

## **ASSESSMENT OF THE GLA'S IMPACT ON RACE EQUALITY**

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## Assessment of the GLA's impact on race equality

### 1. Purpose of this paper

This document forms part of the GLA's response to the Equality Act 2010. It supersedes the GLA's draft Race Equality Scheme (RES) for 2010/11, which provided a bridge from fulfilling the requirements of the Race Relations (Amendment) Act 2000 to fulfilling the requirements of the 2010 Act. The 2000 Act obliged public bodies to publish a RES setting out how the body intended to meet its general duty to promote equality. The 2010 Act replaced this with a requirement for public bodies to publish information to demonstrate their compliance with the new General Equality Duty (see appendix 1).

This paper draws on the data and the priorities from the RES as these were informed by black, Asian, and minority ethnic (BAME) people and BAME people's organisations.

This paper seeks to review the effect the GLA's policies and practices have had, or will have, in furthering the aims of the general duty in respect of race equality. It documents

- the demographics of London's diverse population (section 2)
- evidence of racial inequalities and how the Mayor is addressing them (section 3)
- conclusion and the way forward (section 4).

The Mayor's equality framework, 'Equal Life Chances for All', contains a full set of our equality objectives for London, and explains how we will measure and drive progress going forward. The framework can be viewed here <http://www.london.gov.uk/vision-and-strategy-equal-life-chances-all>

In this paper the term BAME includes all ethnic groups other than white British, white Irish and white other. The GLA regularly analyses data on the situation of white communities as well.

### 2. Introduction: London's black, Asian and minority ethnic communities

Over the centuries, people from the rest of the UK and across the globe have chosen to make London their home. Its growth and development owes much to the skills and contributions of the international community.

In the first Millennium, settlers came to London from Scandinavia, Norway, the Germanic Islands, Holland, Ireland, Germany, Italy and Spain. Britain's involvement in the slave trade and its colonisation of countries in the seventeenth and eighteenth centuries led to the settlement of BAME people in the UK and London.

By the nineteenth century, London had become a truly cosmopolitan world city. In recent times, a mixture of economic, linguistic, colonial and historic ties, international conflicts, globalisation and the expansion of the European Union have contributed to making London one of the most diverse cities in the world. Its communities are an economic and cultural asset, helping to attract foreign investment, support the economy, and promote tourism and the arts. Its position as a city of many cultures, its community spirit and unity, were instrumental in securing its position as host city for the 2012 Olympic and Paralympic Games.

Table 1 below shows the proportion of London's population from each ethnic group according to the Office for National Statistics (ONS) Ethnic Group population estimates. It should be noted that demographic data based on the 2001 Census categories, as used in Table 1, do not adequately capture the ethnic diversity of London. There is a lack of published data on a number of ethnic minority communities that are known to have a significant presence in London. The results of the 2011 census will provide a fuller range of data, which will inform the GLA's future policy making.

**Table 1 - Ethnic group population estimates 2009<sup>1</sup>**

<b>Ethnic group (Greater London)</b>	<b>Estimated population</b>	<b>Proportion of population</b>
White:		%
British	4,361,800	57.7
Irish	181,300	2.4
Other white	674,300	8.9
	<i>Subtotal</i>	<i>69</i>
Mixed groups:		
White and black Caribbean	76,300	1.0
White and black African	41,100	0.5
White and Asian	75,300	1.0
Other Mixed	73,500	1.0
	<i>Subtotal</i>	<i>3.5</i>
Asian or Asian British:		
Indian	501,600	6.6
Pakistani	179,100	2.4
Bangladeshi	174,900	2.3
Other Asian	152,500	2.0
	<i>Subtotal</i>	<i>13.3</i>
Black or black British:		
Black Caribbean	321,300	4.3
Black African	417,700	5.5
Other black	63,300	0.8
	<i>Subtotal</i>	<i>10.6</i>
Chinese or other ethnic groups:		
Chinese	114,800	1.5
Other	148,000	2.0
	<i>Subtotal</i>	<i>3.5</i>
<b>Total All Groups</b>	<b>7,556,900</b>	<b>100.0</b>

London is the United Kingdom's only city region. Its population of 7.9 million in 2011 is set to increase by almost 9% to 8.8 million by 2031. Households are expected to increase by almost 670,000, or 20 per cent. The difference in the rates of change is a reflection of the 5 per cent decline in average household size<sup>2</sup>.

<sup>1</sup> Source: Greater London Authority, Ethnic Group Population Estimates, GLA Demography Update (2009)

<sup>2</sup> Source: Greater London Authority, Borough Demographic Projections Update, January (2010)

In common with the GLA 2008 round of demographic projections, the structure of household change is dominated by the 450,000 increase in one-person households that accounts for 68 per cent of the total household growth. Married couples are the only household type projected to decline, with the loss being more than compensated by the increase in cohabiting couples<sup>3</sup>

Three ethnic groups are projected to account for 42 per cent of the total population growth between 2006 and 2031. These ethnic groups are the residual Other ethnic group (15 per cent) the Black African ethnic group (14 per cent), and the Indian ethnic group (13 per cent).

Many of the great world religions are represented in the capital. Over half of the population identified themselves as Christian, with 1 in 11 people belonging to the Muslim faith. London also has significant Hindu, Jewish, Sikh, Jain, Zoroastrian<sup>4</sup> and Buddhist communities.

At all ages, with the exception of the 25-29 year old age band, the BAME population will increase its share as a proportion of the total London population. Fifty-three per cent of 15-19 year olds in 2031 are projected to be from a BAME group compared with 42 per cent in 2006<sup>5</sup>.

Despite the recent economic downturn, London is still a wealthy, prosperous and thriving city and remains a key player in the global economy. However, it is also a city of social contrasts, where areas of the most intense poverty and deprivation are often in close geographical proximity to areas of extreme wealth and affluence. BAME people are over represented in the poorest sections of London's population. Research also shows that despite over three decades of race equality legislation, BAME people still experience varying levels of racial discrimination, prejudice, inequality and disadvantage.

