30 years

COMMISSION FOR RACIAL EQUALITY

A lot done, a lot to do

Our vision for an integrated Britain

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1 | Introduction

Our vision for an integrated Britain

Only a few decades ago, it was acceptable to put up a sign in a boarding house or B&B saying 'No blacks, no Irish, no dogs'. We don't see those signs anymore, thanks to the race relations legislation that made them illegal, as well as thirty years of hard work by the Commission for Racial Equality and others in changing the national mindset to make them morally inconceivable.

But let's not kid ourselves. Britain, despite its status as the fifth largest economy in the world, is still a place of inequality, exclusion and isolation. Segregation – residentially, socially and in the workplace – is growing. Extremism, both political and religious, is on the rise as people become disillusioned and disconnected from each other. Issues of identity have a new prominence in our social landscape and have a profound impact upon race relations in Britain.

An ethnic minority British baby born today is sadly still more likely to go on to receive poor quality education, be paid less, live in sub-standard housing, be in poor health and be discriminated against in other ways than his or her white contemporaries. This persistent, longstanding inequality is quite simply unfair and unacceptable.

On top of this, our society is fracturing. The pace of change in Britain over the last few years has unsettled many, and caused people to retreat into and reinforce narrower ethnic and religious ties. Bonds

of solidarity across different groups have reduced and tensions between people have increased. Such tensions often arise from the fear of difference, and Britain's diversity, which should be a source of strength, risks becoming one of division. We live in a society where people may live side by side, occupy the same spaces and schools and shop in the same high streets, but too often they lead parallel lives that never meet. Rumours and perceptions of injustice in such circumstances can trigger division and conflict. In some cases, this translates as violence on the street, against individuals and particular groups. More often, it appears in the clustering of different groups or in invisible barriers being erected to keep others out.

At the Commission for Racial Equality, we have long believed that the best way to approach the challenges we face as a country is through an agenda based upon a developed notion of integration.

To achieve an integrated Britain, we need to achieve equality for all sections of society, interaction between all sections of society and participation by all sections of society.

Over the past thirty years, the CRE has promoted and often led great changes that have undoubtedly improved many aspects of British society, whether to improve individual life chances, promote better relations between different groups or to raise standards in public life. But, of course, we face new and ever greater challenges, and there is still much to do. As we welcome a new prime minister and a new national institution, the Commission for Equality and Human Rights, it is right to take stock. Combining the knowledge gained from CRE-commissioned research, our local and regional contacts and our experience in the field with the expertise and skills of our staff and partners, we seek to clarify the challenges that others must take forward once the CRE closes its doors at the end of September 2007.

In our final strategic plan, we set out our priorities for change:

- developing and enforcing existing and new powerful legal tools to promote racial, and religious, equality;

- reducing racism and extremism;

- tackling racial inequalities in education, health, criminal justice, housing and employment; and

- promoting interaction between people of all ages and backgrounds and increased participation in local community work by people from all ethnic groups.

In this document, we set out how to put these plans into action in specific fields of life, looking first at the situation today, the existing challenges and the work the CRE has done to date, before setting some ambitious goals for those entrusted with the job of promoting racial equality in the future.

This work is profoundly important in creating a country with true equality of opportunity: a country that can embrace its diversity as a strength and harness the skills of all its people. This will lead not only to increased economic productivity and international competitiveness, but also to fairness and social justice.

The CRE might be leaving the stage, but our work must go on. To ignore the challenges contained within this document is to condemn future generations to perpetual inequality and exclusion.

2 | Young people

Our vision for an integrated Britain

Today, despite the achievements that have been made in the past, we are still in a situation where your ethnic origins continue to play a part in determining your future – and this is apparent from a young age.

Britain's ethnic minority population is predominantly a young one: while 20% of the white British population is under 16, the figure rises to 38% for those of Bangladeshi origin, 35% for those of Pakistani origin, and 50% of our mixed race population. While children from ethnic minority groups make up 12% of the total child population, they are disproportionately more likely to be poor. Rates of child poverty are particularly high among children of African (56%), Pakistani (60%) and Bangladeshi (72%) origin, compared with a rate of 25% for white children.

Young people from ethnic minority groups are more likely to suffer from mental health problems, and they are at higher risk of sexually transmitted diseases. Black and mixed race children are proportionately more likely to be found within the social care system and appear to stay in the system for longer than white children.

Of all groups, young people of Pakistani and Bangladeshi origin are less likely to take part in education, training or employment. And young black or mixed race men are more likely than others to be

prosecuted and convicted. Overall, black and Asian young men are more likely to be remanded in custody prior to sentencing.

Our work so far

- In 2005, we developed a position paper looking at ethnic minority children and young people from birth to the age of 25. The paper focuses on where ethnic minority children and young people 'fall out of the system' – that is, where their experiences differ from those of the rest of the population and have a negative effect on their lives. It also considers how policies and initiatives are trying to tackle this

- We used the paper to influence consultation responses, speeches and contributions to the Equalities Review and Comprehensive Spending Review. We gave written submissions to the Treasury's policy review of children and young people; the Good Childhood inquiry; the Youth Matters Green Paper; and the Home Affairs Committee inquiry into young black people and the criminal justice system

- We also set up several specific projects, which included:

  - A programme of work to improve the lives of ethnic minority children in care, looking at issues like educational attainment, health, tackling bullying and more

  - A project exploring issues of identity and integration among young people from ethnic minority groups

  - Commissioning a two-year research project (with the ESRC) looking at the way in which ethnic minority young people are treated in the criminal justice system. Led by Professor Mike Hough from the Institute for Criminal Policy Research at King's College London, interim findings from the first phase of the project will be available by December 2007

The challenges ahead

Early years

- Tackling problems at an early age is often the best way to prevent entrenched inequalities developing as people get older. 'Early years

interventions' can lead to improved health, educational development and readiness for school, better relationships between parents and children, and improved social and emotional development. Research shows that disadvantaged children, in particular, can benefit from good quality pre-school settings such as nurseries and playgroups, and the earlier children attend pre-school education, the more likely they are to improve their intellectual development, independence, concentration and sociability

- Ethnic minority parents are, on average, less likely to use early years services, be aware of government initiatives or to be sufficiently well-informed about service providers

- How do we ensure that ethnic minority families are equally likely to use nursery and childcare services, while also making sure that such services meet the needs of all their users and allow children of all ethnic backgrounds to learn and play together from the outset?

Identity, Britishness and citizenship

- Notions of identity, Britishness and citizenship among ethnic minority children and young people (whether second, third or fourth generation British-born or recent migrants) are barely, if ever, touched upon in developing youth services. One aim of the Home Office's strategy to promote racial equality and community cohesion is to help young people from different backgrounds grow up with a sense of common belonging and a greater understanding of their common stake in British society. To do this, we need to understand better how young people from all backgrounds develop notions of self-identity

Children in care

- The government's Social Exclusion Unit argues that young people who are or have been looked after by a local authority are at the extreme end of the spectrum of family disadvantage. Children from some ethnic minority groups are more likely to stay in care longer and to have their placements severely disrupted. There is also an acute shortage of ethnic minority foster carers and adopters. Young people in the care system, who are more likely to be from ethnic minority groups, often have lower levels of educational attainment

Young mixed race people

- The numbers of British-born children of mixed race heritage are rising as more people choose partners of a different ethnic group. While it is difficult to make generalisations about such a large and diverse group, it is true that mixed race young people, particularly those whose ethnic origins can be described as white and black Caribbean, are less likely to do well at school and more likely to have higher rates of admission to hospital for mental illness; have taken drugs; have a teenage pregnancy; enter the social care system; and have higher rates of prosecution and conviction. Compared with people from all other ethnic groups, they are also more likely to experience racism. Evidence suggests that services find it difficult to meet the needs of mixed race young people as they do not neatly fit into a particular box. How do we ensure our public services better understand this fast-growing group and tailor services to meet their needs accordingly?

Social class, parents and family

- Intergenerational mobility in Britain is already much lower than in other developed countries, and is falling. How do we make sure that the disadvantages and discrimination many parents from ethnic minorities suffer are not simply inherited by their children?

