



22 January 2016

Louise Casey CB  
The Casey Review  
Fry Building, 4<sup>th</sup> Floor, NW Quarter  
2 Marsham Street  
London  
SW1P 4DF

Dear Louise Casey

**CHAIR** We are writing in response to your request for information on how to 'boost opportunity and integration' in the UK. We appreciate the opportunity to respond to this important issue and look forward to continuing to engage with government in future. This response has been primarily drafted by the Runnymede Trust but it also has the support of other organisations as outlined below.

**TRUSTEES**  
Jason Arday  
Jane Basham

**Alan Christie**  
About Runnymede

Runnymede is the UK's leading independent race equality thinktank. Since our founding in 1968 we have provided evidence on the experience of black and minority ethnic people living in the UK, and on how the UK can build a society based on mutual respect and equal opportunities for everyone.

The Centre on Dynamics of Ethnicity (CoDE)<sup>1</sup> has also endorsed this response. CoDE is Europe's leading research centre on ethnic inequalities and looks at the contemporary patterning of ethnic inequalities, how these inequalities have evolved and how they relate to the ways in which ethnic identities are perceived, acted upon and experienced. CoDE draws on a large team of UK and international academics and is multidisciplinary. CoDE provides robust evidence to inform debates about ethnic inequalities and ethnic relations.

This response is also supported by some members of CORE (Coalition for race equality organisations).<sup>2</sup> CORE is a race equality network that brings together national, regional and other leading race equality focused voluntary and community organisations in England. CORE's purpose is to: improve the collective capacity of our members to advance race equality and challenge racism; facilitate collaborative working between our members and with others at national, local and regional levels, and; promote effective and positive strategic approaches which genuinely advance race equality. As a result of time only Race on the Agenda (ROTA) and Friends, Families and Travellers have explicitly endorsed this letter, although other members agree with the points raised in this letter.

In this letter we outline barriers to opportunities and integration on grounds of race, as well as barriers to a more successful multi-ethnic Britain. Our view is that ethnic inequalities remain a major barrier in

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<sup>1</sup> CoDE, The Centre on Dynamics of Ethnicity, is funded by the Economic and Social Research Council (2013-2017). CoDE is based at the University of Manchester with the Universities of Glasgow and St Andrews.  
[www.ethnicity.ac.uk](http://www.ethnicity.ac.uk)

<sup>2</sup> CORE members have not all had the opportunity or time to explicitly endorse this response, but are aware of and agree its general contents. They include: Black Training and Enterprise Group (BTEG), BME National, Black South West Network (BSWN), Council for Ethnic and Minority Voluntary Organisations (CEMVO), Coalition for Racial Justice UK, Friends, Families and Travellers, JUST West Yorkshire, MENTER – the BME network for the Eastern Region, Operation Black Vote (OBV), Race on the Agenda (ROTA), Runnymede Trust and Voice4Change England.

modern Britain, and that responding to these inequalities and creating the condition for everyone to interact as equals should remain the starting point for any integration policy.

We have concerns that the letter and wider government policies and statements is creating the impression that integration should be framed as a tool to combat terrorism. We agree that Britain needs effective counterterrorism strategies that are targeted at the greatest threat, domestically and internationally. However, integration is a much wider social question that affects everyone in the UK, and so integration policies should be framed to address barriers to integration within all populations, minority and majority. This is especially because racial inequalities persist, as outlined in the Equality and Human Rights Commission's recent report, *Is Britain Fairer*.

There are a variety of data sources on ethnicity in the UK, notably the Census. Although there are other sources we cite, we have made widespread use of the short briefings from the Centre on the Dynamics of Ethnicity (CoDE) at the University of Manchester:

<http://www.ethnicity.ac.uk/research/outputs/briefings/dynamics-of-diversity/>

#### Geographic distribution of ethnic groups: isolation, segregation

One issue that is widely discussed but poorly understood is the geographic distribution of ethnic groups across Britain. As outlined in the CoDE briefing *More segregation or more mixing*, 'the White British population is the only group that lives in relative isolation from others'.<sup>3</sup> On average, ethnic minority groups live in local authorities where their ethnic group is less than 10% of total area population, whereas on average White British people live in local authorities where they are 85% of the population. Since 1991 and 2001, ethnic minority people and also the White British populations are now more evenly spread (less residentially segregated) across Britain: 'Integration of Britain's diverse communities accelerated during the 2000s, indicated by residential location, mixed ethnicity, and households with more than one ethnicity.'