### **3.0 Evidence of racial inequality and how the Mayor is addressing it**

#### **3.1 Poverty**

##### **Evidence of racial inequality**

In London more than one in five people are living in poverty. The government's measure of poverty is the proportion of the population in a household with income below 60 per cent of national median income, taking into account the size and composition of the household<sup>6</sup>. The income poverty rate<sup>7</sup> for London, after housing costs are taken into account, is higher than in any other region or country in the UK<sup>8</sup>.

Almost 30 per cent of London's children were in poverty in 2009, according to this measure. This compares with just over 21 per cent in England as a whole, and is the highest of any region of the UK. The North East, West Midlands and North West were the next highest regions, while the South East had the lowest levels of child poverty according to this measure, followed by the South West and East of England<sup>9</sup>.

<sup>3</sup> Source: Greater London Authority, Borough Demographic Projections Update, January (2010)

<sup>4</sup> Zoroastrianism was founded around 1200 BC. See <http://www.interfaith.org/zoroastrianism/>

<sup>5</sup> Source: Greater London Authority, Ethnic Group Population Projections, March (2010)

<sup>6</sup> Source: Household Below Average Income series, Department for Work and Pensions (2010)

<sup>7</sup> Source: The income poverty rate used by the government is the percentage of the population with an income below 60 per cent of average income.

<sup>8</sup> Source: Households Below Average Income Series, Department for Work and Pensions

<sup>9</sup> Source: Her Majesty's Revenue & Customs, Child Poverty Statistics (2009)

Research shows that while chronic poverty only affects 10 per cent of the poorer population, and 3 per cent of the population as a whole, poverty at some point affected 30 per cent of the population<sup>10</sup>.

Households headed by a member of certain ethnic minority communities are more likely to have low incomes. This is particularly the case for households headed by someone of Pakistani or Bangladeshi ethnic origin, with around half of this group living in households with below 60 per cent of median income on both Before Housing Costs (BHC) and After Housing Costs (AHC) bases.<sup>11</sup>

### **How the Mayor is addressing this inequality**

Research demonstrates that an hourly wage rate of 22 per cent above the National Minimum Wage (NMW) rate is needed in London just to take the wage-earner above the poverty level. Around one in 10 workers in the capital currently receive less than the poverty threshold, and one in six receive less than the £8.30 London Living Wage.

In 2011 the Mayor increased the London Living Wage (LLW) by more than five per cent to £8.30 per hour. The rise of 45 pence on the previous year's figure was the biggest annual increase since the wage was introduced in 2005, which will help further reduce poverty levels in the capital.

The LLW rate has been implemented across the GLA group as contracts allow and means that all employees or contracted staff, including caterers, security guards, and cleaners are paid at or above the LLW. Over 100 other employers have adopted the LLW and Queen Mary University of London estimates that over 10,300 workers are benefiting from the increased rate<sup>12</sup>.

The Mayor's fourth annual 'Know your rights' campaign was launched in 2011 October and focused on fuel poverty. The campaign aimed to encourage vulnerable people and those on low incomes to seek help with paying their fuel bills and keeping their homes warm in winter by accessing free insulation and heating measures

The London Debt Strategy Board was established by the Mayor's office in 2009 as a direct response to the recession. For the first time, it brought together a range of relevant agencies with the aim of exploring how the capital's debt services and advice provisions could be improved. A series of recommendations to improve debt advice services and help Londoners struggling with their finances were set out in June 2011 in a report by the Board.

The report, entitled *Treading Water*, outlined a number of recommendations including more consistent use of client assessments across all free debt service providers, such as the Citizens Advice Bureau; increased lobbying to secure funding for free advice in the capital and better co-ordination between debt advice agencies.

In addition, the Mayor also established the Fund for London, an independent charity focusing on improving the life chances and aspirations of disadvantaged children, young people and their families in London.

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10 Source: Joseph Rowntree Foundation, *The impact of family and labour market changes on recurrent poverty* (2010)

11 Source: *Households below average income statistics*, Department for Work and Pensions (2010)

12 Source: University of London <http://www.geog.qmul.ac.uk/livingwage/numbersandmoney.html>

## **3.2 Housing, homelessness and planning**

### **Evidence of racial inequality**

London is a diverse city, incorporating some of the most affluent neighbourhoods in the UK, as well as some of the most deprived. The north east quarter of London, particularly Newham, Hackney and Tower Hamlets continue to exhibit very high levels of deprivation<sup>13</sup>.

London's population is expected to grow by around one million over the next twenty years, and the number of households by nearly 700,000<sup>14</sup>. There is an estimated annual net housing requirement in London of around 32,600 homes<sup>15</sup>.

Households from ethnic minority groups are disproportionately likely to become homeless. 60 per cent of homeless households whose ethnicity was known were headed by people from BAME communities (compared with 44 per cent of Londoners who are from these communities) and 34 per cent of all homeless households were headed by people from Black African, Black Caribbean and other Black communities (compared with 14 per cent of Londoners who are from these communities)<sup>16</sup>.

London has the highest rate of overcrowding of any region in England and this particularly affects households with children and other family members<sup>17</sup>. Despite this need, the supply of affordable new homes with three or more bedrooms has continued to shrink<sup>18</sup>.

Research has revealed that 18 per cent of all rented homes in London are overcrowded, with the figure rising to 43 per cent for the social housing sector. Also, the number of children living in overcrowded social housing in the capital has risen by 27 per cent<sup>19</sup>.

