunately a problem in all types of media: the printed press, online, and broadcast media. Prejudice expressed through social media has become more commonplace, and racist abuse on twitter has emerged as a serious issue, with some incidences resulting in custodial sentences.<sup>148</sup>

A magazine article on Islamophobia and the press claimed that 'No other faith group receives this inaccurate and malicious treatment in the national press.'<sup>149</sup> A study of newspaper articles found coverage of Muslims to be overwhelmingly negative and that Islam was consistently portrayed as a threat. Tabloid newspapers are a particularly frequent source of anti-Muslim media reporting.<sup>150</sup> An article on Muslims in the media stated that 'the predominance of anti-Muslim media reporting has had a systematically debilitating impact on community cohesion in the UK.' It argues that there is a relationship between the role of the media in producing Islamophobic and inaccurate sentiments, and the increase in anti-Muslim hate crimes.<sup>151</sup>

A study on the representation of Muslims in the British press found that Muslims are written about largely in the contexts of conflict, terrorism and extremism. The researchers argue that 'Muslims who just get on with their lives aren't seen as newsworthy... if [newspapers] focus on a violent subset of that group, there is a danger that the majority suffer guilt by association... a

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<sup>146</sup> Ahmed, Nafeez Mosadeq (2012) *Race and reform: Islam and Muslims in the British Media*, <http://www.unitascommunications.com/wp-content/uploads/2012/07/race-and-reform.pdf>

<sup>147</sup> Media Diversity Institute (2012) *Getting the facts right: reporting ethnicity and religion* [http://media-diversity.org/en/additional-files/documents/b-studies-reports/EJI\\_study\\_FINAL%20for%20Web.pdf](http://media-diversity.org/en/additional-files/documents/b-studies-reports/EJI_study_FINAL%20for%20Web.pdf)

<sup>148</sup> One example of this took place on Twitter <http://www.guardian.co.uk/uk/2012/mar/27/student-jailed-fabrice-muamba-tweets>

<sup>149</sup> New Statesman (29 January 2012) *Islamophobia and the press* <http://www.newstatesman.com/blogs/the-staggers/2012/01/press-story-group-muslims>

<sup>150</sup> Ahmed, Nafeez Mosadeq (2012) *Race and reform: Islam and Muslims in the British Media*, <http://www.unitascommunications.com/wp-content/uploads/2012/07/race-and-reform.pdf>

<sup>151</sup> Ibid.

wider set of representations of Islam would signify a welcome change to reporting practices.<sup>152</sup>

Gypsies, Roma and Travellers are also consistently presented in a negative light in the mainstream media. Evidence from online media monitoring by the NGO Irish Traveller Movement in Britain indicates that the majority of coverage is negatively dominated by the issue of accommodation, specifically the establishment of or eviction from residence.<sup>153</sup>

### **Workforce diversity in the media**

A survey by the British political magazine *New Statesman* found that ethnic minorities are still largely absent from opinion pages, senior roles and staff jobs in the media. It found that only one of *the Guardian's* 2011 guide to the 100 most important people in the media was an ethnic minority. It also found that there were no national newspaper editors who were from a minority ethnic background, and only 5 'non-white writers' who have a regular weekly fixed column in the British broadsheet press.<sup>154</sup>

### **6.7.2 Positive initiatives**

The Creative Diversity Network (CDN) is a group of broadcasters working to improve diversity in the broadcasting industry. CDN is a forum to share best practice on encouraging diversity and also encourages other media companies to sign up to The Diversity Pledge. The pledge commits the company to fair recruitment and diverse output at all levels.<sup>155</sup> There are also two major television channels, the BBC and Channel 4, with programmes designed to encourage diversity and social inclusion in order to combat the underrepresentation of BME people working within the media.<sup>156157</sup>

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<sup>152</sup> Engage (15 November 2011) *New research on 'representation of Muslims in British press'*, <http://www.iengage.org.uk/component/content/article/1-news/1591-new-research-on-representation-of-muslims-in-the-british-press>

<sup>153</sup> Irish Traveller Movement in Britain (2012) *Media Monitor*, <http://www.irishtraveller.org.uk/media>

<sup>154</sup> *New Statesman* (11 January 2012) *Exclusive report: are the media racist?* <http://www.newstatesman.com/blogs/the-staggers/2012/01/white-pages-press-ethnic>

<sup>155</sup> Creative Diversity Network <http://www.creativediversitynetwork.org/pledge.php>

<sup>156</sup> BBC (2012) *Journalism Trainee Scheme* <http://www.bbc.co.uk/jobs/jts/>

<sup>157</sup> Channel 4 (2012) *Kick start your media career with 4talent* <http://4talent.channel4.com/>

## 6.8 Racism and related discrimination in criminal justice

People from BME communities are over-represented in almost all areas of the criminal justice system.<sup>158</sup> Black and Asian men in particular are disproportionately targeted by the police, over-represented in the prison system<sup>159</sup> and more likely to be given a longer sentence.<sup>160</sup>

### 6.8.1 Policing and ethnic profiling

#### Stop and search

Evidence consistently demonstrates that minority ethnic communities are subject to excessive surveillance by the police and are under-protected by the criminal justice system in the UK.<sup>161</sup> One of the areas in which this is most evident is in police use of stop and search powers. This has long been a concern in terms of racial equality in the UK. Despite efforts to combat the disproportionate use of this police tactic, England and Wales currently have the worst international record for discrimination involving stop and search.<sup>162</sup>

Police powers to stop and search members of the public are covered by several pieces of legislation and are regulated by the Police and Criminal Evidence Act (PACE) Code of Practice A. Powers to stop and search that do not require reasonable suspicion of an individual in order to be authorised, such as Schedule 7 of the Terrorism Act 2000<sup>163</sup> and Section 60 of the Criminal Justice and Public Order Act 1994,<sup>164</sup> have long caused concern regarding the discriminatory nature in which they are employed against minority ethnic communities.

