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Greenwich
Race Equality Scorecard

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Runnymede: Intelligence for a Multi-ethnic Britain

Runnymede is the UK's leading independent thinktank on race equality and race relations. Through high-quality research and thought leadership, we:

- **Identify barriers to race equality and good race relations;**
- **Provide evidence to support action for social change;**
- **Influence policy at all levels.**

Contents

1. Introduction

Integration and community cohesion are topics that receive a lot of attention both in the media and from government and local authorities. A critical barrier to integration and community cohesion is the persistence of ethnic inequality and unequal outcomes or access to services. Failing to understand and address local ethnic inequalities means the needs of black and minority ethnic (BME) communities are not being met and their life chances are contracted.

In recent years austerity policies have led to major reductions in public spending, requiring councils and other public sector organizations to make difficult financial decisions. Local authorities have a legal duty around eliminating unlawful discrimination, advancing equality of opportunity and fostering good relations on the basis of protected characteristics. As local authorities develop proposals regarding the reduction of services, it is crucial that they consider the needs of all members of the community.

The Greenwich Race Equality Scorecard brings together quantitative evidence on seven key indicators to help inform the decision-making process of public authorities, and to equip local communities with the tools necessary to hold those authorities to account.

In 2013 the Runnymede Trust ran a pilot Race Equality Scorecard project in three London boroughs: Croydon, Kingston and Redbridge. The purpose of the Scorecard was to enable BME communities to enter into meaningful dialogue with their local authority and its partners, to assess their performance and help identify what the local priorities were for race equality. The Scorecard facilitated a better understanding of the pressures faced by BME communities, identified key areas where change is necessary and feasible, and created the opportunity for these different partners to work together to make a difference. Since then the Scorecard project has also been delivered in Sutton, Barking and Dagenham, and has been refreshed in the three pilot boroughs.

Over the summer of 2018, Greenwich Council commissioned Runnymede to produce its own Race Equality Scorecard report. We have thus worked in collaboration with the local authority to access relevant data for our analysis. The Race Equality Scorecard report includes statistics on outcomes for different BME groups by sampling data in the following seven areas:

- Criminal justice

- Education

- Employment

- Housing

- Civic participation

- Support for the BME voluntary sector

- Health

For almost a decade, local councils have been experiencing significant budget cuts from central government. These cuts are having a major impact on the role that councils play in the provision of services. The Runnymede Trust's budget briefing highlighted the ways in which the effects of austerity policies, directly or indirectly, increase racial inequality (Runnymede Trust, 2018). In this context it is even more important that close attention is paid to ensuring that all local residents are treated equally and are able to flourish.

In this report Runnymede provides a brief interpretation of the data for each of the seven indicators. The interpretation is followed by responses from Greenwich Council and their local public sector partners on the one hand, and from the Greenwich Inclusion Project (GrIP), an independent and community-led race equality body.[1] GrIP is currently delivering services contracted by Royal Borough of Greenwich, including work intended to increase awareness and understanding among decision-makers, service providers and local communities of race and faith inequalities and the needs of people with protected characteristics.

In preparing responses, GrIP engaged with a number of people from minority communities and BME-led community organizations. While these individuals were not provided with copies of the draft Scorecard, they were asked to express their views about the experiences of their specific communities in relation to each of the indicators addressed within the Scorecard. The GrIP responses therefore represent the combined opinions of those community members, coupled with observations of GrIP officers on approaches to race equality within the public realm.

Finally, the discussion summarizes the findings and briefly outlines the next steps.

We have striven to obtain the most robust data we could for this project, and we are indebted to numerous officials and employees of the local authority for their help.

Borough profile

The borough of Greenwich is located in the south-east of London. It shares borders with six other London boroughs: Lewisham, Tower Hamlets, Newham, Barking and Dagenham, Bexley, and Bromley. In the 2011 National Census the population of Greenwich was estimated at 254,557, although it is likely to have grown to about 280,100 according to more recent population estimates (Greater London Authority, 2017). People of working age make up around 70% of Greenwich's population, while 20% of the population is under 16 years old and around 10% is over 65 years old (Divajeva et al., 2016). This is a younger age profile than for the UK as a whole, though similar to the overall London average.

Over a third of the borough population are from BME[2] backgrounds. This is significantly higher than the overall UK figure of 14%, but lower than the London average of 40%. The lower proportion of Asian groups is especially marked: they make up about one in five Londoners (18.5%) but only one in ten Greenwich residents (11.7%). On the other hand, there are proportionally more people of black backgrounds in Greenwich (19.1% – or one in five) than in London as a whole (13.3%).

In terms of its main socioeconomic characteristics, Greenwich's levels of unemployment and poverty are close to the London average and it ranks as the 14th most deprived London borough (out of 32) and 78th most deprived local authority in England (out of 326) (Leeser, 2016).

In Runnymede's report *Ethnic Inequalities in London* (Elahi and Khan, 2016), Greenwich data indicated relatively narrow gaps between ethnic minorities and White British people compared with other London boroughs. Greenwich was ranked the 5th least unequal London borough (out of 32) in regard to ethnic inequality based on four indicators – education, employment, health and housing – in 2001 and 2011. Although ethnic inequalities were relatively less pronounced in this borough than in London as a whole, the report still found that BME people experienced significant disadvantages in employment and housing. While education and health outcomes for ethnic minority people have improved over the 2001–11 period, employment and housing inequality have increased. Mixed, Bangladeshi and Black African groups experience the largest overall inequality in Greenwich. In particular, Greenwich was found to be London's 6th-most unequal borough in terms of housing overcrowding. This Scorecard is thus a way to assess whether things have changed since 2011, and to consider other indicators of ethnic inequality in Greenwich.