Between 1998 and 2008 the number of people living in overcrowded conditions in London increased by a third.<sup>20</sup> The overcrowding rate for BAME households in London is about four times that for white British households. This is not just a result of larger average family sizes in some ethnic minority groups, as BAME households of any given size have at least twice the overcrowding rate of equivalent white British households.<sup>21</sup>

London has a higher level of rough sleeping than any other region in England. 3,975 people were rough sleeping in 2010/11, 8 per cent higher than in 2009/10. The proportion of young people remained low at 8 per cent. Just under half (48 per cent) of those rough sleeping had a UK nationality, this compares with 52 per cent of those who had a UK nationality in 2009/10. 28 per cent were from Central and Eastern European (CEE) countries. When this group are excluded from the figures the number of people rough sleeping has gone up by 5 per cent compared to a decrease of 3 per cent in 2009/10.

### **How the Mayor is addressing this inequality**

The Mayor's London Housing Strategy (LHS), published in February 2010, contains a range of policies that will have a positive impact on BAME households, such as reducing

<sup>13</sup> Source: Communities and Local Government, The English Indices of Deprivation, (2010)

<sup>14</sup> Source: Greater London Authority, Focus on London 2010: Housing (2011)

<sup>15</sup> Source: Greater London Authority 2008 London Strategic Housing Market Assessment (2009)

<sup>16</sup> Source: Communities and Local Government, The English Indices of Deprivation, (2010)

<sup>17</sup> Source: Communities and Local Government, Survey of English Housing Preliminary Report, (2009)

<sup>18</sup> Source: <http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/housebuilding/livetable/> (Table 254)

<sup>19</sup> Source: Communities and Local Government/Shelter, English Housing Survey, (2011)

<sup>20</sup> Source: Overcrowding in social housing: A London action plan, Greater London Authority, (2010)

<sup>21</sup> Source: Greater London Authority, London and Sub-Regional Strategy Support studies database (2008)

overcrowding; tackling homelessness and ensuring services are accessible. An equalities impact assessment influenced the preparation of this strategy and the development of its policies.

The Mayor has recently revised his statutory housing strategy. A draft of this was released for public consultation in December 2011, and public consultation closed on 6 March 2012. Once consultation feedback is considered, the GLA will submit the strategy to the Secretary of State for adoption in summer 2012.

The strategy contains the following new policies which are all likely to have a particularly positive impact on BAME groups by:

- increasing the supply of affordable housing
- making it easier for low income households to be able to own their own home
- making it easier for people in the social rented sector to be able to move within the sector; enabling them to move for employment, to provide care or away from difficult situations such as domestic violence
- tackling overcrowding, including by encouraging people under-occupying their homes to move voluntarily
- better meeting the needs of older people and disabled people
- improving the quality of homes, including those in the private sector
- supporting delivery of the Mayor's commitment to end rough sleeping in London
- empowering people to participate in housing developments.

Through his London Housing Strategy the Mayor is intending to:

- deliver almost 55,000 affordable homes through the 2011-15 affordable housing programme, meeting the new London Plan target of 13,200 affordable completions every year
- deliver over 17,000 First Steps homes between 2011 and 2015
- halve the level of severe overcrowding in social rented housing by 2016
- ensure that 36 per cent of the new Affordable Rented homes will be family-sized housing with three bedrooms or more, with rents within the welfare caps
- ensure at least 8,000 voluntary moves of underoccupying social rented tenants take place by 2016
- launch housingmoves, a pan-London mobility scheme that will operate on a reciprocal basis in which all of London's social landlords will participate
- deliver 1,800 supported homes between 2011-15 to meet the needs of older and vulnerable Londoners
- ensure nobody arriving on London's streets sleeps out for a second night
- ensure nobody is living on the streets of London by the end of 2012
- introduce a single badge of accreditation for London's private landlords and lettings and management agents.

Through his revised Housing Strategy the Mayor wants to develop community-led housing schemes, and to involve and empower residents in the design of the homes and neighbourhoods in which they live, the management of their homes, and to bring more empty houses back into use.

The powers of the Homes and Communities Agency (HCA), previously the government's national housing and regeneration agency, were devolved to the Mayor of London in 2012. The HCA is delivering innovative new solutions to ensure that affordable homes continue to be delivered in a difficult market. The Mayor is working with London's public sector landlords and other partners to ensure that they are able to achieve and maintain the government's Decent Homes Standard.

The Mayor has committed to end rough sleeping in London by 2012. The commitment, contained within the draft LHS, takes forward in the capital the vision of the government's national rough sleeping strategy to bring rough sleeping to an end once and for all.

In July 2011 the Mayor published for consultation his Rough Sleeping Commissioning Framework 2011-2015. This draft document sets out a framework against which he will take forward the commissioning responsibilities for rough sleeping devolved to him from central government

### **3.3 Education, employment, skills and business**

#### **Evidence of racial inequality**

Black school pupils in London (51 per cent on average) have lower GCSE attainment rates than the average for London pupils (57 per cent), while Asian and Chinese pupils have higher rates. Black boys have the lowest GCSE attainment rates (44 per cent in London in 2009/10, compared with 57 per cent of Black girls), but they have shown the greatest improvement in recent years<sup>22</sup>

Detailed figures for 2010 only available at England level show that white British pupils (23 per cent of boys and 28 per cent of girls) entitled to free school meals had lower attainment rates than black pupils entitled to free school meals (34 per cent of boys and 45 per cent of girls). The lowest rates of attainment were amongst Gypsy/Roma and Traveller children of Irish heritage entitled to free school meals (at 6 per cent and 17 per cent respectively)<sup>23</sup>.

London's employment rate (the proportion of London's residents of working age who are in work) is currently 68.8 per cent, compared to 72.4 per cent for the UK as a whole.<sup>24</sup> London currently has the lowest employment rate of any region in the UK.<sup>25</sup> London also has a higher unemployment rate and lower employment rate than the UK as a whole for each of the following groups: women, BAME people and young people (16-24 year olds).<sup>26</sup>

As at December 2011 the youth (aged 16-24) unemployment rate in London for black young people stood at 47 per cent, almost two and a half times the rate for white young people which stood at 19% at the end of 2011<sup>27</sup>.

In the year ending December 2010, the employment rate for all BAME groups stood at 59.6 per cent, compared with 72.9 per cent for all white groups. This meant an employment gap of 13.3 per cent, which was lower than in 2009 (15.5 per cent)<sup>28</sup>.