For more information on stop and search under counter-terrorism legislation, please see section 6.8.4.

Black and Asian communities are the main targets of Section 60 stop and searches, and the proportion of stop and searches for all non-white groups combined has increased from 51 per cent in 2008/2009 to 64 per cent in 2010/2011.<sup>165</sup> Evidence shows that black people are 29.7 times more likely to be stopped and searched than a white person under section 60, which is an

<sup>158</sup> Runnymede (2012) *Criminal Justice vs Racial Justice* <http://www.runnymedetrust.org/uploads/publications/pdfs/CriminalJusticeVRacialJustice-2012.pdf>

<sup>159</sup> Ministry of Justice (2011) *Criminal Justice statistics bulletin* <http://www.justice.gov.uk/downloads/statistics/criminal-justice-stats/criminal-justice-stats-dec-2011.pdf>

<sup>160</sup> The Guardian (26 November 2011) *Race variation in jail sentences, study suggests* <http://www.guardian.co.uk/law/2011/nov/25/ethnic-variations-jail-sentences-study>

<sup>161</sup> Stopwatch (2011) *About Stopwatch*, <http://www.stop-watch.org/about.html>

<sup>162</sup> Kings College London (2012) *"Racial profiling" in the use of stop and search powers by the police* <http://www.kslr.org.uk/blogs/humanrights/2012/01/20/racial-profiling-in-the-use-of-stop-and-search-powers-by-the-police/>

<sup>163</sup> Terrorism Act 2000, <http://www.legislation.gov.uk/ukxi/2007/2184/contents/made>

<sup>164</sup> Criminal Justice and Public Order Act 1994, <http://www.legislation.gov.uk/ukpga/1994/33/contents>

<sup>165</sup> Equality and Human Rights Commission (2012) *Race disproportionality in stops and searches under Section 60 of the Criminal Justice and Public Order Act 1994*, [http://www.equalityhumanrights.com/uploaded\\_files/ehrc\\_-\\_briefing\\_paper\\_no.5\\_-\\_s60\\_stop\\_and\\_search.pdf](http://www.equalityhumanrights.com/uploaded_files/ehrc_-_briefing_paper_no.5_-_s60_stop_and_search.pdf)

increase from 26.6 in 2008/2009. Asian people are 7.6 times more likely to be stopped and searched, an increase from 6.4 in 2008/09.<sup>166</sup>

On 12 January 2012 the Metropolitan Police announced that they would be scaling back the use of Section 60,<sup>167</sup> which has increased exponentially since its introduction. In 1997/8 this provision was used 7 970 times, rising to 118 112 in 2009/10.<sup>168</sup> New measures introduced by the Metropolitan Police to 'increase effectiveness of stop and search' will ostensibly reduce the number of authorisations on an area to be targeted by section 60 by 50%, and use a more intelligence-led approach. However the announcement did not include any specific tactics to deal with the disproportionate use of the power against ethnic minorities.

The Police and Criminal Evidence Act 1984<sup>169</sup> requires individualised suspicion to warrant a stop and search, and accounts for the majority of searches conducted. Across England and Wales, black people are stopped and searched at 7 times the rate of white people and Asian people are stopped and searched more than twice the rate of white people under this power.<sup>170</sup>

The gross disparity between the rates that Black and Asian people are stopped and searched compared to White people has led NGOs to believe that the way that the police use stop and search powers constitutes racial discrimination and ethnic profiling. Being repeatedly stopped and searched by the police can be an intimidating and humiliating experience, which can lead to hostility towards the police has been found to significantly damage relations between the police and certain ethnic minority communities.<sup>171</sup> There is also evidence in a number of reports to suggest that resentment caused by the disproportionate use of stop and search powers was a major cause of the riots that took place in August 2011.<sup>172</sup> For more on the riots please see section 4.

In December 2011, the Home Secretary asked the Association of Chief Police Officers for a review of the use of stop and search<sup>173</sup> in light of the evidence that that police tactics and stop and search procedures in particular were a significant contributing factor in the August 2011 riots. However, she has been criticised by NGOs for only calling for a 'best practise' review rather than

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<sup>166</sup> Open Society Foundations (2012) *London's police rethink stop and stop and search tactics* <http://www.soros.org/voices/london-s-police-rethinks-stop-and-search-tactics>

<sup>167</sup> Metropolitan Police (12 January 2012) *New measures announced to increase effectiveness of stop and search*, <http://content.met.police.uk/News/New-measures-announced-to-increase-effectiveness-of-stop-and-search/1400005915133/1257246745756>

<sup>168</sup> Open Society Foundations (2012) *London's police rethink stop and stop and search tactics* <http://www.soros.org/voices/london-s-police-rethinks-stop-and-search-tactics>

<sup>169</sup> Police and Criminal Evidence Act 1984, <http://www.legislation.gov.uk/ukpga/1984/60/contents>

<sup>170</sup> Ministry of Justice (2011), *Statistics on Race and the Criminal Justice System*

<sup>171</sup> StopWatch (2012) <http://www.stop-watch.org/uploads/StopWatch%20factsheet.pdf>

<sup>172</sup> The Guardian (6 December 2011) *Reading the riots: 'Humiliating' stop and search a key factor in anger towards police*, <http://www.guardian.co.uk/uk/2011/dec/06/stop-and-search>

<sup>173</sup> The Guardian (14 December 2012) *Theresa May to review stop and search in wake of Reading the Riots study*, <http://www.guardian.co.uk/uk/2011/dec/14/theresa-may-stop-search-review>

a full inquiry, and for the lack of transparency as to the extent and timescale for the investigation.<sup>174</sup>

Despite the requirement in Section 95 of the Criminal Justice Act 1991<sup>175</sup> that the Secretary of State must publish information expedient to 'the administration of justice to avoid discriminating against any persons on the ground of race or sex or any other improper ground' the annual publication of Statistics on Race and the Criminal Justice System by the Ministry of Justice has been reduced to a biennial publication, and the 2012 edition has yet to be released.<sup>176</sup> The implications for race equality are that no up-to-date statistics regarding the representation of Black, Asian and Minority Ethnic groups within the Criminal Justice System are available, making it very difficult to effectively monitor disproportionality in this context.