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[1] Greenwich Inclusion Project (GrIP) was established in 2012 to address issues of race- and faith-based inequalities in Greenwich, working to eliminate discrimination, advance equality of opportunity and foster good relations between those in a racial or faith group and others. GrIP is a membership-run organization, whose members are drawn from all racial and faith communities in the borough, recognizing that work to advance race equality should be rooted in the lived and felt experiences of those that experience disadvantage.

[2] In this report, the term 'black and minority ethnic' does not include white minority groups.

Figure 1. General Greenwich ethnic group profile, 2011

MIXED TOTAL 4.8%

ASIAN TOTAL 11.7%

WHITE TOTAL 62.5%

BLACK TOTAL 19.1%

OTHER TOTAL 3.4%
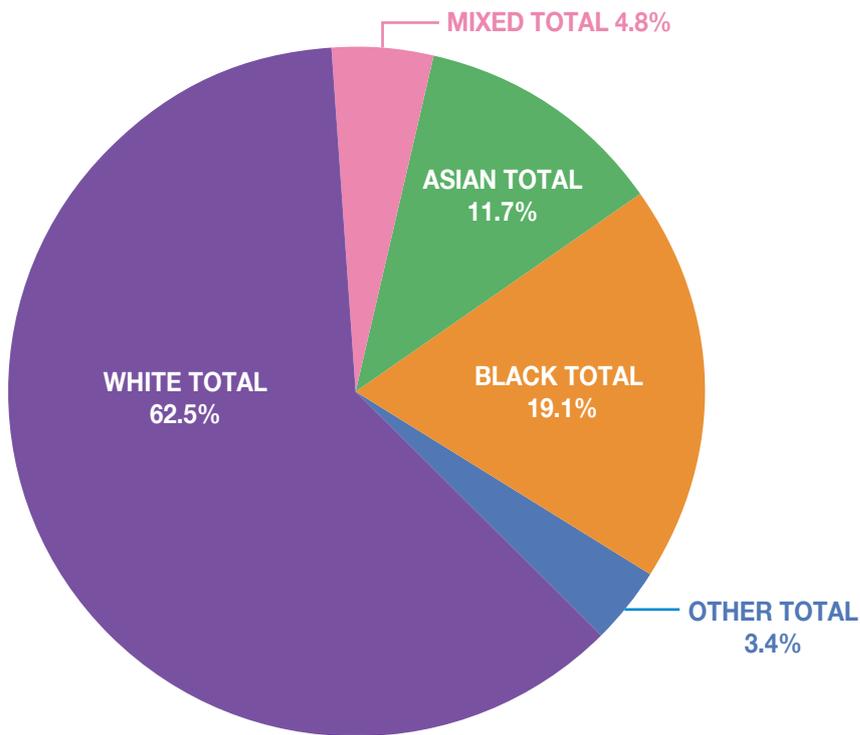
Source: Office for National Statistics, 2011

Figure 2. Detailed Greenwich ethnic group profile, 2011

OTHER WHITE 8.3%
GYPSY OR IRISH TRAVELLER 0.2%
WHITE IRISH 1.7%

WHITE AND BLACK CARIBBEAN 1.6%
WHITE AND BLACK AFRICAN 1.%
WHITE AND ASIAN 0.9%
OTHER MIXED 1.3%

INDIAN 3.1%
PAKISTANI 1.0%
BANGLADESHI 0.6%
CHINESE 2.0%
OTHER ASIAN 5.0%

WHITE BRITISH 52.3%

BLACK AFRICAN 13.8%
BLACK CARIBBEAN 3.2%
OTHER BLACK 2.1%

ANY OTHER ETHNIC GROUP 1.4%
ARAB 0.4%
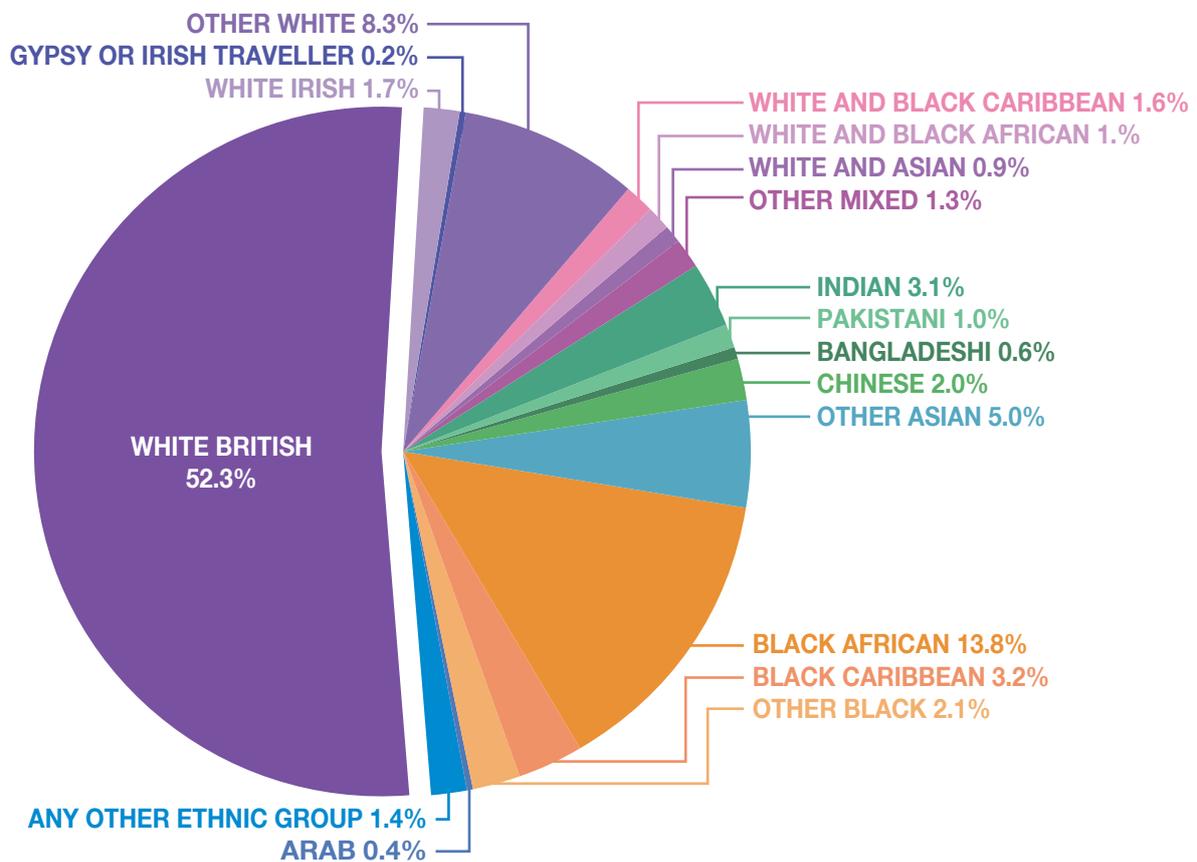
Source: Office for National Statistics, 2011