22 Source <http://www.education.gov.uk/rsgateway/DB/SFR/s000977/sfr37-2010.xls> table 2a

23 Source: <http://www.education.gov.uk/rsgateway/DB/SFR/s000977/sfr37-2010.xls> table 2a

24 Source: Office for National Statistics, Labour Market Statistics, January 2010 (2010)

25 Source: Office for National Statistics, Labour Market Statistics, January 2010 (2010)

26 Source: Office for National Statistics, Labour Market Statistics, January 2010 (2010)

27 Source: Labour Force Survey, Quarter Average Q1 to Q4 (2011)

28 Source: Office for National Statistics, Annual Population Survey (2010)



Employment rates vary amongst different ethnic groups, with women's rates varying much more than men's. The overall employment rate of BAME women in London is significantly less than that of BAME men. BAME women currently account for 38 per cent of all working aged (16 to 64) women in London. In 2010, the employment rate of working age BAME women in London was 52 per cent. 14 per cent aged 16 and over were unemployed<sup>29</sup>

The unemployment rate for all people aged 16+ in London is 8.7 per cent. This is higher than the unemployment rate for Great Britain which is 7.7 per cent. The unemployment rate for all ethnic minority people aged 16+ in London is 13.4 per cent. This is higher than the unemployment rate for ethnic minority people in Great Britain, which is 12.8 per cent in this period<sup>30</sup>.

The total number of Job Seeker Allowance (JSA) claimants in London was 224,930 (May 2011). This is up from 213,770 in the previous period (January 2011), an increase of 5.2 per cent. The number of BAME JSA claimants in London was 110,150. This is up from 100,705 in the previous period (January 2011), an increase of 9.4 per cent. The proportion of JSA claimants in London who are BAME has increased from 47.1 per cent in January 2011 to 49.0 per cent in May 2011<sup>31</sup>.

In the second quarter of 2011, there were 133,000 16 to 24 year olds who were recorded as not in employment, education or training (NEET) in London.<sup>32</sup> This is equivalent to 14.8 per cent of all 16 to 24 year olds in London - compared to 16.2 per cent nationally. The most recent annual data obtained from the annual National Customer Client Information System (NCCIS) returns indicate that some BAME young people are more likely than average to be NEET; particularly mixed race young people (27.9 per cent and black young people 16.5 per cent).<sup>33</sup>

## **How the Mayor is addressing this inequality**

The Mayor's Economic Development Strategy (EDS) was published in May 2010. The purpose of the strategy is to encourage the conditions and business environment in which London's powerful economy can thrive. The Mayor acts as a champion for London, speaking up for Londoners and business, arguing the case for continued investment in the capital and resisting changes that would damage its open and dynamic environment. The strategy has 5 key objectives:

- Objective 1: to promote London as the world capital of business, the world's top international visitor destination, and the world's leading international centre of learning and creativity.
- Objective 2: to ensure that London has the most competitive business environment in the world.
- Objective 3: to make London one of the world's leading low carbon capitals by 2025 and a global leader in carbon finance.
- Objective 4: to give all Londoners the opportunity to take part in London's economic success, access sustainable employment and progress in their careers.
- Objective 5: to attract the investment in infrastructure and regeneration which London needs, to maximise the benefits from this investment and in particular from

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29 Source: Office for National Statistics, Annual Population Survey (2010)

30 Source: Office for National Statistics, Labour Market Statistics (2011)

31 Source: Office for National Statistics, Labour Market Statistics (2011)

32 Source: Labour Force Survey (2011)

33 Source: Black Training and Enterprise Group, Race Equality in Employment Briefing – Issue 4, (2011)

the opportunity created by the 2012 Olympic and Paralympic Games and their legacy.

A 'Routes Into Work' pre-employment project was established, which aimed at supporting young Londoners that were NEET. Between April 2009 and March 2010, the first full year of activity, almost 650 apprenticeship positions were created in GLA group's supply chain, and 300 unemployed Londoners entered jobs with GLA group suppliers. In April 2010 a free, easy-to-use online responsible procurement learning tool was launched.

Working with the National Apprenticeship Service, the London Apprenticeship Campaign exceeded the Mayor's 20,000 apprenticeship target by almost 50 per cent, with 28,120 new apprenticeship starts in London by April 2011. The campaign's success means the capital is the fastest growing region when it comes to apprenticeships. London's share of apprenticeship starts has grown from just 5 per cent to more than 8.5 per cent nationally.

The Mayor's Diversity Works for London programme provides practical help to businesses to harness the benefits of a diverse workforce and a diverse supplier base, supporting them to employ a workforce that is reflective of London's population and to widen their supplier base. The programme enables companies to improve performance through diversity by offering an interactive on-line resource incorporating case studies, good practice guides and a range of business support products. By the end of March 2011 over 4,500 businesses had registered to access the programmes' tools and products.

In December 2010 the Mayor published 'Unlocking public value: Leading London to smarter procurement', reporting the progress being made by his responsible procurement programme. Throughout 2009/10, some £448m, or 13 per cent of the total GLA group procurement expenditure of £3.4 billion, had been spent with small and medium sized enterprises (SMEs).<sup>34</sup>

CompeteFor is a free service that enables businesses to compete for contract opportunities linked to the London 2012 Games and other major public and private sector buying organisations, such as Transport for London (TfL), Crossrail and the Metropolitan Police Service.

Supplier interest in CompeteFor has been strong. Over 100,000 businesses have registered on CompeteFor to take advantage of the 5,000 opportunities ranging from printing to event management contracts and from training to abseiling services. Around 74 per cent of contracts awarded have been placed with SME businesses and 18 per cent of them have gone to businesses with 10 or less staff.