### **Racism within the police force**

Racism within the police force has received considerable attention in the British media recently, and has prompted the Mayor of London to order a review of anti-racism reforms within the Metropolitan Police.<sup>177</sup> There were 42 allegations of racism made within the Metropolitan police in the years 2010-2012. These figures, including complaints by officers about officers, show that allegations of racism made within the Met have trebled in the last 5 years.<sup>178</sup> There is also concern as to the under-representation of officers from BME groups, and that black officers are under pressure from their colleagues not to report racism within the force, and are at risk of being penalised for doing so.<sup>179</sup>

### **Police and Crime Commissioners**

In July 2011 the Home Office announced that Police Authorities in England and Wales will be abolished and replaced with a Police and Crime Commissioner (PCC), who will be elected by the general public in November 2012. The government has made this change in an attempt to strengthen local democratic control, and increase police accountability.<sup>180</sup>

However, there are concerns as to the consequences for race equality that these elections may have. Given the fact that ethnic minorities are more likely to come from low-income backgrounds, the severe financial restrictions put upon entrants into the upcoming election may impact negatively on the diversity of candidates, leading to a lack of representation of minority communities. There are very few candidates from BME backgrounds. It is also

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<sup>174</sup> StopWatch (9 February 2012) *StopWatch writes to Home Secretary Theresa May*, <http://www.stop-watch.org/news-events/29/StopWatch-writes-to-Home-Secretary-Theresa-May.html>

<sup>175</sup> Criminal Justice Act 1991 <http://www.legislation.gov.uk/ukpga/1991/53/contents>

<sup>176</sup> Ministry of Justice (2010) *Statistics on Race and the Criminal Justice System* <http://www.justice.gov.uk/downloads/statistics/mojstats/stats-race-cjs-2010.pdf/>

<sup>177</sup> BBC (31 May 2012) *Mayor Boris Johnson to review Met Police anti-racism measures* <http://www.bbc.co.uk/news/uk-18275271>

<sup>178</sup> BBC (16 July 2010) *Met Police internal racism allegations treble* <http://www.bbc.co.uk/news/uk-england-london-18844336>

<sup>179</sup> National Black Police Association (6 June 2012) *Black police reporting racism 'labelled troublemakers'* <http://www.nbpa.co.uk/home/black-police-reporting-racism-labelled-troublemakers/>

<sup>180</sup> Home Office (July 2011) *Police and Crime Commissioners Bulletin* <http://www.homeoffice.gov.uk/publications/police/police-crime-comms-bulletin/pcc-bulletin-1?view=Binary>

a concern that few applicants are campaigning on pledges to increase accountability and improve community relations with the police. Commissioners will be responsible for the policing budget and priorities for their local force and pressure from their party and the public means that there is a danger that resources may be diverted away from issues affecting minority ethnic communities towards more populist demands. Politicisation of the position may lead to PCCs executing party objectives rather than those of the local communities that they are serving. Therefore there is a risk that the election of PCCs may be disadvantageous to minority ethnic communities who may be side-lined and under-represented under these new changes. In addition, because turn-out is predicted to be low, there is a risk that far-right candidates could be elected. There are candidates from the English Defence League and English Democrats, and potentially also from the British National Party.

### **6.8.2 Racist violence and crime**

Official data on racist violence and crime is available in the UK both through the police and the Crown Prosecution Service (CPS). There are also NGOs which collect data on racist violence and monitor media reportings of incidents.

Findings from the British Crime Survey published in 2012, show that 16% of ethnic minority respondents were 'very' worried about being the victims of a racist attack, compared to 3% of white respondents. In addition, ethnic minority adults were three times more likely than white adults to say that racist attacks were a 'very' or 'fairly' big problem in their area.<sup>181</sup>

The most recent figures relating to hate crime go back to 2010 where 39 311 racist crimes were reported across all police forces of England, Wales and Northern Ireland, and 2 007 religious crimes were reported. The police record offences that have been perceived as hate crime by the victim or any other person.<sup>182</sup>

The CPS's most recent Hate Crime Monitoring Report now provides a separate report of racially and religiously aggravated crimes.<sup>183</sup> Figures show a rise in the number of convictions for racist and religious hate crimes from 80% of concluded cases in 2007-08 to 83% in 2010-11. The most common racially and religiously aggravated crime prosecutions were offences against the person and public order offences (44.2% and 37.6% of all offences respectively.)

The CPS still does not provide a breakdown of victims of racist and religiously motivated crime by ethnicity or religion, thus making it impossible to know

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<sup>181</sup> Smith, K. (ed.) (2012) *Hate Crime, cyber security and the experience of crime amongst children: Findings from the 2010/11 British Crime Survey, Supplementary Volume 3 to Crime in England and Wales 2010/11 Home Office Statistical Bulletin*, Crown Copyright

<sup>182</sup> ACPO (2011) *Recorded Hate Crime Data for 2010 for England, Wales and Northern Ireland* [http://www.report-it.org.uk/files/acpo\\_hate\\_crime\\_data\\_for\\_2010.pdf](http://www.report-it.org.uk/files/acpo_hate_crime_data_for_2010.pdf)

<sup>183</sup> Crown Prosecution Service (January 2012) *Hate crime and crimes against older people report 2010-2011* London: CPS

which groups are most affected. However, it does provide information on defendants in racist and religiously motivated crimes, showing that the majority (83.4%) are men and the most of them are white British (73.4%).