2. Criminal Justice

Indicators of people's involvement with the criminal justice system are categorized under stop and search, adult reoffending and racist hate crime. These categories give us an insight into the starting- and end-points of the experiences many people within the criminal justice system have of it, as well as the experiences of their family and community members and of borough residents more generally.

Stop and search

Stop and search is a significant driver of racial disparity within the criminal justice system. In England and Wales, more than 1 in 6 arrests of black people occur as a result of stop and search. This is over three times the proportion for white people, for whom only 1 in 20 arrests result from stop and search (Shiner et al., 2018). Across England and Wales, black people were stopped and searched at more than eight times the rate of white people in 2016–17, and Asian people and those of mixed ethnicities at more than twice the rate of white people over the same period (Shiner et al., 2018).

Besides, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) criminal justice inspectorates found that nearly half of people who have been stopped and searched nationally felt they were not treated with respect, and nearly 40% said their opinion of the police had worsened as a result of their latest stop and search encounter (HMIC, 2013). Disproportionate stop and search can thus significantly undermine the trust a group has in the police, as well as the extent to which members of the group feel integrated into the wider community.

Here, we look at patterns of stop and search in Greenwich in light of national and London trends. To produce our figures, the data was sourced from the Metropolitan Police Stop and Search Dashboard, and proportions of stop and search by ethnicity in Greenwich were calculated using population data from the last census. This is the standard method used for UK police forces' statistics, as well as for national statistics in regard to stop and search (Home Office, 2018).

Figure 3. Indicator 1 – stop and search by ethnicity, Greenwich, 2017–18
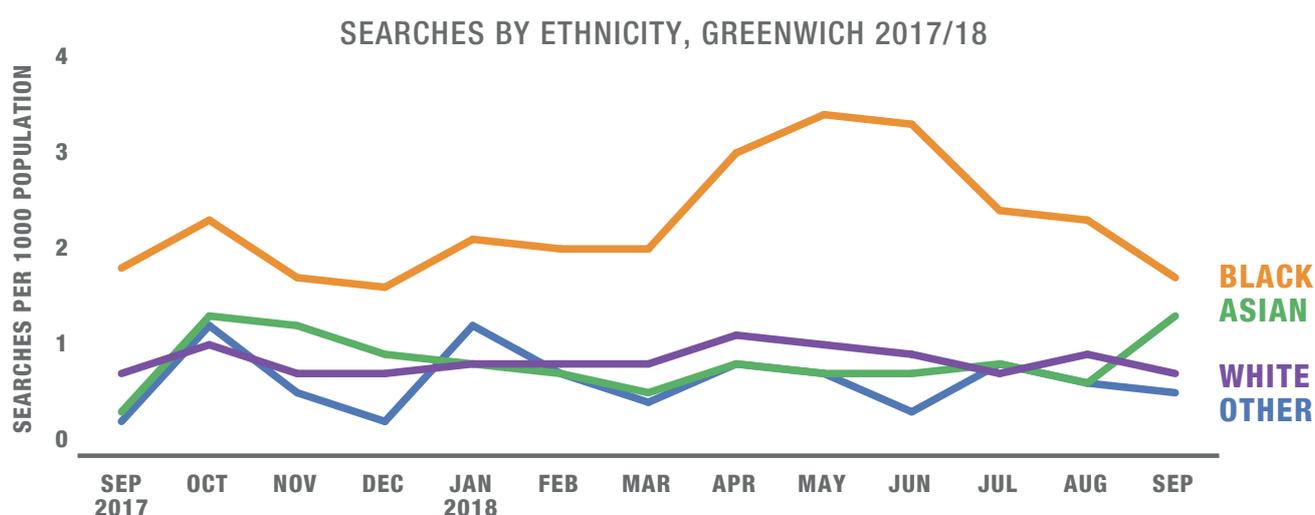
Source: Metropolitan Police, 2018

The stop and search data is based on self-defined ethnicity, as this is expected to be the most reliable and the most directly comparable data in relation to wider population data (Ministry of Justice, 2011). Using rates per 1000 stop and searches within each ethnic group allows comparisons to be made between ethnic groups and

between areas (Equality and Human Rights Commission, 2010). We are aware that this data can only estimate the number of stop and searches taking place in Greenwich, and that it will include stop and searches carried out on individuals in the area who do not live in the borough. However, as the trend matches London-wide datasets it is clear that this is a salient issue.