- To date, much of the government's focus on improving parenting has been through both law enforcement and support – such as parenting orders and parenting contracts, and initiatives like Sure Start, New Deal for Communities and the National Parenting Academy. We are concerned that such programmes, while generally successful, have in many cases not had the same take-up rates among certain socio-economic groups or people from some ethnic minority groups. The challenge is to make sure, using robust ethnic monitoring, that statutory powers are used to support all families

Youth justice

- People from ethnic minorities are disproportionately over-represented in the adult criminal justice system. Although a lot of research on ethnic minority adults and the criminal justice system is available, not enough has been written about the experiences of ethnic minority young people in the youth justice system

- Research published by the Youth Justice Board in 2004 highlighted in detail, for the first time, how ethnic minority young people were treated at each stage of the youth justice process, compared with white young people. At various points, there were differences in outcomes that were consistent with discriminatory treatment in the way that black, Asian and mixed race young people were dealt with, compared with white young people

- In June 2007, the Home Affairs Committee published its report on young black people and the criminal justice system. This also highlighted some evidence to support allegations of direct or indirect discrimination in the way that young black people were treated by the police and in the youth justice system

Recommendations

Early years

- The Department for Children, Schools and Families (DCSF) should make sure that implementing the Children's Workforce Strategy leads to greater recruitment of people from ethnic minorities in local children's workforces and improved opportunities for promotion

- The Sure Start Unit should oversee local authorities to make sure that they comply with their responsibility, under the duty to promote race equality, to monitor the effects of their policies on people from all ethnic groups, including the way in which they provide early years services

- The Sure Start Unit should put the need to promote racial equality at the centre of the national roll-out of Sure Start children's centres

- The Sure Start Unit should undertake further research to explore the barriers that prevent ethnic minority families from getting involved in early years settings, and put processes in place to address these

- Ofsted, through its inspection process, should ensure that early years and childcare services promote racial equality and that inspectors have the appropriate knowledge and skills to be able to assess this

- The CEHR should build on our existing work to promote racial equality in early years services

Identity, Britishness and citizenship

- All government departments should have a clear understanding of notions of Britishness, citizenship and identity among ethnic minority young people when developing policies and services

- The Qualifications and Curriculum Authority should include issues of identity, Britishness and citizenship in the curriculum from foundation stage to secondary education

- The CEHR should carry out further research to explore these issues among young people of all ethnic groups

Children in care

- All government departments should consider the specific needs of ethnic minority children in care when developing policies and services

- Central and local government should provide funding to develop and maintain recruitment and support programmes for ethnic minority adopters and foster carers

- Local authorities, through children's trusts, should provide appropriate race and diversity training for staff so that they have a clear understanding of the specific needs of children from all ethnic groups

Young mixed race people

- All public authorities should review the way that they record and monitor ethnicity for mixed race people to make sure they comply both with the law and best practice, and should make sure that their staff are trained accordingly

- All government departments should specifically consider the needs of mixed race young people when developing policies and services

- The CEHR should develop a specific work programme to explore the particular issues facing mixed race individuals

Social class, parents and family

- All public authorities should make sure that they provide sufficient

information to parents of all ethnic groups to increase their awareness of and access to services, and enable them to make informed choices

- The government should regularly review the effectiveness of using statutory powers to get parents involved in parenting programmes

- The DCSF and local authorities should make sure that all schools provide information, advice and guidance to parents so that they can help their children to make decisions about their education

- Local authorities, youth offending teams and courts should monitor, by ethnicity, the use of parenting orders and contracts and their effects on ethnic minority families

- The CEHR should carry out research into the effects of divorce on young people from different social groups, and the role of the father

Youth justice

- The CEHR should continue to support the CRE/ESRC-funded research into the youth justice system

- The CEHR should work with government departments to monitor the extent to which the recommendations of the Home Affairs Committee inquiry into young black people and the criminal justice system are put into practice

3 Education

Our vision for an integrated Britain

Schools

On average, children from ethnic minorities comprise 21% of the population of Britain's maintained primary schools and 17% of the total number of children attending secondary schools. Ethnic monitoring in education has enabled us to look in detail at how well children do, by ethnic group, at all stages of the education system. Children of Indian, Chinese and Irish origin have attainment levels which exceed the national average, while black children, white working class boys, Gypsies and Irish Travellers and those of Bangladeshi and Pakistani origin consistently fall below the average at all key stages.

At key stage 1, 28% of Irish Travellers and 42% of Gypsy or Roma pupils achieved Level 2 or above in reading, compared with 84% of all pupils. At key stage 4, 42% of Irish Travellers and 23% of Gypsy or Roma pupils achieved five or more A∗-C GCSE/GNVQs, compared with 51% of all pupils.

Black pupils are permanently excluded at over twice (and specifically those of Caribbean origin about three times) the rate of white pupils.

Further education

Black young people in Britain are less likely to be in education, employment or training (defined as NEET) at age 16 than white, and

significantly less likely at ages 17 and 18. Young people of African-Caribbean origin and those of mixed race with one African-Caribbean parent are more likely to be in the NEET category than people from any other group. Among those of South Asian heritage, young people of Bangladeshi and Pakistani origin are much more likely to be in the NEET category than those of Indian origin. And just over 58% of all Britons of South Asian heritage do not have any qualification higher than Level 2, compared with 52% of people of African and African-Caribbean origin, and 52% of white Britons.

Higher education

During 2004/5, 18% of all accepted applicants to undergraduate HE courses were ethnic minority students. Students of Indian origin made up the largest number of non-white undergraduates (4.4 %). There are 53 higher education institutions with less than 5% ethnic minority students. About 20 have more than 40%. Half of the Russell Group universities have fewer than 30 black students of Caribbean origin each, and there are more black Caribbean students at London Metropolitan University than at the whole of the Russell Group put together.

During 2005/6, there was an 11.6% increase in the number of UK-based black students who registered for a first degree, but this group still accounts for only 5% of the total student population.

Our work so far

Schools

- We worked with the Ethnic Minority Achievement Unit in the Department for Education and Skills (DfES) to review their Aiming High strategy to raise the achievement of ethnic minority pupils. We are concerned that some information is not being collected, such as the numbers of racist incidents within schools and ethnic monitoring of governors

- We contributed to the Steer Report recommendations on improving behaviour and attendance: these have been put into practice by the government through the Education and Inspections Act 2006. We also successfully lobbied for inclusion of clauses to make governing bodies of maintained schools responsible for promoting

community cohesion and to make Ofsted responsible for reporting on schools' progress in this area

- In 2005, we launched a debate about the educational experiences of black pupils, particularly boys. We ran a seminar looking at attainment, behaviour management, parental support and the curriculum. Since then, we have raised our concerns with the DfES and now DCSF, Ofsted, the Qualification and Curriculum Authority and other strategic organisations. In October 2005, the DfES announced the launch of the black pupils' achievement scheme to focus on black and mixed race pupils

- We gave written and oral evidence to the Education and Skills Select Committee on Citizenship Education: the report warned of the danger that government could be losing interest in citizenship education, when there is still a long way to go to establish the subject

Further education

- The DfES responded to our comments on the dangers of publishing weak race equality impact assessments (REIA) by producing an improved REIA when they published the White Paper, *Further Education: Raising Skills, Improving Life Chances*, in March 2006

- We are a member of the equality and diversity group of the Learning and Skills Council (LSC). The LSC recently announced plans to cut funding for English language classes for all new migrants (except those granted refugee status). We have written to the Department for Innovation, Universities and Skills (DIUS) and LSC asking for a race equality impact assessment of the new policy

Higher education

- We sit on the Ethnicity and Degree Attainment steering group, which is run by the DIUS. Recent DIUS research found that coming from an ethnic minority has a statistically significant negative effect on your chances of gaining a degree, even after other relevant factors are taken into account (such as sex, prior attainment, disability, deprivation, subject choice, term-time accommodation and age). In response to these findings, a one-year project has been set up to investigate this issue further, led by the Higher Education Academy, working with the Equality Challenge Unit, Universities UK and Guild HE

The challenges ahead

Segregation

- Research by Professor Simon Burgess and his colleagues at Bristol University shows that children are slightly more segregated in the playground than in their neighbourhoods. Recent research in one London borough's primary schools showed that 17 schools had more than 90% pupils of Bangladeshi origin, while nine others had fewer than 10%. Another recent report showed that 59% of primary school children in Bradford attend schools with a population comprising over 90% of one 'single cultural or ethnic identity'

- In a study of Tower Hamlets, researcher Geoff Dench and colleagues found that school segregation is greater than residential segregation, possibly as a result of parents using a school's ethnic composition as a criterion when choosing a school

Attainment

- Aiming High evaluations have shown that, although results have improved, black boys of Caribbean origin remained the lowest achieving group in schools involved in Aiming High programmes at key stage 3 and 4, and their key stage 2 to key stage 3 value-added scores showed virtually no change between 2003 and 2005, remaining below average

- The gaps in educational attainment are not narrowing fast enough for some ethnic minority groups, such as Gypsies and Irish Travellers, and pupils of Pakistani and Caribbean origin. There are entrenched patterns of under achievement in certain groups, especially among black and white working-class boys. Pupils from new minority groups will also need to be catered for, such as recent arrivals from EU and other countries, including refugees and asylum seekers

Exclusion

- Research from the DfES in 2006 on the exclusion of black pupils highlighted the 'in-school' and 'out-of-school' factors that affect exclusion rates. In-school factors cover policy and practice in schools and the wider education system, while out-of-school factors include broader social issues, which cause black pupils to behave differently when compared with other pupils. To address the

in-school factors, schools need to make sure they meet the requirements of the Race Relations Act, putting the promotion of racial equality at the heart of all policies and practices