There is currently no comprehensive data on Muslims as victims of hate crime as most police forces do not collect such data systematically.<sup>184</sup> The London Metropolitan Police, which does collect data on anti-Muslim crime, has recorded 390 'Islamophobic offences' between January 2010 and June 2011.<sup>185</sup>

In June 2011, one of Britain's largest mainstream Muslim organisations, the Muslim Council of Britain, called for action to combat the Islamophobic attacks, warning that attacks on persons and properties, assaults, vandalised mosques and desecration of graves were increasing. They also argued that more must be done to tackle the significant under-reporting of hate crimes against Muslims.<sup>186</sup>

The Community Security Trust (CST), an organisation that collects and monitors antisemitic incidents and activities, recorded 586 antisemitic incidents in 2011, a significant fall from 645 incidents recorded in 2010. According to the CST, this decrease in antisemitic incidents in 2011 can be explained by absence of "trigger events" often involving Israel in that year.<sup>187</sup>

The Institute of Race Relations (IRR) monitors racist attacks as reported in the local press throughout the UK and are able to provide a snapshot of the phenomenon. IRR found that some workers are particularly at risk of racist abuse, such as people working at night (for example taxi drivers, shopkeepers and takeaway workers). Analysing those incidents, IRR also points to the fact that whilst some incidents clearly require some level of planning by the perpetrator, others are events that escalate from an argument or an altercation to a racist incident.<sup>188</sup>

### **Positive initiatives against racist violence**

The UK government published an action plan to combat Hate Crime in March 2012, which outlines its plan to tackle hate crime, including racist and religious crime. The document highlights that under-reporting remains a problem in particular communities, especially new migrants (including refugees and asylum-seekers) and Gypsy, Irish Traveller and Roma communities. It therefore intends to work towards increased reporting of hate crime generally. One of the actions it has taken is the setting up of a website<sup>189</sup> which provides

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<sup>184</sup> McCorkell A. (12 June 2011) "Muslims call for action against hate crimes" *The Independent* <http://www.independent.co.uk/news/uk/crime/muslims-call-for-action-against-hate-crimes-2296477.html>

<sup>185</sup> Ibid

<sup>186</sup> Ibid.

<sup>187</sup> Community Security Trust (2012) *Antisemitic Incidents Report 2011* London: Community Security Trust

<sup>188</sup> Burnett J. (2012) "An Overview of Racial Violence and Harassment" in *DiverseMag* <http://www.diversemag.co.uk/race-detail/an-overview-of-racial-violence-and-harassment-in-t>

<sup>189</sup> Association of Chief Police Officers (2012) *True Vision: Stop Hate Crime* <http://www.report-it.org.uk/home>



information about hate crime and the possibility for victims to report hate crime online.

In its Integration Strategy published in February 2012, the government mentions that it is supporting a community-led initiative to 'improve the reporting of anti-Muslim hate crime.'<sup>190</sup> Measuring Anti-Muslim Attacks (MAMA) aims to report and record anti-Muslim incidents and analyse the data collected.<sup>191</sup>

### 6.8.3 Hate speech

Incitement to racial hatred has been a criminal offence in the UK since the Public Order Act 1986. The Racial and Religious Hatred Act 2006 creates an offence of inciting hatred against a person on the grounds of their religion.

2011 there were two cases of racist language used in football by high profile football players. In December 2011, Liverpool player Luis Suarez was banned for eight games and fined £40,000 by the Football Association for racially abusing Manchester United's Patrice Evra. In 2012, John Terry, then England Captain, faced a criminal charge for allegedly abusing Queen Park Rangers' Anton Ferdinand during a Premier League Game. Alongside these developments, there have been a series of incidences of racism appearing on twitter, where various footballers and sport commentators were sent racist messages over Twitter, prompting some of them to close their twitter account. These incidents have led to a few prosecutions for racially aggravated comments.<sup>192</sup> For more information on racism in sport please see section 4.

Hate speech and racist language on the internet has also been a feature of extreme right movements. Research has shown that these are increasingly using the internet and social media 'to amplify their message, recruit and organise.'<sup>193</sup>

### 6.8.4 Counter terrorism

#### Schedule 7 of the Terrorism Act

Schedule 7 of the Terrorism Act 2000<sup>194</sup> provides for a stop and search power that does not require reasonable suspicion or an identified individual in order to be authorised. It allows police to detain people at airports and ports for up to nine hours. The majority of people searched under this power belong to BME groups, despite accounting for only 12 per cent of the population. Asian people are targeted at a particularly high rate, and are around 43 times more

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<sup>190</sup> DCLG (2012) *Creating the Conditions for Integration*, <https://www.gov.uk/government/publications/creating-the-conditions-for-a-more-integrated-society>

<sup>191</sup> Tell Mama: Measuring Anti Muslim Attacks <http://tellmamauk.org/main>

<sup>192</sup> Bowcott, O & Roberts, K (27 March 2012) "Twitter racism: how the law is taking on 'Twacists'" *The Guardian* <http://www.guardian.co.uk/technology/2012/mar/27/twitter-racism-taking-on-twacists?INTCMP=SRCH>

<sup>193</sup> Bartlett J, Birdwell J & Littler M (2011) *The New Face of Digital Populism*, London: Demos