Runnymede Trust interpretation

Figure 3 charts the rate of stop and search per 1000 people in Greenwich between September 2017 and September 2018. As the data highlights, black people are the most likely to be stopped and searched. Over the period covered, they were on average 2.7 times more likely to be stopped and searched than white people, and three times more likely to be stopped and searched compared with all other ethnic groups (white, Asian and other). This matches the trend for London as a whole, where black people are just over three times more likely to be stopped and searched than white people (Criminal Justice Alliance, 2017). Stop and search is also primarily used on men, with women making up only 5% of searches in Greenwich from December 2017 to October 2018, in line with London trends.

In Greenwich, stop and search has been primarily used to police the use of drugs, with drug suspicion searches making up 57.3% of all searches and 54% of searches with positive outcomes[3] between January 2016 and October 2018 (Metropolitan Police, 2018). In this regard, the police still disproportionately stop and search black people in Greenwich, even though searches on white people have proportionally led to more findings of illegal objects in the borough than those conducted on black people, based on the period December 2017 to October 2018. Such illegal objects were predominantly drugs, which constituted 54.21% of outcomes (Metropolitan Police, 2018), but also included theft- and fraud-related objects (13.70%) and weapons, points and blades (10.46%).

Data from April 2017 onwards indicates that black people in Greenwich are also disproportionately subject to the use of force by the police. Although they make up only 19.1% of the total Greenwich population, black people were subject to 33% of 7955 instances of handcuffing and use of stun guns, CS spray and guns between April 2017 and September 2019 (Metropolitan Police, 2019). In comparison, white people, who make up 62.5% of Greenwich's total population, constituted about 55% of all cases over the same period (Metropolitan Police, 2019).

The use of stop and search needs to be balanced against its actual outcomes (HMIC, 2013). In Greenwich, between October 2016 and October 2018, only 18.9% of all searches resulted in arrests while 70.1% resulted in no further action, suggesting that a majority of stop and search does not lead to 'positive outcomes' in Greenwich. This should be set against the fact that disproportionate stop and search significantly undermines the trust certain groups have in the police, as well as the extent to which members of such groups feel integrated into the wider community.

While the London *Knife Crime Strategy* (Mayor of London, 2017) supported stop and search as an effective technique to address knife crime, current patterns of stop and search are rather suggesting that most searches are performed to police drug use in the area, while disproportionately targeting black people.

Reoffending

There are important racial disparities within UK prisons, as 25% of prisoners are black, Asian and minority ethnic men and women, despite these groups making up just 14% of the national population. In addition, 40% of young people in custody in the UK are from BME backgrounds (The Lammy Review, 2017: 3).

Reoffending is indicative of the level of support and rehabilitation received by those who enter the prison system. High reconviction rates are clearly problematic in that they represent more crime, but also because they imply a trap which prevents those who enter the criminal justice system from being able to escape. Reoffending creates significant costs for councils and has damaging effects on communities.

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[3] In police language, 'positive outcomes' of stop and search refer to instances where illegal objects are found.

Figure 4. Indicator 2 – proven reoffending, Greenwich, 2010–16

PROPORTION OF OFFENDERS WHO REOFFENDED GREENWICH (%)

PROPORTION OF OFFENDERS WHO REOFFENDED ENGLAND AND WALES (%)

AVERAGE PROPORTION OF OFFENDERS WHO REOFFENDED GREENWICH (%)

AVERAGE PROPORTION OF OFFENDERS WHO REOFFENDED ENGLAND AND WALES (%)
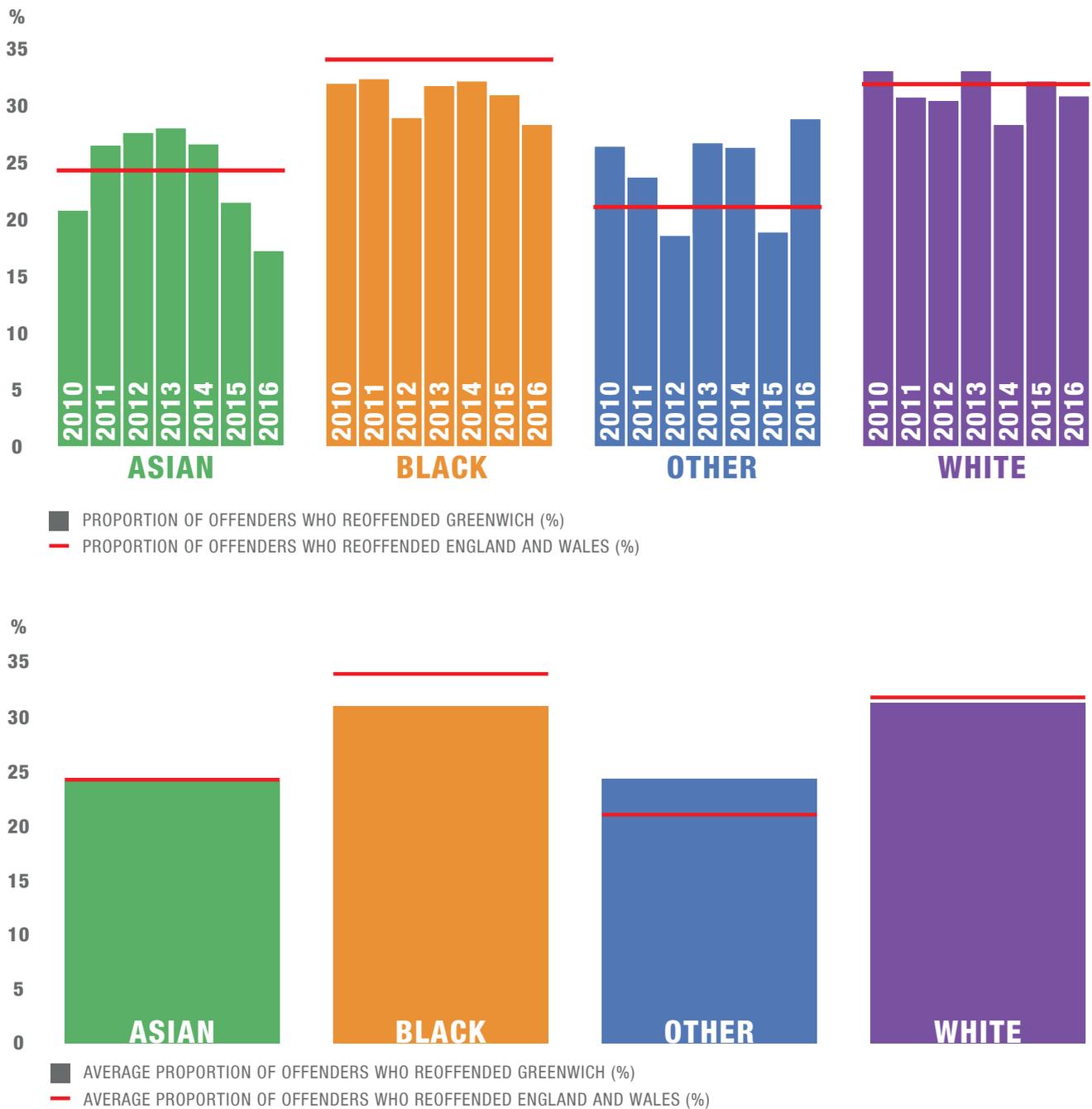
Source: data obtained by Freedom of Information request to the Ministry of Justice, 2018