Citizenship education

■ The citizenship curriculum could be of great use in promoting integration between all ethnic groups and fostering good community relations. Sir Keith Ajegbo recently made several recommendations on diversity and citizenship within the curriculum, and the Education and Skills committee have also published recommendations for citizenship education. The government has accepted both sets of recommendations, but the challenge is how to make sure these are put into practice

Young people not in education, employment or training (NEET)

■ The rising numbers of young people who fall into the NEET category are concerning, and government data currently predicts further growth. More needs to be done to establish how best to meet the differing needs of young people in the NEET category from all ethnic groups

Higher education

■ Despite an increase in the number of ethnic minority students entering higher education, students from particular ethnic minority groups still comprise a disproportionately small percentage of those in the sector. The government is committed to raising the numbers of 18–30 year-olds in higher education to 50%, but significant progress needs to be made to ensure fair access across the sector, and to tackle rates of non-completion

Recommendations

The Commission for Equality and Human Rights

■ Hold Ofsted to account on their reluctance to include within inspections an assessment of how well schools are meeting their responsibilities under the duty to promote race equality

■ Work with the DCSF and DIUS to improve techniques for consulting people from all ethnic groups as part of addressing concerns about participation and interaction

- Address the lack of positive male role models in the classroom, particularly in primary schools, by working with the Teacher Training and Development Agency to pioneer ways of bringing more men into teaching

- Make sure that the Learning and Skills Council and the DCSF tackle the issue of how to reduce the number of pupils who are classed as NEET, including how to eliminate the ethnic minority disproportionality

- Make sure that universities address concerns about fair access to higher education institutions for ethnic minority students, as well as concerns over disproportionately low levels of retention and attainment for ethnic minority students

- Hold government departments accountable in meeting cross-governmental recommendations. For example, there are currently lots of different projects across government looking at various issues relating to black men and achievement, but none of these appear to be connected

- Follow up the recommendations from Sir Keith Ajegbo's report on diversity and citizenship within the curriculum and take any necessary action

- Continue to promote an interest in citizenship education and the ways in which it can be used to teach pupils about social integration and to equip them to live in a multicultural, diverse society

Ofsted

- Carry out regular thematic inspections on equality and integration issues

- Avoid making token comments on racial equality within schools when carrying out inspections

- When looking at things such as attainment, behaviour management and the curriculum, inspectors need to raise any concerns about how they affect ethnic minority pupils

- Give inspectors adequate race and diversity training to equip them to assess schools properly

The Department for Children, Schools and Families and the Department for Innovation, Universities and Skills

- Fill the significant data gaps in areas such as ethnic monitoring of school leavers and levels of interaction between people from different ethnic groups during school hours

- Hold schools accountable for raising the attainment levels of pupils from all ethnic groups, and reducing the numbers of exclusions

- Outline how they will make sure that schools comply with the duty to promote race equality, under the Race Relations Act and the new duty to promote community cohesion

- Make sure that there is consistency across the departments in complying with the duty to promote race equality, particularly when conducting race equality impact assessments and monitoring the impact of policies

4 | Employment

Much has been done over the last three decades to tackle discrimination in employment, with some success, and our statutory code of practice on employment has been widely used by employers throughout the country to help them improve their policies and practices (see opposite). But we do not yet have a truly level playing field when it comes to work: over the last twenty years, there has been a consistent gap between rates of employment for ethnic minorities (60%) and the overall employment rate of over 75%. The employment rate is even lower for Britons of Bangladeshi (44%) or Pakistani origin (45%) and for black Britons of African descent (57%). According to research by Dr Val Singh, during 2005 only one UK-born black director was appointed, with people from ethnic minorities still only representing 2.4% of all directors in FTSE 100 companies.

Success in the labour market is determined in large part by existing knowledge, skills, qualifications and experience, and this is another area where people from some ethnic minorities suffer a disadvantage. Ethnic minority educational attainment rates vary widely for different groups – some are at the top, but others are at the bottom of the scale. In England, it is estimated that 600,000 people from ethnic minorities have no qualifications at all, and have only a 36% chance of gaining employment. Of Britons of Bangladeshi and Pakistani origin, 39% and 28% respectively have

no qualifications, and are much less likely to enter adult education: this compares with 18% for Britons of Indian origin and 14% for white Britons.

Ethnic minority owned businesses

Approximately 300,000 businesses in the UK are owned by people from ethnic minorities, contributing approximately £20 billion to the UK economy per year.

(The term 'ethnic minority business' is used here where 50% or more of the owners, directors or partners belong to an ethnic minority group.)

Proportionately, ethnic minority businesses are more likely than others to be located in the 15% most deprived wards in England. Businesses based in these areas provide much needed jobs, facilities and services, and can contribute significantly to the regeneration of local areas. Access to public and private sector contracts is vital to the survival and expansion of individual businesses, and offers huge opportunities: public sector procurement is worth over £130 billion per annum. Anecdotal evidence suggests that ethnic minority businesses find it more difficult to gain opportunities to tender for contracts and are under-represented in both public and private sector supply chains.

Professional associations

Professional associations have combined memberships numbering millions: members work in all sectors of the economy and in middle to senior occupational groups. Yet despite the 'public good' clause in the royal charters of such associations, they are not representative of the population as a whole.

Our work so far

Employment code of practice

■ Our current code of practice on promoting racial equality in employment, which came into force in April 2006, is a statutory document which courts can use, where relevant, in cases brought under the Race Relations Act. The code gives practical guidance to employers of all sizes on how to meet their obligations under the

Act and related legislation. We also published a summary guide to explain the purpose and main points of the code

- We promoted the code widely in the media and directly with employers, including events and seminars looking at its content in detail, speeches at other organisations' conferences and events, and articles in the mainstream media and trade press

- We sent copies of the code to all Employment Tribunal Service regional chairmen and lay members, to make them aware of the new guidance and recommendations. The service will also record all citings of the code in employment tribunals, so we can monitor its effectiveness

- We prepared an evaluation of stakeholder responses to the code for publication in autumn 2007

Working with small and medium sized businesses (SMEs)

- We set up a project looking at how to work most effectively with SMEs, to inform the future work of the Commission for Equality and Human Rights. Such businesses account for over 50% over private sector employment, but are often very difficult to reach through government initiatives

- Because of their smaller size, SMEs often lack a formal human resources department, and their employees may have fewer rights than in larger organisations. Trade union membership is particularly low, as businesses employing fewer than 22 employees do not have to recognise trade union affiliation among their workers

- With external partners, we worked on a piece of research on how to improve the way we work with SMEs to promote racial equality and tackle discrimination, what best practice exists in this area and could be applied, and who is best placed to help with this work

Procurement

- We published two guides on how to comply with the duty to promote race equality in procurement: one for local authorities and one for other public bodies

- In November 2005, we held a well-received seminar with the Ethnic

Minority Employment Task Force and the CBI on how to turn procurement policies into practice

- We worked with the Department for Work and Pensions and the Home Office on a new approach being trialled for public procurement. They are setting goals and requirements on racial equality in a limited number of contracts, to encourage suppliers to tackle discrimination and promote racial equality

Supplier diversity

- We published a guide on supplier diversity, aimed at large purchasing organisations in the public, private and voluntary sectors. The guide, produced for us by the Centre for Ethnic Minority Entrepreneurship at DeMontfort University, is based on case study research, including interviews with employers who have developed supplier diversity initiatives in their own organisations. It looks at the definition of supplier diversity and its benefits, and how to put it into practice to promote inclusion within supply chains for under-represented organisations. It focuses on ethnic minority businesses, but is also applicable to other minority groups

- We promoted the guide through trade fairs and meet the buyer events, speeches at conferences and seminars, articles in the trade press and web links from other organisations

Race for the Professional

- We set up a network of professional associations called Race for the Professional: members have committed to taking action to promote equality within their organisations and to encourage a wider membership. It currently comprises a small group of about a dozen associations, with combined membership of over half a million people. It will shortly become self-managed, running its own administration, chair and secretariat, and a public launch event is planned to attract new members

- The network is taking part in research projects funded by the Department for Innovation, Universities and Skills to evaluate the extent of good equality and diversity practice within the professions, and any barriers to entry for people from ethnic minorities

The challenges ahead

- How do we reduce the employment gap that currently exists between ethnic minority employees and their white counterparts, and how do we tackle the ethnic pay penalty?

- People from ethnic minorities, on average, are disproportionately congregated at lower levels of employment. How do we raise the level of ethnic minority representation at senior manager and board level, so that they are better represented throughout the workforce?

- The current employment practices found in most SMEs are not adequate when it comes to promoting equality and diversity: the challenge is to provide guidance tailored to their specific needs and closer ways of working with them to get across the compelling arguments for equality and diversity in the workforce

- How do we help ethnic minority businesses to compete on equal terms for public and private sector contracts, and enable them to diversify the areas they work in, to avoid remaining stuck in traditionally low value added, low growth sectors such as catering and retail?