<sup>194</sup> Terrorism Act 2000, <http://www.legislation.gov.uk/ukxi/2007/2184/contents/made>

likely to be stopped under Schedule 7 than a white person.<sup>195</sup> Data from the Home Office shows that in 2010/2011, 30 per cent of people stopped under Schedule 7 were classified as Asian, although this group constitutes only 5 per cent of the total population. Black people comprised 9 per cent of stops under Schedule 7, constituting 3 per cent of the population. Other minority ethnic groups accounted for 20 per cent of all stops, while comprising only 3 per cent of the population. More intensive Schedule 7 stops have been found to be more discriminative; 46 per cent of those who were stopped for over an hour were Asian, 15 per cent black people, 24 per cent were from other ethnic groups, and only 15 per cent of these types of stops were conducted on white people.<sup>196</sup>

NGOs are concerned about the disproportionate targeting of Muslim communities through counter terrorism measures in the UK and certain stop and search powers such as Schedule 7 in particular. Muslim communities report that anti-terrorism policies and legislation contribute to a wider climate of hostility, fear and suspicion towards them.<sup>197</sup>

Schedule 7 of the Terrorism Act 2000, has been criticised for its alienating and stigmatising impact on Muslim communities. Most Muslims have been targeted by this power in an airport or port, or know someone who has. The Home Office review of Counter-terrorism and security powers in 2011 recognised the damaging and counter-productive effects these procedures are having on relations with Muslim communities.<sup>198</sup>

### **Terrorism Prevention and Investigation Measures**

In January 2011 the government repealed the use of control orders, as they were deemed both ineffective and a violation of human rights protections.<sup>199</sup> Control orders occurred when Ministers signed an order to place a terrorism suspect under close supervision. Terrorism Prevention and Investigation Measures (TPIMs) came into force in January 2012, replacing control orders, which had been used disproportionately against Muslims.<sup>200</sup> These were widely unpopular within Muslim communities as they were viewed as being repressive and unfair. As was the case with control orders, TPIMs will be used outside of the criminal justice system. Although the conditions of the measures imposed upon the individuals subject to a TPIM have been modified marginally, there is concern that these new measures retain the most discriminatory and worrying features of control orders.<sup>201</sup> Breach of a

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<sup>195</sup> Guardian (23 May 2011) *Asian people 42 times more likely to be held under terror law* <http://www.guardian.co.uk/uk/2011/may/23/counter-terror-stop-search-minorities>

<sup>196</sup> Home Office (2011) *Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes and stops and searches Great Britain 2010/11*, London: Home Office. <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/counter-terrorism-statistics/hosb1511/hosb1511?view=Binary>

<sup>197</sup> EHRC (2011) *The impact of counter-terrorism measures on Muslim communities* [http://www.equalityhumanrights.com/uploaded\\_files/research/counter-terrorism\\_research\\_report\\_72.pdf](http://www.equalityhumanrights.com/uploaded_files/research/counter-terrorism_research_report_72.pdf)

<sup>198</sup> Home Office (2011) *Review of counter-terrorism powers: Equality Impact Assessment* <http://www.homeoffice.gov.uk/publications/counter-terrorism/review-of-ct-security-powers/eia?view=Binary>

<sup>199</sup> Ibid.

<sup>200</sup> Ibid.

<sup>201</sup> Liberty (2011) *Terrorism prevention and investigation measures* <http://www.liberty-human-rights.org.uk/human-rights/terrorism/control-orders/index.php>

TPIM is still a criminal offence, with the same maximum penalty of five years' imprisonment. Although a TPIM has a two year limit, it can be extended as soon as the previous one ends if there is 'new evidence of terrorist related activity'. These measures have the potential to substantially impinge upon the civil liberties, as well as mental and physical well-being of those upon whom they are imposed.<sup>202</sup> Like control orders, TPIMs can be imposed in the absence of criminal charges. As with control orders, the concern is that these measures are likely to disproportionately affect Muslim communities.

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<sup>202</sup> Home Office (2011) *Review of Counter-terrorism and security powers- Review findings and recommendations* <http://www.official-documents.gov.uk/document/cm80/8004/8004.pdf>

## 7. Civil society assessment

NGO concerns in relation to various policy and political developments have been noted throughout the report in the relevant section, but here civil society views are presented in the form of quotes. The respondents below all work for organisations involved in anti-racism efforts in one way or another and were asked to give their assessment of the situation as regards race equality in the particular area that they work on.

### Education

'ROTA is very concerned that the educational reforms, which ignore the role of racism in the educational disadvantage that disproportionately impacts on certain minority ethnic communities, combined with widespread public spending cuts that have hit support aimed at enabling teachers to teach more effectively in multi-ethnic classrooms, will exacerbate inequalities.'

Barbara Nea, Senior Policy Officer at Race on the Agenda (ROTA)

### Health

'Afiya Trust concerns regarding the Health and Care Act 2012 relate to how race equality will be mainstreamed by the new structures and agencies such as Clinical Commissioning Groups, Health and Well Being Boards, Healthwatch, and Public England, along with changes in National Health Service and social providers and the Department of Health. There has been clear evidence over the last 12 months that the models of best practice, experienced staff and grass roots community organisations who have been at the forefront of tackling BME health inequality issues such as mental health, cancer, diabetes, stroke and patient engagement and advocacy have been disproportionately affected by the public sector cuts. We are concerned about the lack of leadership to embed the potential opportunity of reducing health and racial inequalities in health and social care into the new system.'