Transport for London won a top prize at the Race for Opportunity (RfO) annual awards ceremony in 2011, winning the 'Leadership' category for developing skills in the supply chain. RfO is a Business in the Community programme focused on increasing workplace diversity. Over the last two years the programme has enabled over 500 BAME Londoners to secure jobs with TfL suppliers.

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<sup>34</sup> Expenditure excludes spend on the large long-term contracts for operating the London Underground. This figure excludes expenditure from the former Metronet and Tubelines public private partnerships contracts

### 3.4 Crime and safety

#### Evidence of racial inequality

Evidence from the British Crime Survey indicates that ethnicity itself does not lead to higher likelihood of being a victim of crime overall, but it is other socio-demographic factors which cause higher rates. These include factors such as being male, being young, single or separated and living in disadvantaged areas. However, as BAME groups generally have a younger age profile and are more likely to live in poor areas, it is these factors that make them more likely to be victims of crime. The exception to this is racially motivated crimes.<sup>35</sup>

Over the five-year period 2006/07 to 2010/11, there was a statistically significant fall in the risk of being a victim of personal crime for members of the white group of 0.8 per cent. The apparent decrease for those from BAME groups was not statistically significant<sup>36</sup>.

In 2010/11 51,187 racist incidents were recorded by the police – a decrease of almost 18 per cent in the number of racist incidents reported across England and Wales over the five-year period (2006/07 to 2010/11).<sup>37</sup>

According to Home Office crime figures for 2010/11, overall, crime rates in London have reduced. The latest MPS figures show a decrease in racist incidents recorded by the police by seven per cent from 54,872 in 2009/10 to 51,187 in 2010/11<sup>38</sup>

Data also shows that BAME people are more likely to be stopped and searched. The comparative analysis of stop and search data by ethnicity is a complex issue, affected by a range of factors, including the relative size of the BAME population and the extent to which the police target their stops in areas most affected by particular types of crime, such as knife crime. When measured by the rate of stops and searches per 1,000 population, black people in London are four times more likely to be stopped and searched than white people, and Asian people are 1.6 times more likely to be stopped and searched.<sup>39</sup> The Mayor believes that stop and search can be a useful tactic in the fight against crime, but that it must be applied, and seen to be applied, in a fair, reasonable and professional manner at all times.

Of the 1,386,030 arrests recorded across England and Wales in 2009/10, 17 per cent were carried out by the Metropolitan Police Service. White persons accounted for almost four-fifths of arrests across England and Wales as a whole, black people for 8 per cent and Asian people for just less than 6 per cent. In the Metropolitan Police Service, white people accounted for around 50 per cent of arrests, black people for 27 per cent and Asian people for over 11 per cent<sup>40</sup>

#### How the Mayor is addressing this inequality

Since the Mayor came into office in May 2008, the GLA has delivered a number of programmes to make London a safer city.

<sup>35</sup> Source: statistics on Race and the Criminal Justice System 2007/08, Ministry of Justice, (2009)

<sup>36</sup> Source: statistics on Race and the Criminal Justice System 2010, Ministry of Justice, (2011)

<sup>37</sup> Source: statistics on Race and the Criminal Justice System 2010, Ministry of Justice, (2011)

<sup>38</sup> Source: Home Office, Racist incidents England and Wales 2010/11 (2011)

<sup>39</sup> Source: Stop and Think – A critical review of the use of stop and search powers in England and Wales. Equality and Human Rights Commission March 2010, quoting data for 2008/09 for the Metropolitan Police Service

<sup>40</sup> Source: statistics on Race and the Criminal Justice System 2010, Ministry of Justice, (2011)

Time for Action outlined the Mayor's long term plans for tackling serious youth violence by equipping young people with tools for the future. Its projects range from work with young offenders, to projects aiming to increase support for young people through mentoring and structured youth activity.

Education plays a crucial role in preventing youth crime, anti-social behaviour and violence. The Mayor is working with MPS, TfL, local authorities and schools to improve all young people's safety on the way to and from school. Activity includes data collection and analysis to support and challenge the partners to work together, consistently, to help young people stay safe.

The Mayor has worked with London Council's to improve educational outcomes for London's most disadvantaged young people by supporting the Back on Track programme to raise standards in Pupil Referral Units (PRU). Following this in 2011 the Mayor worked with five PRU's to pilot parent advocacy and produce a guidance handbook. The GLA is also working with the Justice Youth Board (JYB) and educational establishments to improve the return of young offenders to training and education on release from custody.

Seeking to strategically combat youth violence systematically was a new area of activity for the Mayor and GLA in 2008. The Mayor developed a number of initiatives to address the disproportionate number of young black men involved in serious youth violence – both as victims and perpetrators – in London.

- To reduce knife crime the GLA have implemented Operation Blunt 2, which has succeeded in taking 9,000 knives off the streets of London. Since May 2008, total notifiable offences in London are down 9 per cent, with youth violence down by 13.8 per cent and robbery offences down by 22.5 per cent.
- The Mayor's mentoring scheme (which aims to build character, self-respect and responsibility) includes rolling out mentoring to black boys in the areas of London that are a) most affected by serious youth violence and b) exhibiting the highest levels of overrepresentation of young black men in the youth justice system.
- YOU Matter involves the GLA working with and promoting the work of uniformed youth groups such as Volunteer Police Cadets, Boy's Brigade, St. John Ambulance across the capital. The Mayor wants 10,000 more young people to have the opportunity to benefit from structured activities in areas most affected by serious youth violence.
- The Mayor is also committed to making public transport safer. Since banning alcohol consumption on public transport in May 2008, bringing in 50 new British Transport Police Officers and 440 new Police Community Support Officers (PCSO's) to patrol the transport network. Public transport is now the safest it has been for decades.

'The Way Forward' is the Mayor's strategy to end all forms of violence against women in London. It is a key part of the Mayor's commitment to make the city safer for all. Prevention lies at the heart of the strategy, which for the first time, brings together the work of the police, local authorities, third sector, NHS and criminal justice system to end all forms of violence against women. The strategy is built upon five specific objectives:

- London taking a global lead to end violence against women
- Improving access to support
- Addressing the health, social and economic consequences of violence
- Protecting women at risk
- Getting tougher with perpetrators.