It's not only the average local authority where segregation has decreased: neighbourhood segregation has decreased within most local authorities across England and Wales and for *all* ethnic minority groups. In inner and outer London and in other large cities including Leicester, Birmingham, Manchester and Bradford there has been a decrease in residential segregation.<sup>4</sup>

Although London has seen an increase in its ethnic minority population, the *Economist* has recently shown that in the vast majority of London wards the White British population remains the largest single group.<sup>5</sup> In thinking about integration there is a tendency to lump all ethnic minorities into one group and to assume an area with a low White British population is then 'isolated' or 'segregated'. Rather, these neighbourhoods are very mixed. The most diverse electoral ward in Britain is Dollis Hill in Brent, where the White British is only 14% of the population, but still the largest single ethnic group (see Table 1).

**Table 1. Proportion of the population in each ethnic group in Dollis Hill, Brent**

White British	14%
Other White	14%
Indian	11%
African	11%
Other Asian	9%
Pakistani	8%
White Irish	8%
Caribbean	7%

<sup>3</sup> <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/more-segregation-or-more-mixing.pdf>

<sup>4</sup> Catney, G. (2013) 'Has Neighbourhood Ethnic Segregation Decreased?' Manchester, CoDE: <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/has-neighbourhood-ethnic-segregation-decreased.pdf>

<sup>5</sup> <http://www.economist.com/news/international/21685490-white-shuffle-not-white-flight?fsrc=scn/tw/te/bl/dc/st/whiteshufflenotwhiteflight>

Arab	5%
Other Black	4%
Other	2%
Other Mixed	2%

Source: 2011 Census, adapted from <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/has-neighbourhood-ethnic-segregation-decreased.pdf>

Runnymede has also previously shown that schools are more segregated than their catchment areas.<sup>6</sup> This is because parental school choice results in greater levels of segregation. So whereas White British students are only 28% of the students attending London Schools, 49% of White British students attend White British-majority schools, suggesting that parental school choice drives segregation. However, while it is also true that 90% of 'ethnic minorities' in London attend schools where White British students are in a minority, this again assumes that their experience is shared, or at least more shared among the different ethnic minority groups (whether Polish, Jewish, Indian, Somali, Chinese, French or Arab) than any individuals or groups share with White British pupils.

### Ethnic inequalities

In 2014 the Runnymede Trust and the Centre on Dynamics of Ethnicity (CoDE) undertook an analysis of ethnic inequalities in England and Wales between 2001 and 2011 for indicators of education, employment, health and housing<sup>7</sup>. Our research found that ethnic inequalities in all four domains under review are widespread in England and Wales and persistent since 2000. Of particular concern were employment and housing, where there has been an increase in ethnic inequalities. The incidence of ethnic inequalities was found in diverse and deprived areas (e.g. Tower Hamlets) but also in areas with low ethnic minority concentrations, in more affluent areas, and rural areas (e.g. Breckland).

There are many dimension of ethnic inequality that have an adverse effect on integration and community cohesion. Being a ethnic minority person in Britain today means that you have reduced chances of getting into university, getting a job, owning a home, receiving an inheritance, being promoted, and having high earnings. Conversely, your chances of being unfairly treated by the police and of serving a longer sentence in prison for committing the same offence as a white person are increased.

Employment is one of the most significant of these dimensions. There is a 12% employment gap between White British and BME population, this translates to 500,000 'missing' BME workers<sup>8</sup>. Generic social mobility or fair hiring policy does not result in equal opportunities for BME people. The Department for Work and Pensions' own research shows that even with the exact same qualifications you need to send twice as many CVs just to get an interview if you have an African or Asian-sounding name (research recently cited by the Prime Minister).

The Runnymede Trust's APPG on female unemployment found that the unemployment rates of Black, Pakistani and Bangladeshi heritage women have remained consistently higher than those of white women since the 1980s (20.5% of Pakistani and Bangladeshi women and 17.7% of Black women compared to 6.8% of white women)<sup>9</sup>. There were a number of barriers identified to BME employment including, discrimination, childcare<sup>10</sup>, lack of culturally sensitive services, and language issues. In particular, discrimination was found to be present at every stage of the recruitment process, with women

<sup>6</sup> Weekes-Bernard, D. (2007) *School Choice and Ethnic Segregation*. London: Runnymede Trust.

<sup>7</sup> Finney, N. and Lymperopoulou, K. (2014) *Local Ethnic Inequalities*. London: Runnymede: <http://www.runnymedetrust.org/uploads/Inequalities%20report-final%20v2.pdf>

<sup>8</sup> <http://www.racecard.org.uk/education/how-the-next-government-can-reduce-racial-inequality/>

<sup>9</sup> The APPG report and also evidence submitted by various individuals, experts and organisations can be found here <http://www.runnymedetrust.org/uploads/publications/pdfs/APPGfemaleunemploymentReport-2012.pdf>

<sup>10</sup> See also Khan, O. (2014) *Caring and Earning Among Low-income Caribbean, Pakistani and Somali People* (York: Joseph Rowntree Foundation): <https://www.jrf.org.uk/report/caring-and-earning-among-low-income-caribbean-pakistani-and-somali-people>

who wear the hijab reporting discrimination and women of all three ethnic groups experiencing questions tied to assumptions based on ethnicity. These experiences are significant barriers to integration and citizenship. Our report highlighted that ethnic minority women - and in particular Black, Pakistani and Bangladeshi women - have specific needs and a specific experience of the labour market and unemployment. If the unacceptably high levels of unemployment of these women are to be solved, politicians, policy makers and employers need to address this.