Patrick Vernon, Chief Executive of Afiya Trust

### Political representation

'In regards to BME political representation in local and national politics, the picture is patchy. At Westminster the 2010 elections witnessed a significant increase in BME MPs from 15 to 27. The Conservatives made the biggest jump ever seen by a political party from 2 to 12 BME MPs. The Liberal Democrats remain without a single BME MP and despite much rhetoric their plans to address the problem remain weak. More worrying is the drop of BME councillors, which has been estimated to be around 10%. Equally we are witnessing a significant fall in BME councillors holding leadership positions, with Tower Hamlets the only authority with a BME Leader. Finally, at a national level and despite the record level of BME MPs, very few of them,

particularly those on the Conservative benches talk about the persistent issues around race inequality. Whilst it is important to have greater diversity in our democratic institutions it is also important that those politicians are confident to raise race inequality issues.'

Simon Woolley, Director of Operation Black Vote (OBV)

### **Criminal justice**

'StopWatch is a coalition of NGOs that seeks to promote fair and accountable policing. We are concerned that disproportionate and ineffective stop and search use by the police remains a problem for ethnic minorities in the UK. We have real concerns about the use of draconian counter-terrorism powers against specific communities, especially Muslim communities. In response to these concerns we are working to promote alternatives to stop and search and we will be pressing for a judicial review of counter-terrorism powers such as Schedule 7 of the Terrorism Act.'

Kamaljeet Gill, Research and Policy Analyst at StopWatch

### **Migration**

'As an organisation working for the rights of migrants in the UK, MRN has been concerned about a range of new tough immigration policies aimed at reducing UK net migration levels by the time of the next general election. Most recently, the new rules on family migration which came into force this July will prevent thousands of families from being able to live together in the UK, with particular impacts on the Bangladeshi and Pakistani communities. We will be leading lobbying and campaigning work over the coming months with the aim of overturning the rules.'

Ruth Grove-White, Policy Director at Migrants' Rights Network (MRN)

### **Equality legislation**

'The Discrimination Law Association works to promote good community relations by improving assistance to those who are subjected to unlawful discrimination. We are therefore seriously concerned that the government is determined to repeal important provisions and weaken the impact of the Equality Act on the basis of theoretical harm to business, which the evidence does not even indicate is the case. The result will be reduced protection against discrimination, harassment and victimisation, reduced access to justice and increased distrust regarding the government's commitment to race equality.'

Barbara Cohen, Vice-Chair of the Discrimination Law Association (DLA)

## **Muslim communities**

‘The problems facing British Muslim communities are now well documented – from discrimination and disadvantage to alienation and radicalisation. The 2011 Census figures and other recent national surveys and research seem only to confirm what we already know. The challenge at hand is to develop a middle way between only blaming the victim and suffering in victimhood. To move forward towards addressing the problems will require a recognition of the problems on all sides, a strong partnership between Muslim communities, the Government and all other relevant parties, and the necessary commitment to resources. At present there is only a blame game between key players, manipulation of parts of Muslim communities and little focus on effectively addressing the problems.’

Mohammed Aziz, Director of FaithWise

## **Gypsies and Travellers**

‘As a national charity working with Gypsies and Travellers, the Irish Traveller Movement in Britain is very concerned about the continued discrimination and poor outcomes these groups experience in accommodation, education, health and employment. Last year’s mass eviction of Travellers at Dale Farm demonstrates the hostility and prejudice these communities face with both the UN and Council of Europe expressing deep concern regarding Basildon and the UK Government’s support of the police-led eviction.’

Matthew Brindley, Policy and Research Officer at Irish Traveller Movement in Britain (ITMB)

## 8. Good practices

### Example of NGO Good Practice in employment

**The Network for Black Professionals** is a social justice, not-for-profit organisation committed to supporting BME professionals to achieve their full career and civic potential. They work in partnership with employers, government and community organisations to deliver services to support BME professionals. They undertake activities such as capacity building, positive action initiatives, advice and guidance, and lobbying and advocacy. They aim to support the career and professional development of people from BME communities, by advising on how to get into Senior Management roles, helping organisations to implement proactive approaches to having a diverse workforce, and engaging BME communities in effective representation and civic engagement.<sup>203</sup>

### Example of NGO Good Practice in education

Alongside their main business as the leading independent provider of school home support services, **School-Home Support** provide specially targeted services to help overcome barriers to learning for specific communities in three ethnically diverse boroughs of London. School-Home Support employs Community Support Workers support families of Somali, Bangladeshi, Turkish and Turkish-Kurdish origin, whose first language is not English, to communicate their needs and participate fully in their child's education. Recruited from within the community, they help school staff understand the issues that families face, as well as helping families to understand the education system and enable parents to provide support to their children who are at school. The ultimate aim is to improve attendance, educational attainment, self-esteem and confidence of the pupils involved.<sup>204205</sup>

### Example of NGO Good Practice in Housing

**Broxbourne Housing Association** (BHA) is an example of good local leadership and engagement on housing and migration issues in South East Herts. Previously a majority white British area with considerable support for the far-right British National Party, the area has now seen rapid population change. The BHA has organised regular discussion forums for tenants and residents on themes relating to equality with the aim of reducing prejudice. Many residents had wanted answers about the changes in population, some held misconceptions about who was getting access to social housing, and others just wanted to know more about how housing was working in their area. Such events have involved an information sharing session with

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<sup>203</sup> Network for Black Professionals <http://www.nbp.org.uk/>