When the Mayor was elected in 2008, there was only one rape crisis centre for the whole of London. He pledged to quadruple provision and, working with local boroughs, opened three new rape crisis centres in 2011 and provided extra funding for the existing centre in Croydon. During 2011 the centres in North, South, East and West London have provided a mixture of support, counselling and therapies to 15,882 women.

The Mayor's Office for Policing and Crime (MOPC) replaced the Metropolitan Police Authority (MPA) in early 2012. The MOPC is headed by the Mayor or, by his nomination, the appointed statutory Deputy Mayor for Policing and Crime. This means that the Mayor is directly accountable for policing performance in London.

### 3.5 Health

#### Evidence of racial inequality

Average life expectancy in London in 2007-09 was slightly higher than the average for England. Male life expectancy at birth was 78.6 years in London, while in England it was 78.3 years. Female life expectancy was also higher in London (83.1 years) than the England average (82.3 years).<sup>41</sup> It is not possible to analyse life expectancy data by ethnicity, as ethnicity is not requested on registration of a death.

Where ethnicity is recorded, indicators show that people in the Black and Asian ethnic groups are more likely to lack social support and have lower mental wellbeing than the London average.

Levels of mental wellbeing vary by deprivation and ethnicity within London. In the city as a whole, 16.3 per cent of people were found to have symptoms of low mental wellbeing. In the least deprived neighbourhood areas of London, this figure was only 12.5 per cent, but in the most deprived areas 20.0 per cent of people had a low level of mental wellbeing<sup>42</sup>

In the white ethnic group, 14.9 per cent of people had symptoms of low mental wellbeing, but for the Asian and black ethnic groups, these percentages were 18.4 and 17.7 respectively. High proportions of people with low mental wellbeing were found in the 'mixed' and 'Chinese and other' ethnic groups, but these were based on small samples of people and therefore these figures are less reliable.<sup>43</sup>

Transport accounts for approximately 29 per cent of the UK's carbon dioxide emissions and contributes significantly to some of today's greatest challenges to public health in England, including road traffic injuries, physical inactivity, the adverse effect of traffic on social cohesiveness and the impact of outdoor air and noise pollution<sup>44</sup>

41 Source: Communities and Local Government, Middle-layer Super Output area deprivation scores calculated and mapped by the London Health Observatory (2007) based on the Index of Multiple Deprivation 2007

42 Source: London Health Commission, Fair London – Healthy Londoners?, (2011)

43 Source: Health Survey for England London Boost, analysis by London Health Observatory (2006)

44 Source: Environment Agency, Addressing Environmental Inequalities. [www.environment-agency.gov.uk/research/library/position/41189.aspx](http://www.environment-agency.gov.uk/research/library/position/41189.aspx)

Particular groups face further inequalities. Black and ethnic minority groups in London were 1.3 times more likely to be injured as pedestrians and car occupants on the city's roads than those in white ethnic groups.<sup>45</sup>

### **How the Mayor is addressing this inequality**

The GLA has developed the London Health Inequalities Strategy, working closely with a wide range of community and BAME groups to identify priorities and shape commitments to action. The final strategy was published in April 2010.

The 'shadow' London Health Improvement Board (LHIB) has been established and held its first meeting, chaired by the Mayor of London, Boris Johnson in July 2011. The shadow board demonstrates our commitment to work in partnership to improve the health of all Londoners and reduce inequalities in health outcomes. It provides a unique opportunity to complement health improvement work delivered at a local level through the initiation of pan-London approaches where these will provide added value or benefit.

The GLA developed and published Early Years Interventions to Address Health Inequalities in London – The Economic Case. This document makes an evidence-based economic and business case for local investment in early year's services, to advise local authorities and health professionals of the best and most cost-effective ways to make a positive impact on the lives of young Londoners.

There are many other programmes going on around London to improve the healthiness of people's environments and communities. Through the Decent Homes Budget, the Mayor has secured over half of the Government's £1.6 billion to transform thousands of council homes in London; the Safer Parks Award recognises and promotes new and existing good practice in tackling anti-social behaviour and increasing safety in London's parks; the Mayor's Playsport London fund has committed over £15m to supporting an array of sporting activities and initiatives across the capital, as well as helped to train over 2,000 new sports coaches and officials.

## **3.6 Sport**

### **Evidence of racial inequality**

The reasons why people do, or do not, play sport are complex and cannot be easily answered through a simple analysis of demographics. Sport England has developed a sports equity index that demonstrates the impact of multiple indicators on an individual's propensity to participate in sport.<sup>46</sup>

This index provides data on sports participation rates, which provide a useful baseline:

- 24% of men participate regularly (3x30mins per week) in sport compared to 18.6% of women
- 17.6% of non white communities participate regularly compared to 21.7% for white communities
- Only 8.8% of disabled people participate regularly compared to 23.3% of non disabled people

<sup>45</sup> Source: The effect of 20mph zones on inequalities in road casualties in London: A report to the London Road Safety Unit (2008)

<sup>46</sup> Participation in Sport in England: Sports Equity Index 2002, Sport England

- 16.4% of people from lower socio-economic groups participate regularly compared to 23.2% from higher socio-economic groups.
- The highest participation rates are found amongst full time students, with unclassified occupations at 28.8%

The Sport England sports participation measure counts the number of adults (aged 16 and over) participating in at least 30 minutes of sport at moderate intensity at least three times a week and is measured by the Active People Survey. The latest Active People Survey results cover the 12 month period from October 2010 to October 2011 (Active People Survey 5)<sup>47</sup>.

During the period October 2010 to October 2011, 6.927 million adults (aged 16 and over) participated in sport three times a week for 30 minutes at moderate intensity. This is 111,800 more adult participants than in 2007/08 (Active People Survey 2) when 6.815 million adults (aged 16 and over) participated in sport three times a week for 30 minutes at moderate intensity. During the period October 2010 to October 2011, 14.759 million adults (aged 16 and over) participated in sport at least once a week for 30 minutes at moderate intensity<sup>48</sup>.