#### Economic disadvantage and Social cohesion

The Runnymede Trust's belief is that government policies on integration should give priority to tackling the concentration of poverty in both people and places. The reasons for this are twofold: first, all of the robust evidence shows that deprivation and impoverishment of an area act as a major barrier to integration, cultural differences do not, and, second, Government policy is often more effective in responding to the former concerns compared to the latter.

In Britain, where all ethnic minority groups are more likely to live in deprived neighbourhoods than the White British majority<sup>11</sup>, the focus of government policies should be on economic and civic participation for all communities. Our research<sup>12</sup> on comparative integration interventions found that employment is the most important driver for integration.

In addition to the greater impact of policies focussed on overcoming economic and political barriers, Governments are not as effective at challenging social and cultural integration. Most of the good practice in developing inter-community relations appears to be undertaken by Non-governmental Organisations (NGOs) and community groups. They are more likely to have the freedom, flexibility and knowledge of local community that may be missed at the national level, and they can involve local people and stakeholders more directly in their work.

#### Immigration policy

Immigration and race policy have been connected in British public policy throughout the postwar period. In our recent report, *This is Still About Us*,<sup>13</sup> we found that while many BME people shared concerns about immigration, they are also concerned about the impact of 'hostile environment policies' on them and their families. We understand this is not the main focus of the Casey review, immigration policies and debate continue to disproportionately affect BME people, and are being implemented in an environment where ethnic minorities and overseas born population are very positive about immigration's effects even as white British-born people are not (Figure 1). This suggests an integration strategy minimally needs to be aware of White British anxieties about the cultural impact of immigration; more positively, it should seek to counter this negative sentiment especially as the BME population grows to around 30% of Britain's population by 2050.

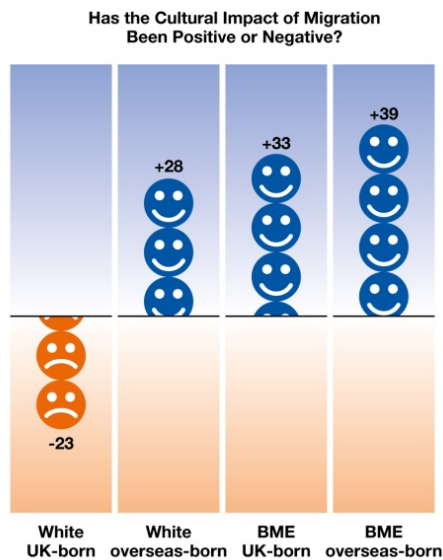
#### Figure 1. Attitudes to the impact of immigration

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<sup>11</sup> Jivraj, S. and Khan, O. (2013) 'Ethnicity and deprivation in England: how likely are ethnic minorities to live in deprived neighbourhoods'. *CoDE* <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/ethnicity-and-deprivation-in-england-how-likely-are-ethnic-minorities-to-live-in-deprived-neighbourhoods%20%281%29.pdf>

<sup>12</sup> Haq, Z. (2010) *What Works with Integrating New Migrants?* London: Runnymede. <http://www.runnymedetrust.org/uploads/publications/pdfs/WhatWorksWithIntegratingNewMigrants-2010.pdf>

<sup>13</sup> Khan, O. and Weekes-Bernard, D. (2015) *This is Still About Us*. London: Runnymede.



### Conclusion

In order for integration policies to be successful they need to focus on entire geographical communities rather than any one group or community<sup>14</sup>. Focussing policies on just one community runs the risk of excluding other groups from the community cohesion debate as well as placing a disproportionate responsibility on the target community to address wider social issues. It also doesn't adequately address racial inequalities that other communities continue to experience, and may inadvertently make those communities feel their concerns are an afterthought. We agree with the Casey Review and the government that we need to improve opportunities and interactions within and across individuals and communities in Britain, but central to this is tackling prejudice, discrimination and racism. We have outlined the evidence on the barriers but also the most fertile grounds for solutions to ensure Britain becomes a more confident and fair society. We can collectively find the common ground of shared citizenship that can bring people together, but only if we eliminate racial inequalities, which is central to promoting a sense of belonging.

Yours sincerely

Dr Omar Khan  
Director

Dr Nissa Finney  
University of St Andrews



<sup>14</sup> Haq, Z. (2010) *What Works with Integrating New Migrants?* London: Runnymede.  
<http://www.runnymedetrust.org/uploads/publications/pdfs/WhatWorksWithIntegratingNewMigrants-2010.pdf>