<sup>204</sup> School- Home Support  
[http://resources.cohesioninstitute.org.uk/GoodPractice/Projects/Project/Default.aspx?recordId=134&Sector=2&WhichgroupsdoesitrelatetowhoarethebeneficiariesFlagSearch=Which+groups+does+it+relate+to+%2f+who+are+the+beneficiaries%3f+%3a+Race&HowwouldyoucategorisetheprojectwhatvehicleorthemedoesituseFlagSearch=How+would+you+categorise+the+project+%2f+what+vehicle+or+theme+does+it+use%3f+%3a+Education+\(includes+schools%2c+FE+and+HE](http://resources.cohesioninstitute.org.uk/GoodPractice/Projects/Project/Default.aspx?recordId=134&Sector=2&WhichgroupsdoesitrelatetowhoarethebeneficiariesFlagSearch=Which+groups+does+it+relate+to+%2f+who+are+the+beneficiaries%3f+%3a+Race&HowwouldyoucategorisetheprojectwhatvehicleorthemedoesituseFlagSearch=How+would+you+categorise+the+project+%2f+what+vehicle+or+theme+does+it+use%3f+%3a+Education+(includes+schools%2c+FE+and+HE)

<sup>205</sup> School- Home Support  
[http://www.schoolhomesupport.org.uk/index.php?option=com\\_content&view=article&id=70&Itemid=122](http://www.schoolhomesupport.org.uk/index.php?option=com_content&view=article&id=70&Itemid=122)

speakers from the Housing and Migration Network, who have facilitated discussions about people's own perceptions and experiences of migration.<sup>206</sup>

### **Example of NGO Good Practice in health**

**Better Health** is an initiative of the Race Equality Foundation, and aims to build a collection of resources to help staff tackle discrimination and embed the promotion of race equality into their everyday work. The Better Health resources include briefing papers, toolkits and guidance to provide evidence on the ethnic inequalities that exist in health, and signpost practitioners towards good practice in health services. Resources cover themes including obstacles to the participation of BME service users in health services, limitations relating to culturally, ethnically and linguistically appropriate services, and the impact of racism on BME services users and staff.<sup>207</sup>

### **Example of NGO Good Practice in access to goods and services**

**Fair Finance** is a social business that aims to reduce financial exclusion and exploitation in poor and low income communities in the UK. Fair Finance offer loans to businesses and an advice service to meet the needs of people who are financially excluded and have been left behind by mainstream financial service providers. While Fair Finance does not directly target ethnic minority populations, its services directly benefit these groups. It is based in areas of London with large ethnic minority communities, and so a many of their clients are ethnic minorities who would otherwise either not apply or not succeed in getting financing for their businesses. Fair Finance also discloses who they lend to by various factors including ethnicity, in order to be transparent about which communities the organisation is reaching, regardless of ethnicity, gender or postcode.

### **Example of NGO Good Practice in political participation**

**Operation Black Vote** (OBV) work to achieve greater racial justice and equality in the UK through increasing political participation and representation. OBV aim to inspire BME communities to engage with public institutions in order to address race inequalities in education, health and employment. They work in areas including voter registration, lobbying politicians, mentoring schemes and political leadership programmes. Their main issues of focus include political education, political participation and political representation. In particular they run Community Empowerment Roadshows, free seminars to increase BME awareness and engagement in local democratic processes. They also have an MP Shadowing Scheme which aims to increase the number of BME MPs in Parliament by pairing 'parliamentary shadows' with members of the House of Commons or Lords, who act as their mentor.<sup>208</sup>

### **Example of NGO Good Practice in Media**

**The iMuslim project** arose from concerns being voiced by young Muslims about the representation of Muslims in the media during a workshop on Islamophobia and prejudice. The project took place in Waltham Forest,

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<sup>206</sup> Broxbourne Housing Association <http://www.mrcf.org.uk/moving-london-the-housing-and-migration-network-good-practice-examples-on-local-integration>

<sup>207</sup> Better Health <http://www.better-health.org.uk/>

<sup>208</sup> Operation Black Vote <http://www.obv.org.uk/>



London. The idea was to work with a group of young Muslims on a participative film project to explore this issue further with journalists and script writers themselves. The project was youth-led and the young people helped to recruit a film company 'Fair Knowledge', who specialise in making marginalised voices heard and youth film training. They were then trained to storyboard, film, edit and animate iMuslim.

The resulting film explores the portrayal of Muslims in the mainstream media. The aim was to promote the film and gain media coverage in order to stimulate both a local and national debate on the issue. iMuslim brought together polarised groups in order to effect positive change: the script writers and journalists developed an understanding of young Muslims, and young Muslims gained an understanding of the processes and people behind the media. The films were shown as part of the London International Documentary Film Festival held at the Royal Society of Arts and were posted on YouTube. A DVD of the film was also incorporated into a lesson plan in a class looking at stereotyping sent to all schools in the borough.<sup>209</sup>

### **Example of NGO Good Practice in Criminal justice**

#### **The Harringey Stop and Search Monitoring Group**

The Harringey Stop and Search Monitoring Group (HSSMG) is an independent voluntary organisation set up to provide the local community of Harringey, a London borough, with a voice on policing issues, particularly those relating to stop and search powers. They aim to represent local community members and vulnerable groups who are disproportionately targeted by the police, and provide a platform for the local community, especially young people, to engage with the police and also to get involved in discussions on stop and search in their local area. They also support police officers through the sharing of best practice.<sup>210</sup>

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<sup>209</sup> The iMuslim project <http://www.localinnovation.idea.gov.uk/idk/core/page.do?pagelD=17449221>

<sup>210</sup> The Harringey Stop and Search Monitoring Group <http://stopandsearchgroup.co.uk/>

## 9. National recommendations

### **Muslim communities**

- The Government should seek to address the poorer outcomes which Muslim communities experience in education, employment and health.
- The media should be made more accountable for the often inflammatory and Islamophobic coverage of Muslims which stigmatises these communities and damages relationships between the Muslim and non-Muslim population.
- The Government should review its use of counter-terrorism legislation to ensure that it is implemented in a manner that does not disproportionately target Muslim communities.