- How do we encourage employers to play their part in promoting wider social integration by developing more inclusive workplaces which bring people together?

Recommendations

Employment

- Until the creation of a single equality act, which could lead to a single code of practice on equality in employment, the Commission for Equality and Human Rights (CEHR) should continue to promote and use our existing statutory employment code

- The CEHR should work with the private sector to encourage them to monitor, by ethnicity, their staff recruitment, selection, promotion and training

- The CEHR should carry out a large-scale survey on employment in the private sector (where monitoring data is not currently available)

to establish the situation as it stands, and to enable them to track progress in future

- The CEHR should continue its membership of the Ethnic Minority Employment Taskforce

- The CEHR should make sure that those recommendations made to and accepted by the chancellor from the National Employment Panel's business commission are put into practice

- The CEHR should review specific sectors of work to gain accurate, up-to-date evidence about the level of discrimination in employment

- The CEHR should investigate the possibility of using positive action measures to promote equality in employment

- The CEHR should build on our existing work on the possibility of transferring the public sector duty to promote race equality to the private sector

Working with small and medium sized businesses (SMEs)

- The CEHR should focus on smaller businesses as a priority: larger organisations tend to recognise equality and diversity as a priority, and have the resources and expertise that smaller businesses are less likely to possess. Working with SMEs will involve all areas of the CEHR's work, not racial equality alone, and will take time and investment

- The CEHR should adopt and build on the recommendations put forward in our report, *SMEs – Improving Practice Delivering Change*, to be published in September 2007. These include promoting best practice and setting up a working group or advisory board for SMEs to feed into the CEHR's work and to give advice and guidance

Procurement

- The CEHR should build on our past guidance on procurement to champion the potential role that procurement can play in creating a more equal and integrated society

Supplier diversity

- The CEHR should continue to promote supplier diversity, widening its remit appropriately to support businesses owned by women or people with disabilities, for example

- The CEHR should update our existing supplier diversity guide in early 2008, to make it more explicitly relevant to all under-represented businesses

- The CEHR should work closely with the recently launched Ethnic Minority Business Taskforce (possibly becoming a member of the group) to keep supplier diversity and equal access to contracts as a priority, and continue working with other organisations that promote supplier diversity, such as Minority Supplier Development UK and Supplier Diversity Europe

Race for the Professional

- The CEHR should work with the network to give it the necessary support to enable it to grow; to make sure it has access to current thinking and best practice on equality in employment; and to use its contacts to promote the CEHR's own work

- The network should embrace the other equality strands; members are willing to do this and it can be done with minimal alteration to the network's existing remit

Research

- We believe that the workplace is potentially a great place in which to promote wider interaction and integration between people of different ethnic groups, yet at the moment all too often contact in work does not continue beyond the workplace. Research in 2006 by human capital management consultancy Penna has shown the importance of work as a place of social interaction: one-third of respondents liked meeting people from different walks of life whom they might not have otherwise met, while one-quarter appreciated the chance to broaden their knowledge of other cultures through meeting people at work. But much more work is needed to examine in greater detail the ways in which the workplace can promote social cohesion and integration. Potential areas of research for the CEHR to consider include:

- What sort of activities or initiatives can encourage interaction in the workplace, which then continues past the end of the working day?

- How do we get both public and private sector employers involved in making this happen?

- Can the particular culture of a workplace discourage integration, and if so how can we encourage change?

5 | Health and social care

Our vision for an integrated Britain

On average, ethnic minority Britons are more likely to experience poor health than the overall population, and are also likely to have different perceptions and experiences of health and social care services. There are many interlinking factors that can lead to ethnicity-related health inequalities; probably the most important is the relative poverty that people from particular ethnic minority groups are more likely to experience. Large-scale surveys, such as the health survey for England, have shown that people from certain ethnic minorities are more likely to report ill-health, and that ill-health among people from ethnic minorities starts at a younger age than in the rest of the British population. There has also been much research into the possible correlation between certain biological differences and ethnicity and into whether treatment for some problems is more effective when targeted at people based on their ethnicity.

Surveys commonly show that British people of Pakistani, Bangladeshi, Caribbean and Irish origin are likely to report the poorest health, with those of Indian and African heritage similar to the overall population, while those of Chinese origin report better levels of health. Overall, ethnic minority Britons tend to have higher rates of cardio-vascular disease than the rest of the population, with men born in South Asia being 50% more likely to

have a heart attack or angina. Men born in the Caribbean are 50% more likely to die from a stroke than the general population.

Mortality at or around birth among babies of Pakistani- and Caribbean-born mothers is almost double the national average; people of Pakistani, Bangladeshi and African-Caribbean origin are between three and six times more likely to have type two diabetes; and smoking is most prevalent among men of Bangladeshi (44% of whom smoke) and Irish (39% of whom smoke) heritage.

The annual 'Count me in' census of mental health service users provides a detailed picture of how people from all ethnic minorities experience these services. It confirms longstanding perceptions: admission rates for black people and those with one white and one black parent are three or more times higher than average for the wider population. According to the ethnic data collected from users of the service, patients who defined themselves as part of the 'Other Black' census category were in general 14 times more likely to be admitted than the rest of the population (among men, it rose to almost 18 times more likely).

Our work so far

- Since August 2005, we have been talking to the Department of Health about the progress of the Mental Health Bill, and more widely about our concerns over whether the department and NHS trusts are meeting their responsibilities under the duty to promote race equality. As a result of our intervention, the department delayed the development of the draft bill to give themselves more time to complete a race equality impact assessment (REIA). The department's ultimate failure to produce a satisfactory REIA was one of the key factors in our conclusion that it had failed to comply with its legal responsibilities, and we began a formal investigation into the Department of Health in January 2007

- We monitored the way in which the Department of Health carried out its Delivering Race Equality strategy (DRE) for mental health services. The DRE is the department's formal response to the enquiry into the death of David 'Rocky' Bennett in a mental health secure unit in Norfolk in 1998. It sets out a detailed vision for

removing racism and discrimination from mental health services within ten years. In 2006, we announced a joint project with the Healthcare Commission and the Mental Health Act Commission to monitor the implementation of the DRE, but this had to be put on hold following our subsequent decision to begin our formal investigation

■ We have developed a strong working relationship with the Healthcare Commission since its inception in 2005. This has included setting up an annual Healthcare Commission audit of how well NHS trusts meet their responsibilities under the duty to promote race equality

The challenges ahead

■ The main problem is the absence of good qualitative data in the healthcare sector, which makes it impossible to monitor differences by ethnicity in the use of many NHS services. What data is being collected in secondary care is rarely used to change policy

■ The apparent lack of attention paid by the Department of Health to their responsibilities under the duty to promote race equality is, at least in part, due to the lack of available data on ethnicity in the health sector, and problems with ethnic monitoring in primary care. Systematic collection and analysis of data are vital to providing responsive, appropriate and equitable public services. The NHS has made only slow progress in addressing these concerns. Continued failure to do so will undermine attempts to provide key public services for the whole of society and prevent health trusts from meeting their legal responsibilities. We have repeatedly made clear to the Department of Health our concerns regarding the electronic patient record and other key ethnic monitoring systems within the NHS

■ The health survey for England measures health inequalities by ethnicity every five years. However, ethnicity is not recorded at death registration, so mortality can be estimated only by country of birth. There is also a lack of regular, accurate data on ethnic variation in the use of NHS services. Currently the collection of ethnicity data is mandatory only in secondary care

- The Department of Health's Quality of Outcome Framework recently introduced a small financial incentive for GP practices with completed ethnicity data on patient profiles. But overall, data collected in primary care is still patchy and this undermines the ways that policies can be planned, evaluated and monitored over time

- Britain's increasing diversity poses a further challenge for the NHS: recent migration from EU accession states has helped to change the profile of many towns and cities and means that there are new migrant groups to consider who may have special needs. The experiences of mainly white Eastern European migrants are almost wholly absent from official statistics. The invisibility of these migrants was partially revealed by the first annual 'Count me in' census of mental health service users, which showed a substantial number of people within the system identified themselves as 'White Other' with a first language other than English. More information is needed about these people and their experiences within the healthcare system if we are to provide targeted, responsive services

- Black Britons and those with one black and one white parent are significantly more likely than average to be admitted to hospital via the criminal justice system, and much less likely to be admitted through community mental health services. Within the mental health system, there are also big differences in the way people of different ethnicities are treated. Among patients of Caribbean origin, 40% had been in hospital for over a year, as compared with 30% for the wider population

Recommendations

- The CEHR should work with the Department of Health and the Healthcare Commission to make ethnic monitoring in primary care mandatory and to ensure that GPs are given suitable incentives to comply

- Ethnic monitoring in health should be tailored to the needs of the sector, so that the information collected, exchanged and analysed is useful. This includes ensuring that full and accurate information is collected about the health experiences and needs of new migrants