Compared with Active People Survey 2, the rate of sports participation among white adults has decreased from 16.5per cent to 16.3per cent (although due to population growth there is an increase in the number of white adults participating three times a week, from 6,092 million to 6,179 million). Sports participation among non-white adults has also increased by 24,000, from 722,800 (16.1per cent) to 747,900 (16.3 per cent)<sup>49</sup>.

Ethnicity and culture both have a bearing on sports participation. Across ethnic groups levels of participation by Asian communities tend to be the lowest, particularly Asian women. Single sex sports provision can help, particularly when combined with specific outreach work to community groups. Discrimination and/or cultural preference has led to non affiliated sports leagues being established by many ethnic minority community groups, but access to affordable facilities is often the biggest barrier to participation.

### **How the Mayor is addressing this inequality**

The Mayor's Sports Legacy Fund was set up in 2009 to deliver a sustained increase in sports participation and a lasting legacy from the 2012 Games. The fund also subsidises the cost of training to increase the number of Londoners working and volunteering in sports and physical activity, and up-skill those already involved, leading up to the 2012 Games.

The programme is part of the London Mayor's multi-million pound investment into the city's sporting infrastructure and is managed by The National Skills Academy for Sport and Active Leisure.

In 2010 the Mayor launched a £4m Sports Participation Fund to provide projects with £50,000 - £250,000 over two years aimed at projects which use sport to tackle a range of social issues from crime to unemployment, as well as increasing participation in sport. The Mayor wants to support organisations which help turn around the lives of local communities through motivational activities that produce long term change in participants

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<sup>47</sup> Source: Sport England, Active People Survey 5 (2011)

<sup>48</sup> Source: Sport England, Active People Survey 5 (2011)

<sup>49</sup> Source: Sport England, Active People Survey 2 (2007)

The Mayor is aware that some people within certain groups feel excluded from sporting activities and/or have particularly low rates of participation in London. They include those in lower socioeconomic groups and BAME people amongst others. The GLA have developed a number of programmes that are addressing the issue of participation amongst some of these groups, such as Street Athletics, where 74 per cent of participants are from BAME groups.

The Mayor also launched a £3 million skills investment programme in 2009 to equip and train Londoners wishing to become coaches, activity leaders, get involved in the sports industry or help their community sports clubs. The scheme is part of the Mayor's Playsport London programme to ensure that Londoners benefit from a genuine grass roots sporting legacy from the 2012 Games.

### **3.8 Refugee integration**

#### **Evidence of racial inequality**

Asylum seekers, refugees and migrants comprise a substantial portion of London's population. There are no reliable statistics on the number of refugees in London. Once refugee status is granted, this is no longer recorded in any administrative data. Asylum seekers, refugees and migrants are also likely to belong to BAME communities and face many of the same challenges.

New refugees who were granted asylum in the United Kingdom (UK) between 1 December 2005 and 25 March 2007 came from more than 100 different countries, the majority from Africa, the Middle East and Asia. Individuals from Eritrea and Somalia accounted for around one-third of all new refugees. More than 60 per cent of refugees were men. The majority (70 per cent) were aged 18 to 34, while only two per cent were aged 65 or over<sup>50</sup>.

They are often disadvantaged by a lack of English language skills and unfamiliarity with the way systems work in the UK. They may also face additional challenges due to their immigration status, which may restrict their access to services and other entitlements, subject them to discrimination based on immigration status, restrict their movement or limit their ability to plan for the future<sup>51</sup>.

A range of factors were associated with refugee's integration in the UK:

- Differences in English language skills at the time of the asylum decision by country of origin were most notable
- The longer the time spent in the UK prior to their asylum decision, the better refugees' English language skills and the sooner their entry into employment
- Refugees with higher English language skills were more likely to be employed than refugees with lower language skills.
- Men typically had better English language skills than women, and were more likely to be employed.
- Refugees had poorer health than the general population of England and Scotland
- Refugees who had spent 16 or more years in education were more likely than others to report a high level of English language ability.

<sup>50</sup> Source: The Home Office, Spotlight on refugee integration: findings from the Survey of New Refugees in the United Kingdom (2010)

<sup>51</sup> Source: The Home Office, Spotlight on refugee integration: findings from the Survey of New Refugees in the United Kingdom (2010)



- Refugees who were living with their family were less likely than others to move home within eight months of their asylum decision, and were less likely to experience homelessness at any point over the next 21 months.

New refugees typically described most changes in their employment, housing and English language skills within the first eight months after receiving their asylum decision. During this time refugees were most likely to change accommodation, take up employment and attend English language classes. Support for refugees therefore needs to be most intensive during the early months following the asylum decision<sup>52</sup>.

### **How the Mayor is addressing this inequality**

In 2009 the Mayor established the London Strategic Migration Partnership (LSMP), in partnership with the UK Border Agency. The aim of the Partnership is to monitor the impact of migration on London and develop a coordinated response that ensures migration works to the benefit of all Londoners.

In December 2009 the Mayor launched his Refugee Integration Strategy, 'London Enriched'. In February 2010 the Mayor hosted the Eurocities Conference where he signed the Eurocities charter on Integrating Cities. This charter aims to develop a shared vision of integration across major European Cities, and commits the signatory to delivering towards that vision as policy makers, service providers, employers and buyers of goods and services.

In March 2011, the Mayor published the London Enriched Year 2 Implementation Plan. This covers the period from April 2011 to March 2012 and details how progress will be made towards the core objectives set out in the Mayor's refugee and migrant integration strategy.