### **Employment**

- The Government should place more focus on tackling the very high unemployment rates of some ethnic minority communities, and adopt specific targeted policies to increase employment amongst these groups.
- The Government should introduce a large-scale mentoring scheme for those ethnic groups who suffer high rates of unemployment
- The Government should publish its monitoring data on the Work Programme in order to assess how many people from BME background get jobs after undertaking the programme

### **Education**

- The Government should develop strategic initiatives to reduce the gaps in educational attainment between BME pupils and the general population
- The Government should ensure that the new curriculum is inclusive and promotes diversity.
- The Government should reintroduce targets to recruit more ethnic minority teachers.
- The Government should take action to reduce the number of exclusions of Black Caribbean pupils, and restore powers to exclusions appeals panels to reinstate those pupils who have been unfairly excluded from school

### **Housing**

- The Government should take action to address the problems of low quality housing, low home ownership rates, overcrowding and high levels of homelessness amongst ethnic minority groups.
- Local authority Housing Benefit services need to work together with the social rented sector, private landlords and letting agents, advice providers, local community groups, customer representatives and the voluntary sector in order to mitigate the effects of the cuts in Housing Benefit on BME communities.
- The government should ensure that its planning policy for traveller sites does not further curtail the rights of Gypsies and Travellers to culturally appropriate accommodation.

## **Health**

- The Government should systematically collect data on the health outcomes for different ethnic groups, and health outcomes by ethnicity should be monitored and reported.
- The Government should develop an inclusive framework for public health which draws upon the strengths of the local networks and civil society groups which have expertise in the differing needs of diverse communities.
- The Government should ensure that a commitment to reducing ethnic inequalities in health outcomes is integrated into the new structure of the National Health Service.

## **Access to goods and services**

- Given the barriers faced by ethnic minorities trying to access business loans, banks should begin a policy of disclosing who they lend to, and whose applications they reject on the basis of ethnicity, gender and postcode.

## **Criminal justice**

- The Government should fund research into alternatives to the use of stop and search powers and in the meantime should extend initiatives to improve police use of stop and search powers which make noticeable reductions in the disproportionate impacts of these powers on ethnic minorities.
- The police should take measures to build greater levels of trust and confidence with BME communities and create more opportunities for meaningful contact between the police and young people in non-threatening environments.
- The Government should collect and publish data on the victims of racially or religiously motivated crimes disaggregated by ethnicity and religion.
- The Government should address the excessive targeting of Muslim communities under counter-terrorism measures.

## **Media**

- Appropriate measures should be taken to ensure that the media is better informed and better regulated, in order to reduce prejudice and increase the accuracy of media reporting of race and religious issues.
- The system of press regulation needs to be reformed in order to increase the accountability of the media for the impact of misrepresentative media coverage of minority ethnic groups on race relations.

## 10. Conclusion

This report has demonstrated that many ethnic groups in the UK experience disadvantage in ways which severely limit their opportunities for equal participation in society. It is imperative that the government ensure that ethnic minorities are not further disadvantaged by the current economic context, particularly in light of the fact that Government spending cuts are likely to impact on the UK's poorest and vulnerable communities the most.

In particular there is an urgent need for the Government to develop clear strategies for reducing the economic exclusion of certain groups, and tackling ethnic inequalities in employment. It is also essential that the Government give greater policy attention to reducing the gaps in educational achievement between different groups, to ensure that all pupils, regardless of their ethnic background, have equal chances of fulfilling their future potential.

The Government should ensure that the reformed health service incorporates the necessary framework to integrate a reduction in health inequalities into the new structure. In light of the persistently high rates of disproportionality in stop and search, and the riots of August 2011, there is a great need for the police to take measures to build greater levels of trust and confidence with BME communities.

Despite gaps in the data, widespread Islamophobia coupled with poor outcomes in employment, education and health mean that Muslim communities in the UK are over-represented across a range of indicators of disadvantage. It is clear that better collection of evidence and more systematic data collection on religious minorities is needed, but also better leadership from governments to combat discrimination against Muslims. There is a particular need for greater accountability of the media for the impact of its prejudiced and misrepresentative coverage of Muslims on these communities. It is important to engage members of all communities in dialogue in order to counter widespread misperceptions between Muslims and non-Muslims alike.

Although the Government has begun to engage slightly more with race equality issues than it has previously, action taken in the last year has been minimal. NGOs remain concerned about the absence of strategic initiatives, work and leadership around race equality across Government. The Government's integration strategy has been presented as an alternative to a race equality strategy, yet it makes little reference to racism and race inequalities. NGOs remain concerned at the lack of a cross-government race equality strategy.

The current Government preference for mainstream policies aimed at socio-economic inequalities more broadly does little to address the significant ethnic inequalities that exist in the UK. There is therefore a need for targeted policies which are tailored towards the specific needs of ethnic minorities. NGOs are also concerned that the ways in which the Government is amending or

deleting provisions of the Equality Act could result in a real loss of equality rights. Race equality NGOs in the UK would like to see greater commitment and leadership from Government to address the roots causes of race inequality in the UK.

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## Annex 1: List of abbreviations

BME	Black and minority ethnic
CDN	Creative Diversity Network
CERD	Committee on the Elimination of Racial Discrimination
CPS	Crown Prosecution Service
CST	Community Security Trust
EHRC	Equality and Human Rights Commission
EMAG	Ethnic Minority Achievement Grant
EU	European Union
GCSE	General Certificate of Secondary Education
GP	General Practitioner
IRR	Institute of Race Relations
JSA	Job Seekers Allowance
MAMA	Measuring Anti-Muslim Attacks
MP	Member of Parliament
NGO	Non-governmental organisation
NHS	National Health Service
PCC	Police and Crime Commissioner
TPIM	Terrorism and Investigation Measures
UK	United Kingdom