Runnymede Trust interpretation

The proportion of black individuals reoffending in Greenwich is slightly lower compared with national trends. Trends regarding white and Asian people are almost perfectly aligned with the national patterns and people from other ethnic groups reoffend slightly more than the national average. The gaps are generally small, both between Greenwich and national trends and between various ethnic categories. With a maximum gap of about 7% of difference between the proportion of white and Asian people who reoffend, the evidence suggests that the rehabilitation system in Greenwich does not discriminate based on ethnicity alone.

The evidence also suggests, however, that further efforts are needed to ensure reintegration into society after a first offence, as all ethnic groups have reoffending rates over 24% – a quarter of all first-time offenders. The local authority interacts with offenders at multiple points and so can play a crucial role in reducing reoffending rates.

Hate crime

An important Scorecard indicator is the incidence of racist hate crime[4]. A racist or religious hate crime is any crime or incident which is targeted at a victim because of the offender's hostility towards or prejudice against a person based on their race, ethnicity or religion. For example, someone verbally or physically abusing or threatening someone else in the street based on their ethnicity or perceived religion is a hate crime. Hate crimes have far-reaching consequences for the victims and undermine society's cohesion. Within the current political context it is especially important that stakeholders in Greenwich address any incidents of hate crime robustly and ensure all residents feel safe and part of the borough.

Figure 5. Indicator 3 – hate crime in Greenwich, 12-month rolling, 2014–18
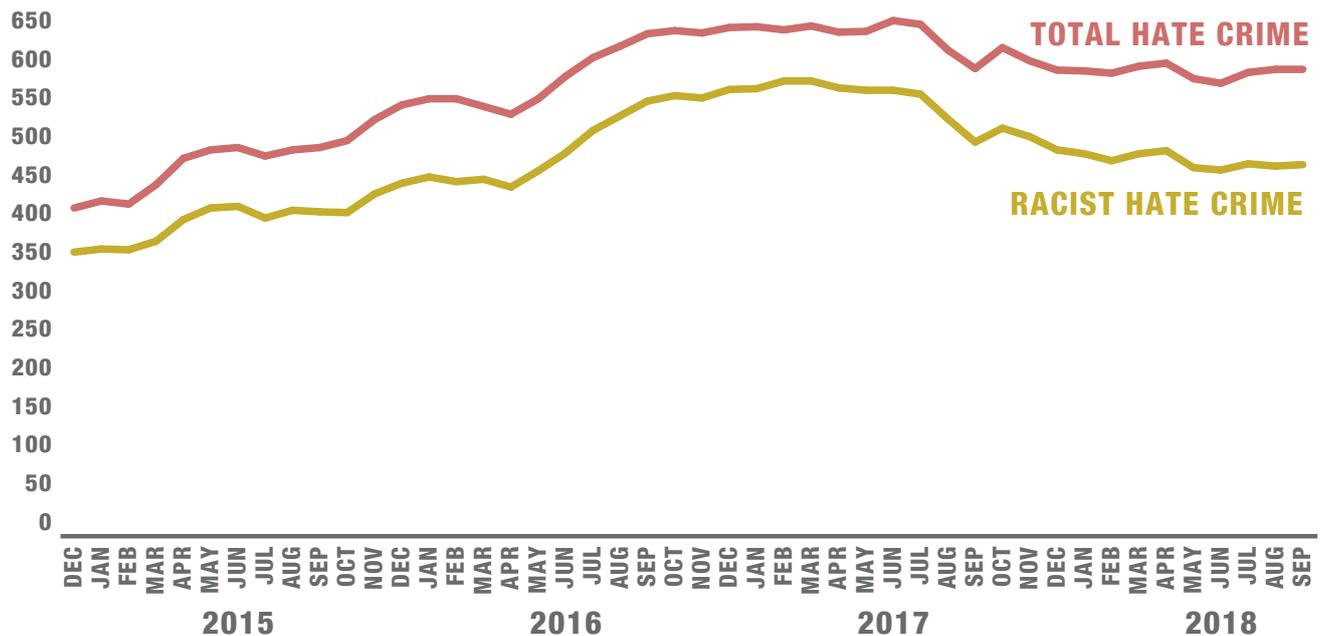
Source: Mayor of London Office for Policing and Crime, 2018

Runnymede Trust interpretation

As Figure 5 highlights, racist hate crimes have been on the rise in Greenwich in the past few years[4] and they constitute the vast majority (83.6%) of hate crimes taking place in the borough between December 2014 and August 2018. This is in line with London as a whole, where over 84% of all hate crimes were racially motivated (University of Sussex and Demos, 2018).