- The CEHR should monitor the effects of recent changes made as a result of the 'Agenda for Change'

- The CEHR should work with the Department of Health to address underlying inequalities in health, access to healthcare services and the differences in the way that people of different ethnic backgrounds experience those services

- The health sector, including the Postgraduate Medical Education and Training Board, and the Royal Colleges, should tackle discrimination in employment in healthcare, using the duty to promote race equality to help them establish the extent of the problem as well as putting in place suitable remedies

- The CEHR should work with the Healthcare Commission and the Mental Health Act Commission to carry out the proposed project to monitor how the Delivering Race Equality strategy is put into practice. There should be a continued focus on making NHS Trust management boards and associated decision-making structures more representative of the communities they serve, and on helping them tailor their services to local needs

- The Department of Health should include in the next health survey for England a section on the divergent health experiences of ethnic minorities. The CEHR should build on the work we have done as part of our formal investigation into the Department of Health, and make sure that our recommendations are put into practice

6 | Criminal justice

Our vision for an integrated Britain

Today, in the wake of seminal milestones such as the Macpherson report, we can say that there has been important progress in certain areas towards tackling discrimination within the criminal justice system:

- Following new national procedures, the annual number of deaths in police custody has roughly halved since the millennium

- The number of ethnic minority police officers increased from 2% of the total in 1998/9 to 3.5% in 2004/5

- Over the same period, the corresponding proportion of ethnic minority prison officers grew to 4%, court staff to 7%, probation officers to 11% and Crown Prosecution Service (CPS) staff to 15%

- In each case, the percentage of senior staff of ethnic minority origin was lower than that of staff as a whole (for example it was 8% within the CPS), but it had grown faster

However, the criminal justice system still shows marked differences by ethnicity, both in law enforcement and in employment:

- Black people are six times more likely, and Asian people twice as likely, to be stopped and searched by the police

- Black people are over three times more likely to be arrested than white people

- After arrest, black people are significantly more likely than other groups to charged rather than cautioned

- In June 2005, ethnic minority groups accounted for about 25% of the male prison population, and 61% of adult black offenders were serving a custodial sentence of four years or more, compared with 47% of white prisoners

- Annual recorded racist incidents have increased dramatically since the mid-1990s, although the British Crime Survey has estimated a halving of overall crime over that period

Our work so far

Policing

- Our major initiative in recent years has been the formal investigation into employment issues in the police service from November 2003 – March 2005. The report made 125 recommendations, of which the home secretary accepted 122. We reviewed the police service's progress in November 2006 and identified certain crucial achievements, including:

  - much improved National Occupational Standards on 'respect for race and diversity' (on which recruitment and training are grounded);

  - a centrally coordinated strategy on racial equality training incorporating our recommendations;

  - analysis which identified why ethnic minority applicants for the position of constable had lower average success rates (enabling 'positive action' steps to be taken);

  - steps to ensure that all forces' race equality schemes are legally compliant;

  - a new draft code of conduct and misconduct procedures; and

  - an inspection of how well police forces were meeting the duty to promote race equality

- More recently, the gap between ethnic minority success rates and those of the rest of the population has narrowed dramatically, and

our evaluation of the new model of police racial equality training is generally positive

Stop and search

- We sit on a Home Office-chaired stop and search working group, whose sponsored research on the causes of racial disproportionality in stop and search is expected soon

- In 2006, we received written confirmation of practice that amounted to 'ethnic profiling' against Asians in stops and searches under the Terrorism Act following the London bombs of 7/7. We took legal advice on this in March 2007, which concluded that 'ethnic profiling' is unlawful. We therefore called for a change in the statutory code governing stop and search, to rule out race as a factor

Probation

- We worked closely with the Association of Chief Probation Officers to put their action plan into practice, after a thematic inspection identified widespread inequality in employment in the probation service. As a result, the numbers of ethnic minority staff rose from 8.7% in 1998/9 to 10.9% in 2004/5. More strikingly still, the figure for ethnic minorities in senior grades rose from 3.8% to 10.4% in the same period

- In 2005, we gave advice and guidance to the newly constituted National Probation Directorate (NPD) about their responsibility, under the duty to promote race equality, to make sure that the race equality schemes of the 42 local probation boards were legally compliant. In 2006, an audit found 15 fully compliant, 24 mostly compliant and three non-compliant

Crown Prosecution Service (CPS)

- For three years now, the CPS has published a comprehensive report on equalities in employment. The report details progress on recruitment, retention, progression, appraisals, discipline and access to training by ethnicity, gender and disability, along with details of discrimination complaints and tribunal cases against the CPS. Overall employment statistics are impressive, with the ethnic minority proportion of total staff at 15.2% (up from 14.8% last year) and 8% of senior staff (compared with 8.7% last year)

Courts

■ We encouraged initiatives from the lord chancellor in recent years to increase the diversity of the judiciary, and took part in training days designed to underpin them for Department of Constitutional Affairs (DCA) staff

■ We remain concerned about the limited ethnic monitoring of sentencing. Research in 1992 established that, in some courts, ethnic minority defendants were significantly more likely to receive more severe sentences than other comparable defendants, but it was impossible to gauge whether judicial training as a consequence of the findings was effective because of the lack of monitoring. We have worked with the DCA (and now the Ministry of Justice) to make sure that they tackle the lack of monitoring from court areas

Prisons

■ In November 2000, we decided to conduct a formal investigation into the prison service. The first part of the investigation was published in July 2003 and covered the circumstances leading to the racially motivated murder of Zahid Mubarek by Robert Stewart in Feltham Young Offenders Institution in March 2000. We identified 20 areas of failure in the way Feltham was run, including the way dangerous prisoners were controlled and the way that staff were alerted about them

■ In addition to the series of failures that led to Zahid's death, we also found more general failures across the three establishments covered by the investigation: Brixton, Feltham and Parc. These are detailed in part two of the formal investigation, which was published in December 2003

■ We made three general findings of unlawful racial discrimination against the prison service, which covered:

– the events leading to the murder of Zahid Mubarek;

– the failure to provide ethnic minority prisoners with protection from racial violence; and

– the failure to provide racial equality in employment or custodial practices

- Following our investigation, the service committed itself to a detailed action plan for change. However, in 2005, a number of adverse reports by Her Majesty's Inspectorate of Prisons, as well as some specific incidents at certain establishments, gave us significant concerns about progress, and a stakeholders' meeting was held in March 2006 to discuss these. We agreed to set up the Prison Service Race Scrutiny Panel to hold both public and private sector prisons to account in promoting racial equality. The panel met in February and June 2007 and is due to meet again in October

National Offender Management Service (NOMS)

- Following ongoing concerns about the failure to promote racial equality in private sector prisons, we held meetings with NOMS to discuss including racial equality clauses in contracts with private providers and how to include equality and diversity issues as part of all NOMS' functions and policies

- We have ongoing legal investigations into race equality impact assessments undertaken by NOMS and their processes for ethnic monitoring and building racial equality is built into private sector contracts

The challenges ahead

There is still much to be done to reduce the inequalities faced by people from ethnic minorities in Britain across the whole of the criminal justice system.

- How do we tackle the disproportionately higher rate of ethnic minority contact with the police, in stop and searches, arrests or charges, the disproportionate representation of ethnic minorities in prison and the endemic racial discrimination that occurs in our prison system?

- How do we speed up progress on eliminating racist incidents in the criminal justice system and deaths in police custody, as well as raising levels of ethnic minority employment?

- We need to make sure that the progress made by the prison service since our formal investigation continues, with evidence that outcomes for ethnic minority prisoners and staff are improving

- We need to find ways of improving the performance of private sector prisons in promoting racial equality

Recommendations

Policing

- The CEHR should continue to monitor, advise and seek progress on the Home Office's programme of action in response to our formal investigation into the police service

- The CEHR should continue current initiatives on stop and search, and if necessary or appropriate, develop further measures to take. If, as expected, the Home Office does not accept our recommendation to amend the Police and Criminal Evidence Act Code, the CEHR could seek parliamentary action and consider whether there is scope for legal action

- The CEHR should continue to encourage those police forces with high levels of ethnic disproportionality to work with those with more representative workforces. It should also encourage the Metropolitan Police's current initiative on comparing different boroughs

- The CEHR should continue to check applications for legal assistance for suitable individual test cases relating to the police service

- The CEHR should build on the work we've already done on the reported massive overrepresentation of black people within the national DNA database. The CEHR should continue to monitor the way the database is used and consider calling for legal changes to allow DNA samples to be retained only when individuals are convicted, not arrested, and never retained for children

Probation

- The CEHR should challenge NOMS to make sure that all 42 probation boards' race equality schemes are brought into line with the law

- The probation service should tackle the problem that, on average, court reports on ethnic minority offenders have been found by the probation inspectorate to be of lower quality than those on white offenders. This is believed to lead sentencers to choose fines or custody, rather than community sentences

Crown Prosecution Service (CPS)