### **3.10 London 2012 Olympic and Paralympic Games**

During the three year run up to the Games, the Deputy Mayor of London chairs six-weekly meetings of the London 2012 Equality and Diversity Forum. This Forum monitored and championed equality and diversity at all level of the Games. The Forum looked at a range of programmes and strategies for the Games including volunteering, the Food Strategy, ticketing, transport and communications. The equality achievements of the Forum are documented in an annual report.

We upheld the highest standards of best practice, in recruiting and building a diverse workforce, and ensuring job and training opportunities for all. We ran innovative and successful programmes to encourage people from every background to be involved in London 2012 - by working at a Games site or as a volunteer.

The ODA also received a commendation for success in diversifying the supply chain of the Tier One contractors, in an economic downturn and with the central focus on buildings, is a genuine feat. Their multi-award winning Equality, Inclusion, Employment and Skills Team demonstrated that good diversity and inclusion results can be achieved in a relatively short space of time and have a sustainable impact. The awards included work focusing on race equality.

The London Organising Committee of the Olympic Games and Paralympic Games (LOCOG) and the Olympic Park Legacy Company (OPLC) built on the practice of the ODA, to

<sup>52</sup> Source: The Home Office, Spotlight on refugee integration: findings from the Survey of New Refugees in the United Kingdom (2010)

influence the approach of their respective suppliers and to improve equality and inclusion amongst businesses.

In 2011/12 OPLC implemented its procurement policy, delivered its equality and inclusion and inclusive design strategy, ensure that through its contracting, opportunities are offered to diverse businesses including establishing a mechanism to monitor supplier diversity.

OPLC, now the London Legacy Development Corporation, has appointed Balfour Beatty as its Estates and Facilities Management contractor to manage the Olympic and Paralympic Park and the ArcelorMittal Orbit following the Games. The management contractors will create employment, apprenticeships and volunteer opportunities for the local communities, including the local BAME community.

In addition, the venue operations contractors, Greenwich Leisure Limited (GLL), will manage the Multi-Use Arena and the Aquatics Centre following the 2012 Games, and ensure that local communities, including the local BAME community, have sufficient access to these legacy facilities.

### **3.11 Engagement**

Integral to the development of the Mayor of London's policies, programmes and strategies is ensuring that all London's communities are provided with the opportunity to have their say. This is achieved both through extensive engagement and dialogue with specific BAME communities and through events that bring Londoners from different communities together.

As part of the engagement process, the Mayor, Deputy Mayor of London, advisors and GLA officers maintain regular dialogue with community organisations to address the specific needs of London's different communities and obtain input to and feedback on Mayoral priorities and strategies.

The GLA commissions telephone surveys on specific strategies. The consultation responses are analysed by ethnic profile, providing robust information on how policies affect London's diverse communities.

The Mayor regularly hosts public consultation events including People's Question Time, State of London Debate and 'Have your Say'.

The Mayor continues to support a number of high profile events and conferences organised in association with community organisations, to highlight the significant and positive contribution made by London's diverse communities, as well as to address issues of disadvantage.

We will make our policies more effective by listening to and taking on board the views of the public and interested groups. Londoners will continue to have a say on how their city is run and we will consult Londoners on each and every strategy we produce.

### **3.12 The GLA as an employer**

The GLA produces substantial equalities data on its workforce through regular workforce reports<sup>53</sup>. The information from the workforce survey is analysed and interpreted to inform new or revised existing Human Resources (HR) processes and policies and ensure mitigating action is taken where necessary. These reports are sent to the London Assembly for open and transparent discussion on workforce composition, turnover, grading, etc. This information is public and provides equalities data on staff at the GLA.

Following the Staff Census in 2007, ethnicity data is now held for virtually all employees. The ethnicity breakdown for all employees in post and new starters has remained fairly stable over the years ending 2007-2011. The BAME profile for the GLA has varied between 24 per cent and 27 per cent over the years 2007 to 2011 and is currently 24 per cent.

Equalities is given due regard in all aspects of human resources related work, ensuring that best practice is maintained through leading by example the GLA's with the specific aim of creating a working environment that offers true equality of opportunity.

## **4. Conclusion**

The evidence detailed in this report shows the many inequalities faced by Londoners black, Asian and minority ethnic communities. The key issues they face are gaining an adequate income, being able to access sustainable work, fear of becoming a victim of violence, finding suitable secure housing and achieving lifestyles that improve their health and prolong their lives.

The report also highlights how the Mayor is working to eliminate unlawful race discrimination, advance equality of opportunity and foster good race relations. In summary he is:

- tackling poverty and raising incomes
- improving education and skills opportunities
- increasing volunteering and employment opportunities
- tackling crime and improving safety
- providing more housing that meets different people's needs
- addressing health inequalities and encouraging the take up of physical activity and
- mainstreaming the legacy of the 2012 Games

Going forward, the Mayor will continue to build on his work in all these areas.

The Mayor's over-arching equality framework, Equal Life Chances for All, has been revised to include the GLA's statutory equality objectives. This was published in February 2012

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<sup>53</sup> Source: <http://www.london.gov.uk/moderngov/mgConvert2PDF.aspx?ID=4217>

## **Appendix 1 – Public Sector General Equality Duty**

The Equality Act 2010 places a duty on public sector organisations to pay due regard, in the exercise of its functions, to the need to:

1. Eliminate unlawful discrimination, harassment and victimisation and any other conduct which is unlawful under the Equality Act 2010
2. Advance equality of opportunity between people who share a protected characteristic, and those who don't have that characteristic. This means in particular:
  - a. Removing or minimising disadvantages suffered by people who share a protected characteristic that are connected to that characteristic
  - b. Taking steps to meet the needs of people who share a protected characteristic that are different from the needs of people who don't have that characteristic
  - c. Encouraging people who share a protected characteristic to participate in public life or in any other activity in which their participation is disproportionately low
3. Foster good relations between people who share a protected characteristic, and those who don't have that characteristic. This means, in particular:
  - d. Tackling prejudice
  - e. Promoting understanding.

The protected characteristics are

- age
- disability
- gender reassignment
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation
- marriage and civil partnership