There has been a steady rise in racist hate crime from December 2014 to February 2017 – an increase of 64%, with a peak of 566 reported hate crimes in February 2017 alone. This is a sharper increase than in London as a whole, where racist hate crime rose by 50% over the same period. There has been a slight downward trend from March 2017 onwards, although it is too soon to assess whether this will be a long-term pattern.

The victims of racist hate crimes over the period covered were 41.6% black, although this ethnic group constitute only 19.1% of the total Greenwich population: black people are thus disproportionality the target of racist hatred in Greenwich. The other group that is over-represented among victims of hate crime is Asian people, who constitute another 17.1% of victims versus only 11.7% of the total Greenwich population. Both men and women are affected: 55% of victims are male and 44% female, which is in line with London trends. However, 81% of perpetrators are male – also in line with London trends (Mayor of London Office for Policing and Crime, 2018).

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[4] Although racist and religious hate crimes are distinct in official statistics (with Figure 5 indicating only the former), Runnymede is aware that certain forms of religious discriminations are motivated by racism (Elahi and Khan, 2017). Some people who are racialized as 'Muslim' can be on the receiving end of Islamophobic hate crime, for instance, although they might not actually identify as Muslims. In such situations, the hate crime can be recorded as either racist or religious depending on the victim's own perception. Because of this, our analysis remains careful about drawing clear lines between racist and religious hate crime, as there are overlaps between such categories.

It is interesting to note that 26.8% (one-quarter) of victims of racist and religious hate crime in Greenwich are white. National research has identified that hate crimes against white people are likely to be directed at those perceived as immigrants or towards Irish Traveller and Gypsy Roma populations, although we do not know to what extent. This stems from the evidence that links hate crime and anti-immigration/xenophobic sentiments in the UK. It was demonstrated following the EU referendum, where there was a national rise in hate crime against BME but also non-British white groups (East European Resource Centre, 2017; Devine, 2018). This may have also been the case in Greenwich, given that the largest migrant populations arriving in the borough since 2015–16 have been Romanians, Bulgarians and Italians.

Data also shows that the main perpetrators of hate crimes in Greenwich are white people. They make up 71.9% of hate crime perpetrators in the period discussed, but only 62.5% of the borough population. The next largest group of perpetrators was black people, at 17.5%, which is slightly lower than their proportion of the borough population (19.1%).

Moreover, a study by the University of Sussex and Demos highlighted that hate crimes are intersectional in nature. For instance, 20% of sexual orientation hate crimes in London were additionally recorded as racially motivated. This is the case when officers flag more than one identity characteristic as a source of motivation for hate crime offences (University of Sussex and Demos, 2018). Hence, when considering victims of racist hate crime, it is important to keep in mind people who face multiple disadvantage on the grounds of ethnicity but also sexual orientation or disability.

Lastly, it should be noted that this dataset only accounts for reported incidents: the Home Office has highlighted that as many as 49% of hate crimes are not reported to the police (Corcoran et al., 2015).

Conclusion: Criminal justice

Our indicators show that BME individuals are disproportionately targeted by stop and search and the use of force by the police in Greenwich, especially black people. On the other hand, BME people are also much more vulnerable to hate crime in the borough – again, especially black people.

This resonates with the fact that in the UK as a whole, BME people were 31% more likely than their white counterparts to have been a victim of a crime once or more, between 2008 and 2017, (Office for National Statistics, 2018a).

Response from the Royal Borough of Greenwich and local public sector partners

The information contained within the Scorecard is valuable in supporting the work of the Police, Council and other Public Bodies in terms of increasing understanding of our communities and their experience of the criminal justice system.

The Scorecard has identified the need for further data analysis to help explore potential inequalities within the areas raised and to help identify opportunities for positive action. It has also identified the need for the group and wider Safer Greenwich Partnership to better understand the links between criminal justice and aspects such as mental health provision and educational attainment.

Public bodies serving the residents of Greenwich will continue to work closely together and share as much information with partners as possible. This approach of continued co-operation is vital to ensure we are able to understand where early interventions or changes in our approach can make our communities safer and also improve the life opportunities for local people.

Response from the Greenwich Inclusion Project (GrIP)

Community comments regarding race equality in criminal justice focused, by and large, on two aspects – the disproportionate targeting of certain minority communities in the use of police powers and the perception that minority communities are less likely to receive positive outcomes when reporting crimes to the police. As one long-standing community activist described it, 'we are over-policed and under-protected'.