- Given the excellent progress made by the CPS, we feel that the CEHR's resources should be directed at agencies in greater need of remedial action, with only a watching brief on the CPS's annual equalities report and other relevant publications

Courts

- The Ministry of Justice should make sure that all ethnic monitoring of court outcomes is complete, so that any racial bias can be detected and addressed. If this does not happen, the CEHR should take enforcement action

Prisons

- A CEHR commissioner should replace our existing commissioner on the Prison Service Race Scrutiny Panel

- The CEHR should continue the partnership agreement with the Prison Service, established following the conclusion of our formal investigation in 2003 (this agreement will conclude in December 2008)

- The CEHR should build on our strong working relationship with Her Majesty's Inspectorate of Prisons to make sure that progress on racial equality in establishments is properly monitored and assessed through their inspection regime

- The Prison Service Race Scrutiny Panel should make sure that both the public sector prison service and NOMS put into practice the recommendations of our formal investigation

- The recommendations of Her Majesty's Inspectorate of Prisons' thematic review of race relations and the public inquiry into the death of Zahid Mubarek should be fully implemented

National Offender Management Service (NOMS)

- NOMS needs to include the promotion of racial equality in all its activities, and must take the lead in setting and raising standards in performance on racial equality in both public and private sector prisons, so that it can make sure that all prisons meet the requirements of the Race Relations Act

- The CEHR should make sure that racial equality clauses are included in all contractual arrangements with providers of probation and custodial services

- The CEHR should make sure that NOMS is compliant with the requirements of the Race Relations Act

7 Migration

Our vision for an integrated Britain

Since 2000, greater numbers of EU citizens looking for work, particularly from Poland and Portugal, have entered the UK. In 2005, more than 175,000 people came to the UK from outside the EU on work permits and other work visas. The main countries of origin were Canada, America, South Africa, Ukraine and Russia. Significant numbers of economic migrants brought their families with them.

From 1989 until 2002, the numbers of asylum seekers coming to the UK increased. Although the rate has since decreased, some 25,710 asylum applications were lodged in the UK in 2005 (accounting for 30,840 people including dependents). Among those seeking asylum in 2005 were 2,965 unaccompanied children.

In the last five years, many people have migrated within the EU, often coming to Britain after gaining refugee status in EU member states. The largest numbers of these people are Somalis from the Netherlands, Germany and Scandinavia, as well as Tamils from France and Germany, and Congolese and Ivorians from France.

Many come to study or for family reasons: Home Office statistics show that in 2005, 369,000 overseas students entered the UK, while 46,270 people arrived to be reunited with family members or to marry. There are also an unknown number of irregular migrants in the UK.

Migration has become more complex, with many migrants moving to countries like the UK temporarily or moving between countries cyclically, compared with previous decades in which permanent or semi-permanent migration to one country was the norm. While the number of asylum applicants has decreased, there is some evidence that those seeking asylum may be using other ways to enter or remain in the UK, such as applying to study or for work permits. Many new migrants, particularly those from ethnic minority groups, may suffer racially aggravated violence, workplace discrimination and educational under-achievement. Some new migrant groups, such as Iranians, Afghans and European Roma, may suffer discrimination stemming from their nationality or national or ethnic origins, yet they are not considered in public policy on racial equality (which is based on essentialist notions of race, and the concept of racism as a unified phenomenon), and may have specific needs that are overlooked.

Recent migrants are often unevenly dispersed throughout the country, especially into areas that have not seen much immigration in the past (only about 10 per cent of workers registering from new EU member states work in London). Most economic migrants and many refugees live in temporary, privately rented accommodation, and their transience and mobility may pose a challenge for community cohesion. Debates about the effects of migration on public services, often fuelled by media scare stories, have long been prominent in public life.

Our work so far

- We carried out a scoping exercise exploring the experiences of the UK's migrant worker population, focusing on labour exploitation, access to services and community cohesion

- We commissioned three pieces of research on public attitudes, and published them on our website. We produced a briefing on asylum and immigration as part of our *Defeating Racial Hatred* toolkit

- We contributed to a handbook for new migrants, *Working in the UK*, which was published in 2006. It provides a comprehensive overview of the available support for working age migrants in the UK

- We helped to organise an event in autumn 2006 for local authorities on making the most of migration and best practice in integrating refugees, asylum seekers and new migrants

- In April 2007, we published a research report called *The reception and integration of new migrant communities*

- We are represented on the main body of the National Refugee Integration Forum, as well as its community and media sub-group. The forum is the main organisation working on refugee integration in the UK

The challenges ahead

Government

- How do we make sure that asylum and immigration policy does not compromise the longer-term integration of refugees and migrants? Parts of past migration policies have increased the social exclusion and inequality experienced by refugees in the UK. For example, in July 2002, all asylum-seekers lost the right to work, a policy that appeared to contradict the increased allocation of work permits. More recently, asylum-seekers have been barred from accessing free English as a second language courses, unless they have been in the UK for more than six months. This is despite evidence that shows that new migrants are most motivated to learn English in the immediate post-migration period

- 'Failed' asylum seekers lost the right to free, non-emergency secondary healthcare in 2004. This group of people include asylum seekers from zones of conflict such as Somalia, who cannot be returned to their country of origin

- Since 2005, the government has limited the period of settlement to those granted refugee status to a period of five years, revocable at any time during this period. There is a clear expectation that those with refugee status would return if conditions improved in their home countries. (Previously, those with refugee status were granted indefinite leave to remain in the UK at the same time as they were given refugee status.) This may make it difficult for many who are keen to integrate into British society

Irregular migrants

- We need a more realistic policy on irregular migrants, including clandestine entrants to the UK, migrants who use false documents to gain entry to the UK, people who outstay their visa or asylum seeker status, and irregular inter-EU secondary migrants who have legal status to remain in one EU state, but move to reside illegally in another EU state

- The hidden nature of irregular migration makes the scale of it difficult to estimate. There have been a number of attempts to do this, using different methodologies: one, commissioned by the Home Office in 2005, estimated the total population of irregular migrants in the UK at 310,000 – 570,000

- Most irregular migrants come from outside the EU, because EU nationals generally enjoy comprehensive entitlements to visit, live in and work in the UK. It is estimated that most irregular migrants work in sectors that pay low wages and have high unmet demand for workers

- Irregular migration is seen as an important public issue in several ways:

  - as evidence that the immigration system is failing or being abused;

  - as a challenge to national sovereignty (the UK may not have total control over who enters and leaves the country);

  - as potentially compromising UK security (especially in the light of fears about international terrorism); and

  - as exposing some vulnerable migrants to exploitation, in transit or when they get to the UK. Policy options for managing irregular migration include better border controls, improved internal controls (for example ID cards), increased opportunities for regular migration, clamping down on the informal economy, employer sanctions, removals, voluntary return and regularisation. No policy by itself will prevent all irregular migration

- The cost of deporting irregular migrants also needs to be considered when looking at potential policy sanctions to deal with irregular

migrants. In the UK, the average cost of carrying out the enforced removal of a failed asylum seeker is roughly £11,000. If the government were to deport all irregular migrants at this rate, we would face a total removal cost of around £4.7 billion

Social exclusion

- Some migrant groups are more likely to experience high levels of social exclusion, characterised by educational underachievement, unemployment or segregation within the labour market. Many young Somalis, for example, have undertaken most or all of their education in the UK and speak fluent English, yet leave school with few qualifications and tend to be unsuccessful in finding work: the 2001 census indicated that 83 per cent of adult Somalis living in the UK were economically inactive

Using the duty to promote race equality

- Our research shows that public authorities do not fully understand the relevance of race relations in helping new migrants to integrate into local communities

Communication and the media

- Migration has increased as a public concern since 1990. From the mid-1990s, opinion polls have shown that worries about migration have frequently topped more traditional concerns such as the NHS. Public hostility and unbalanced media reporting have the potential to increase racist attacks, as well as prevent refugees from successfully integrating. The pro-asylum lobby has had some success in placing sympathetic stories about refugees in the print media. Despite these activities, opinion polls indicate that there has been no significant change in public opinions on migration

Recommendations

- The Home Office should consider a one-off regularisation programme for some or all groups of irregular migrants, including those from conflict zones who have over-stayed their period of asylum

- Central government should reassess current funding formulas for local authorities to help those areas experiencing rapid population change

- The government should increase funding for adult ESOL and English language teaching in schools to reflect the greater student numbers

- The government should set up programmes to help socially excluded migrants find work, such as job clubs offering long-term support rather than short-term courses

- Public authorities must fulfil their obligations under the Race Relations Act by assessing how their migration-related policies affect race relations in order to encourage interaction and participation between people of different ethnic backgrounds

- The CEHR should issue specific guidance on the relevance of good race relations to new migrants to make it clear to public authorities what responsibilities they have for these groups

- The CEHR should monitor existing areas of concern in relation to new migrants, for example, the educational achievement of Turkish speaking and Somali children

- The CEHR should develop a communications strategy on new migration, to inform its own work, and a guide for public authorities, to help them to inform people about the effects of new migrant groups in Britain and to work more closely with the media to tackle misconceptions and to provide more balanced coverage about migration

8 | Democracy

Our vision for an integrated Britain

Of the 214 people currently elected to the London Assembly, Welsh Assembly and the Scottish Parliament, only two belong to an ethnic minority, and only 4.1% of local councillors come from an ethnic minority background. The situation is no better in Westminster: at the current rate of progress, we will not elect a House of Commons that accurately reflects Britain's population until 2080.

People from ethnic minorities are also less likely to vote in elections and less likely to be registered to vote: in the 2005 general election, voter turnout was 47% for ethnic minority voters, as opposed to 61% among the population as a whole. According to estimates by the Electoral Commission and the Office of National Statistics, 10% of the eligible population in England and Wales are not registered to vote, and the figure may be as much as 18% in London. People from ethnic minority groups are almost three times more likely to be unregistered than white people.

There is evidence of varying interest in politics and voting between people from different ethnic backgrounds: an Electoral Commission/MORI survey in 2005 found that people of Indian (67%), Pakistani (70%) and Bangladeshi (76%) origin were all more likely to say they had voted than white people (62%). Black people (54% and 61% for those of African and Caribbean heritage respectively) were less likely to claim to vote, and only 40% of mixed-race respondents said they had voted.

From recent research we commissioned on civic participation (carried out by IDeA), black Britons appear to be less likely to be actively involved in civil renewal activities than the population as a whole. Only 42% of black British citizens said they would be willing to get involved and only 36% of Britons of Asian origin said they would take an active role in local activities. Similarly, only 20% of black Britons would consider taking part in civic consultations, while just 16% of British Asians would do so.

Our work so far

- We worked with Operation Black Vote and other organisations in setting up a shadowing schemes in government for young people during 2005/6, to help them to learn more about our democratic institutions

- Since the London bombings of 7/7, we have monitored the activities of extremist groups as well as community tensions. In the run-up to the May 2007 local elections, we used our regional network to share monitoring information

- We worked with the Local Government Information Unit, the Local Government Association, the Improvement and Development Agency, Unison, the Standards Board and the Department for Communities and Local Government on a work programme tackling myths, misinformation and extremism. We held two training seminars prior to the 2007 local elections for local authority communications officers and lawyers

- We published our *Defeating Organised Racial Hatred* information pack in March 2006, and reissued it in 2007. The pack gives advice on how to maintain and promote good race relations during an election period, and guidance on using the relevant criminal and civil law to deal with organised racist activity. It also offers councils and community groups practical steps to challenge false or misleading information, and to tackle racist harassment and abuse, as well as information on anti-Semitism, Islamophobia, Gypsies and Travellers, and refugees and asylum seekers

- We gave comments as part of a government response to the all-party parliamentary inquiry into anti-Semitism in the UK

- We contributed to the review by Sir Hayden Phillips into party political funding. We maintained that parties should only receive public funds if their membership requirements do not contain restrictions based on ethnicity or other intrinsic characteristics

The challenges ahead

- How do we change our political institutions to make sure they reflect the wide and diverse voices and experiences of Britain's population, particularly marginalised groups and young people? While there has been some welcome work to raise the numbers of women in politics, little has changed in relation to ethnicity. We also need to find ways of raising the levels of people who are both registered to vote and who do so, to involve all Britons in the democratic process

- To tackle extremism, we need to find better ways of challenging the prejudice and racism that can result from ignorance or misinformation. The police have a role to play in this area but so do those people who work closely with local communities: local councils and those in the voluntary and community sectors. How do we equip them with the tools they need to fight extremism in politics?

- Local elections will tend to focus on local issues, and housing has been exploited in the past by extremist groups in some areas to foster tensions between people from different ethnic groups (such as the BNP's 'Africans for Essex' claim, which was proved to be false). Policy makers will have to find new and better ways to build trust among those voters who may feel there is insufficient transparency in the way that public services are provided, and to challenge the claims of extremist groups

- How do we work with national and local media to ensure that sensitive topics are covered in a balanced and non-inflammatory way, which does not mislead the public or propagate misinformation?

- How do we accurately predict future 'flashpoints' where tensions can lead to violence, and put in place suitable mechanisms to tackle the problems?

Recommendations

Democratic engagement

- The CEHR must encourage political parties to select candidates from as wide a range of backgrounds as possible, to enable voters to draw from a broader spread of representatives for the country

- The government should widen the duty to promote race equality to include political parties, which would give them all a positive responsibility to promote racial equality

- The government should use the opportunity afforded by reforming the House of Lords to start a public debate about how to encourage greater diversity in our legislature

- The Local Strategic Partnership (LSP) performance management framework needs to be improved so that it is possible to look at who is involved in an LSP by ethnicity

- The CEHR should monitor LSPs to make sure that all organisations involved in them comply with their responsibilities under the duty to promote race equality

- Local authorities need to review their electoral registration procedures to come up with new ways to reach all local residents

- CEHR should explore youth culture, with special regard to gangs and extremism, to ascertain the points at which violence becomes the only form of social engagement and to address at what point appropriate intervention could occur

Combating extremism

- The issue of housing supply and allocation repeatedly features during local elections and is often used by extremist groups in campaigns. The government needs to address the wider issue through national and regional building programmes, as well as greater local efforts to communicate transparently about how housing stock is allocated

- The CEHR should work with central and local government to tackle misconceptions and prejudices about particular marginalised groups such as Gypsies and Irish Travellers, to make sure that those in government comply with their duty to promote good race relations. The CEHR should also make sure that marginalised groups have sufficient support to challenge extremist activity

- The CEHR should work with central government on how to put the proposed cohesion pathfinder programme into practice, and more broadly should work with both the government and other partners on tackling extremism

- The CEHR should give adequate financial and policy support to its regional structure to pilot local projects which can then be shared as best practice with different parts of the country

- Community-led intelligence hubs (which should be based on our existing early warning system, which brings together racial equality councils and other voluntary and community sector organisations) should report on low-level instances of racism to monitor potential 'flashpoints'. These hubs should share their findings with central government along with means of dealing with these as part of government policy

9 | Communities and local government

Our vision for an integrated Britain

Much of the work we have done over the past three decades has focused on local government because it plays a pivotal role in providing public services and therefore in determining the life chances of all Britons. Currently, 67% of people from ethnic minorities live in the 88 most deprived wards in England. People of Bangladeshi and Pakistani origin are the most likely to live in deprived areas, while Gypsies and Irish Travellers are among the most socially excluded and vulnerable people in Britain.

Regeneration of local areas can transform people's lives by giving them access to better housing, education and employment, as well as by improving the areas in which they live and work. Access to regeneration funding is perceived by most ethnic minority organisations as a vital way to get involved in the regeneration process, but difficulties in gaining that access to funding can equally create barriers to involvement. So far, major regeneration projects such as the 2012 Olympics do not seem to have got to grips with the need to involve local communities in their work and have yet to show any real progress in making procurement, training and jobs available to local people.

Much of the strategic direction for local government work from October 2007 onwards has been set by the local government White Paper published in October 2006, *Strong and Prosperous Communities*, and the Local Government and Public Involvement in Health Bill in

December 2006. Both introduced measures to devolve more powers to local government, which make it even more important to ensure that our public services are run in ways that promote equality of opportunity and involve people of all ethnic backgrounds. Social capital research by Robert Putnam has shown that choice, participation and a shared community vision are key drivers for bridging social capital.

Our work so far

- We held several meetings with colleagues at the Department for Communities and Local Government (DCLG) and at the Audit Commission to set out our concerns over the risks associated with devolution, such as disparities in life chances between people with different ethnic backgrounds and a lack of involvement in civic life by some of our most marginalised citizens. We produced briefings on the White Paper and the Local Government and Public Involvement in Health Bill

- We worked with our sister commissions (the Equal Opportunities Commission and the Disability Rights Commission) to make sure that the revised equality standard for local government complies with the legal duties to promote equality that public authorities have. Despite our work, we haven't been able to agree a final version of sufficient quality that it can be publicly endorsed by the three commissions

- We also worked with our sister commissions and the IDeA on the Beacon Scheme for local councils, to make sure that the requirements of the public sector duties to promote equality are included in all Beacon themes and in the methodology which underpins the scheme

- We contributed to Communities and Local Government (CLG) guidance on 'place-shaping', following the local government White Paper. We wanted to make sure that the need to promote racial equality was included in all areas of the guidance

- In March 2007, we met the Standards Board for England to discuss its approach to cases and complaints relating to racial equality

We also provided detailed comments on their draft councillor code of conduct

- We ran our Safe Communities Initiative from 2003-06, to provide information and advice on promoting good community relations