Among African and African-Caribbean community members, the tactical use of police stop and search powers was of most concern, with both Section 1 and Section 60 powers[5] being referenced. The lack of progress in reducing the disproportionate representation of people from black communities among those stopped and searched by the police (let alone eliminating this disparity) was held up as demonstrating that institutions are more concerned with justifying discrimination than with dealing with it. Community members are predominantly unaware of mechanisms, such as the Metropolitan Police Service Independent Advisory Group (MPS IAG) or the Stop and Search Monitoring Group, which could have a strategic role in reducing the differential rates of stop and search. However, GrIP's observations of both of these groups is that, at present, they have not given any priority to addressing this long-standing concern within minority communities. The Stop and Search Monitoring Group is primarily concerned with seeking reassurance that individual officers' use of stop and search powers is lawful and carried out in an appropriate manner. For his part, the Chair of the IAG has expressed the view that he is concerned less with the disparity in rates of stop and search for people from different racial groups than with the fact that the disparity could result in an inappropriate and prejudicial public perception that there are greater levels of criminality among black communities.

GrIP has previously sought to address this issue, directly, with Greenwich Borough Command. The explanation for the disparity provided by the MPS is that there is a correlation between rates of stop and search under s1 and the geographic locations with the highest recorded crime rates in the borough, which happen to be the areas with the highest proportion of BME populations. This explanation has since also been provided by a representative of the borough's Stop and Search Monitoring Group to a meeting of chairs of Safer Neighbourhood Panels. However, MPS has been unable to provide responses to the following requests for clarification:

a. What proportion of the recorded crimes in these specific geographic areas were recorded as a direct result of a stop and search?

b. To what extent does the racial profile of those stopped and searched by the police reflect the racial profile of perpetrators of crime reported by the public?

c. What is the racial distribution among individuals who are stopped and searched and for whom there is effective finding of illegal objects?

d. What is the racial distribution among individuals who are stopped and searched and for whom there is effective confirmation of grounds for suspicion?

e. Where further action is carried out, what is the racial distribution of individuals facing further action for public order offences, rather than for the expressed reason for the stop and search?

The latter (further action on the grounds of public order offences) has become significant for young members of black communities, due to the increasing number of stop and searches carried out under s60 notices. A recent example of this can be found in the police response to a party in Bexley borough, attended predominantly by black young people, including a significant number from Greenwich. The police report of the incident indicates that they believed the party was attended by members of rival gangs and that there was a risk of violence, using weapons. At the end of the party, those attending report that they were prevented from leaving the area by the police, made to line up and were all searched. No weapons were found as a result of this exercise, but four individuals were charged with public order offences. The accounts that GrIP received indicate that the four individuals were objecting to the treatment by the police and that it was the manner of their objections that resulted in their arrest and charge.

As well as the tactical use of stop and search, GrIP is conscious of the risk of disproportionate representation of certain communities in strategic policing initiatives, specifically the Gangs Matrix project and the Prevent[6] programme. The findings of StopWatch (Shiner et al., 2018) highlighted not just the greater propensity to register

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5   Section 1 is the part of the legislation granting the police the power to stop and search an individual where they have reasonable grounds for suspecting that they are carrying drugs, a weapon, stolen property or something that could be used to commit a crime. Section 60, in contrast, allows police officers to carry out stop and search without the 'reasonable grounds for suspicion' outlined above. Police officers can use their powers under Section 60 when authorized to do so by an officer of the rank of inspector. Such permission must be granted by the inspector in light of special circumstances in any given police area and only for 24 hours, subject to potential extension (Liberty, 2019).

6   Prevent is a national counter-terrorism strategy carried out by central and local government, aimed at stopping people from being drawn into or supporting terrorism. To read more about Greenwich council's approach to Prevent, see Royal Borough of Greenwich (2019b).

black youth on the Gangs Matrix, but also the tendency to register black youth even when they do not meet the criteria for registration. The report found that black victims of crime who had never previously presented as being at risk of committing crime had been registered on the Matrix on the basis that a victim of crime might seek to retaliate or find protection within a gang. Similar analyses do not appear to be applied to young white or Asian victims of crime.

Similarly, community members spoke of their concerns regarding the higher proportion of young people from African and Asian communities being referred for Prevent inquiries. The potential for intrinsic bias, prejudice and cultural insensitivity to influence decisions was highlighted, while the lack of accountability to the communities affected was seen as undermining the concept of 'policing with consent'. While recent indications suggest that there is a shift in the local authority's approach to Prevent, evidenced by an increasing focus on the actions of nationalist and white supremacist groups, communities do not express any sense of reassurance that this shift is conducted with the same degree of intrusiveness as that perceived when addressing, specifically, 'Islamic extremism'.

Community members drew an intrinsic link between the treatment of communities by the police under these programmes and through stop and search on the one hand, and the Government's 'hostile environment' initiatives on the other (Woolwich and Plumstead were areas targeted by the Government's 'Go Home' messaging).

3. Education

Education is an important space for tackling racial inequality in the UK, both as a potential mechanism of social mobility and as a vehicle of social and cultural integration. Although in London some progress has been made in closing gaps in educational attainment, the persistence of racial stereotyping, racist bullying, ethno-centric curricula and high levels of school exclusion remain entrenched features of our school system (Alexander et al., 2015; Runnymede Trust and NASUWT, 2017; Marsh and Mohdin, 2018).

Previous Scorecards have focused on Key Stage 2 (KS2) and GCSE (KS4) results to provide a basis for examining equality within the education system. For this report, we have added two more indicators – the proportion of pupils claiming free school meals (FSM) and the proportion of pupils temporarily excluded from school, by ethnicity.

Research has highlighted the links between FSM eligibility and lower educational attainment in school (Ilie et al., 2017; Taylor, 2017). And because of broader socioeconomic inequalities, BME children are more likely to claim free school meals than their white counterparts in the UK, as their parents are more likely to be on low incomes (Department for Education, 2018b; Department for Work and Pensions, 2018).

Additionally, particular groups of children continue to be disproportionately excluded from UK schools: specifically, Gypsy Roma, Travellers of Irish Heritage and Black Caribbean young people (Department for Education, 2018c, 2018d).