- We have built up a significant collection of research on interaction and participation. Collectively, the conclusions suggest that interaction is not explored sufficiently when developing public policy, and there is a lack of political and civic participation by people from ethnic minorities

- We launched our formal investigation into regeneration in September 2006, which was set up to evaluate the extent to which the duty to promote race equality and the needs of particular ethnic minority groups are considered in regeneration practices by local authorities and other organisations

- In 2006, we commissioned research into the way that local strategic partnerships (LSPs) work, and the levels of participation within their decision-making structures by people from ethnic minorities

- We worked closely with local authorities, government offices and local strategic partnerships to make sure that people from all ethnic backgrounds are involved in developing local area agreement targets (LAAs) for their local authorities and that these include measures on racial equality. We want to make sure LAAs reflect the requirements of the duty to promote race equality, and we are working with the DCLG and the Regional Co-ordination Unit to develop operational guidance and working arrangements for government staff who will be scrutinising and approving the new generation of LAAs in April 2008

The challenges ahead

- One of the main conduits for future funding will be the government's Single Pot Fund. There is currently a proposal that Local Area Agreements (LAAs) should become statutory and receive their funding through this mechanism. Local councils are being asked to reduce the number of LAA targets from over 600 to 35 high

risk areas, and the danger is that, by focusing on a smaller number of areas, community cohesion will move down the list of priorities, especially for rural areas

- Central government funding of community organisations has increased in recent years, but there is little evaluation of how much has reached different ethnic groups or the effects of funding particular projects on community cohesion. Historically, the Neighbourhood Renewal Unit has refused to collect data which would allow it to measure the effects of its funding on different ethnic groups

- A study by the National Coalition of Black Volunteering found that 41% of charities have no black volunteers and 43% of charities have no black trustees. How can the government address the issue of community cohesion without participation from all the groups it aims to serve?

- We believe that regional assemblies, regional development agencies and LAAs have the potential to influence the way services are designed and provided locally, and the challenge is therefore how they can build the need to promote racial equality and community cohesion into what they do

- Our 2006 research project on LSPs showed that the majority could not provide definitive data on participation by ethnicity. The DCLG needs to tackle this absence of data in order to be able to address the problem of participation. We also need to consider how to address wider concerns about the way that resources are distributed and how allocations affect people of different ethnic backgrounds

- Our recent monitoring project found that 30 out of 47 local authorities were not compliant with the duty to promote race equality. We are concerned that all of the district councils targeted by the project were found to be non-compliant. This shows that significant work still needs to be done to make sure that local authorities meet their responsibilities under the duty

Recommendations

The Commission for Equality and Human Rights

- Contribute to the comprehensive spending review for 2007 to make sure that funding and initiatives to promote community cohesion are agreed and put into place

- Work with central government departments to make sure the diverse needs of local areas are considered in future strategic planning to minimise the possibility of people from ethnic minorities suffering increased inequality and marginalisation

- Work with local people and organisations who are well placed to make changes to empower people from all ethnic backgrounds to get involved in local community work

- Work in partnership with the private sector, Big Lottery and others, to provide funding to promote civic participation and community cohesion, as well as other resources such as mentoring

- Set up independent advisory panels with media and local community representatives to guide CEHR work and ensure balanced representation of the issues

- Continue our work in monitoring the work of local authorities at all levels to make sure they meet their legal responsibilities under the duty to promote race equality

Other organisations

- Regional development agencies should consider the specific needs of small ethnic minority-owned businesses when developing their regional economic strategies, and should also look at ways of bringing government-led business advice and funding to a wider audience. Many small businesses, or people interested in setting up their own businesses (including migrants, for example) do not appear to be aware of the government support available

- The DCLG should set up a programme of support to help refugees, asylum seekers and Gypsies and Irish Travellers to get involved in local community work. They should also take the lead in the long-standing issue of the lack of site provision for Gypsies and Irish Travellers

- The DCLG should review the recommendations from the Councillors' Commission and monitor the numbers of ethnic minority councillors

- Government offices should review all local area agreements to make sure they include the promotion of racial equality

- The Audit Commission are carrying out a new comprehensive area assessment into how well run local public services are. This should adequately assess and prioritise compliance with the public sector duty to promote equality

10 | Sport

Our vision for an integrated Britain

In 2003, we conducted a survey of English football to evaluate the state of racial equality both on and off the pitch, and the level of commitment from senior management. We published a report in 2004, concluding that, with some exceptions, the football industry did not take equality of opportunity seriously. Of particular concern was our finding that people from ethnic minorities were under-represented in boardrooms, on disciplinary panels and in the management and regulation of the game. It is common for managers to have been former players themselves, and yet despite the large numbers of black players in Britain, few are making it through into management. We also found a serious lack of awareness of equality issues in relation to employment in all areas of the industry. Despite successful campaigns to tackle racism on the terraces, little has been done to change football's own business practices.

Hosting the 2012 Olympic Games in London offers us an unprecedented opportunity to improve the skills, employment and career prospects of disadvantaged Londoners, as well as others around the country. It is also an opportunity to celebrate London's multicultural success in building a diverse yet socially cohesive environment. In the next six years, almost 30,000 jobs and some 70,000 volunteering opportunities will be created as a result of the Olympics. With the Thames Gateway project, this number rises to over 250,000 in East London alone.

Our work so far

- We have worked closely with national football organisations, to create a programme of change. With our input, they drew up individual action plans specific to their own situations, which addressed all the issues from our report

- Our work has included workshops as well as meetings with senior representatives from the five football authorities to look at racial equality in employment, how to learn from the good practice of other sectors, and how to use positive action measures correctly

- In January 2007, we organised a high profile reception at the House of Commons to mark the progress made so far and to put on record the industry's ambitions for the future

- We requested copies of race equality impact assessments from all of the departments and agencies involved in producing the Olympic Games, and have met the agencies involved (the Olympic Delivery Authority, London Development Agency and the London Organising Committee for the Olympic Games) to look at their equality policies

The challenges ahead

- We need to make sure that the momentum gained so far in promoting racial equality in football is maintained and built on in future

- We also need to make sure that the four main stakeholders responsible for producing the 2012 Olympics (the British Olympic Association, the government, the mayor of London and the London Development Agency, and the Olympic Delivery Authority) include the need to promote equality in all their activities, from planning and design to construction, consultation, testing and marketing

Recommendations

- Working together, the CEHR and government should continue to monitor and review the football industry

- Those leaders responsible for the Olympic Games must be given

adequate support and guidance by the CEHR to help them promote equality as part of their activities. Alongside this there needs to be some way to make them accountable for doing so

- The organisations producing the games need to work with a wide range of partners who can help them to monitor progress in meeting their equality-related objectives

- The Olympic organisations also need to communicate to local communities what they are doing, particularly to those living and working in the five host boroughs, who are most likely to be affected by the Games. They should consider developing a 'community engagement strategy' to give people a sense of ownership in how the Games are produced, as well as to offer people access to employment, training and business opportunities

11 | Conclusion

Our vision for an integrated Britain

We should move from interdependence to integrated communities locally, nationally, and globally. Every truly successful community — whether it's a nation, a town, a sports team, a marriage, a family — has three things in common: shared opportunities to participate; a genuine sense of shared responsibility for the community's success; and a sense of belonging, not just occupying the same piece of land.

Bill Clinton, speech to University of Michigan, April 2007

The responsibility for building a successful society rests with government, business, employees, parents, the young, old, rich, poor, black, white, men, women — *all of us.*

The Commission for Equality and Human Rights is the direct successor of the Commission for Racial Equality, and will be the principal guardian of our legacy and agenda. Our focus here is therefore on the role that the CEHR should play in achieving the key aims that we bequeath to it.

We believe that there are ten areas in which action is vital to build on the foundations we have laid, and that the CEHR needs to adopt the following points as priorities:

- Focus on setting and meeting measurable targets which help to close the gaps in life chances between people from different ethnic groups

- Focus on improving community cohesion and integration, recognising the ways in which these concepts are closely intertwined with equality

- Develop and promote and good relations, providing the necessary financial resources to build stronger, healthier communities

- Develop an ambitious and academically credible research programme

- Target economic inequality and relative poverty

- Maintain pressure on government, police and the legal profession to eradicate institutional discrimination in our criminal justice system

- Develop strong partnerships with the voluntary sector, academia, policy makers and political parties to bring people from all areas of society together

- Work with the private sector to develop best practice, regardless of the current legislative requirements

- Be a rigorous, courageous and ambitious regulator of the public sector

- Lobby for enhanced legislation to make sure that the aims of our equality laws can be realised

This work requires commitment and resources – financial, intellectual and political.

We call upon the CEHR and the government to make an explicit commitment to the creation of an integrated Britain: a country where we root out inequality and encourage active civic participation from all citizens, and one where people from all backgrounds mix with one another. In this document, we have set out some of the specific challenges that need to be addressed as part of this wider commitment. While each is important by itself, it is the combination that will lead to a more successful, prosperous, inclusive, happier and integrated society.