Attainment, FSM and school exclusion figures can fluctuate, particularly if based on relatively small groups, so we have used data from two to three years in order to identify persistent patterns.

Attainment

In terms of overall attainment, in 2016/17 there was a 61% gap between the ethnic group in the UK with highest proportion of pupils meeting the expected standard at KS2 (Chinese pupils) and the group with lowest proportion of pupils meeting this standard (Gypsy Roma pupils). This gap remains as high as 44.6% at KS4 (Department for Education, 2018c, 2018d). While KS2 assessment reflects the learning outcomes of children within primary school, GCSE results are indicative not only of the outcomes of secondary school education but also of future learning and employment prospects. Across all ethnic groups, it is also relevant to note that girls were systematically more likely to achieve both the expected and higher standards (Department for Education, 2018c, 2018d).

Significant changes were made to attainment assessment and accountability in 2016, and therefore we have prepared two figures to indicate attainment for each level, Key Stage 2 and Key Stage 4. Figures 6.1 and 7.1 indicate attainment up until 2015 based on the old marking system, which can be used for consistency and comparability with other Scorecards. Figures 6.2 and 7.2 indicate attainment based on the new marking system and cover the period 2016/17, to show the most recent trends.

Runnymede Trust interpretation

Greenwich pupils perform generally better than the national average, and the borough is in line with London's good attainment performances (London was highest-performing region of England in 2016). Based on Figures 6.1, 6.2, 7.1 and 7.2, we can also say that there are relatively smaller ethnic inequalities in school attainment in Greenwich compared with other London boroughs (Elahi and Khan, 2016).

At Key Stage 2, Greenwich pupils tend to perform better than the national average, and better than the average for each of their ethnic groups. While inequality in attainment at KS2 between various ethnic groups is low compared with London figures, the important exception is Gypsy Roma and Traveller pupils, who are by far the

Key Stage 2

Figure 6.1. Indicator 4 – Key Stage 2 attainment in Greenwich, 2013–15

PUPILS ACHIEVING LEVEL 4 OR ABOVE

— GENERAL NATIONAL AVERAGE, 2015   ○ NATIONAL AVERAGE BY ETHNICITY, 2015
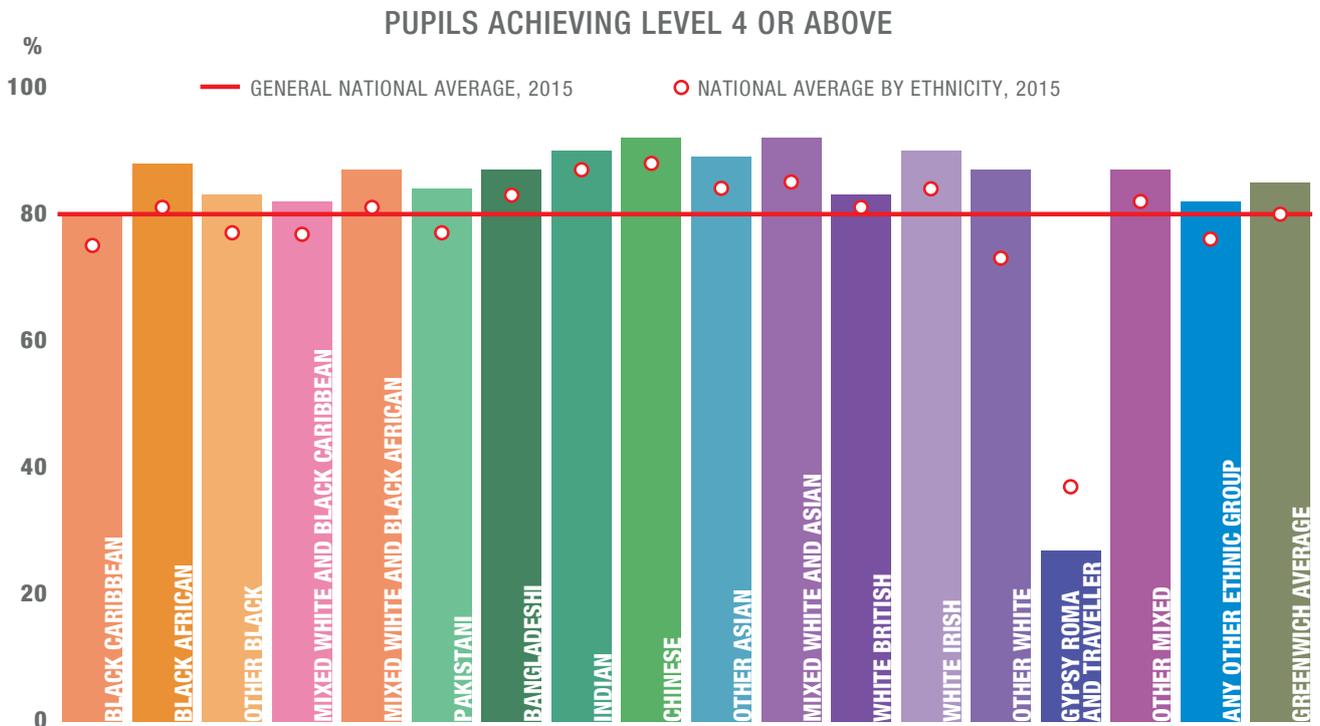
Figure 6.2. Indicator 4 – Key Stage 2 attainment in Greenwich, 2016/17

PUPILS ACHIEVING EXPECTED STANDARD OR ABOVE

— GENERAL NATIONAL AVERAGE, 2017   ○ NATIONAL AVERAGE BY ETHNICITY, 2016/17
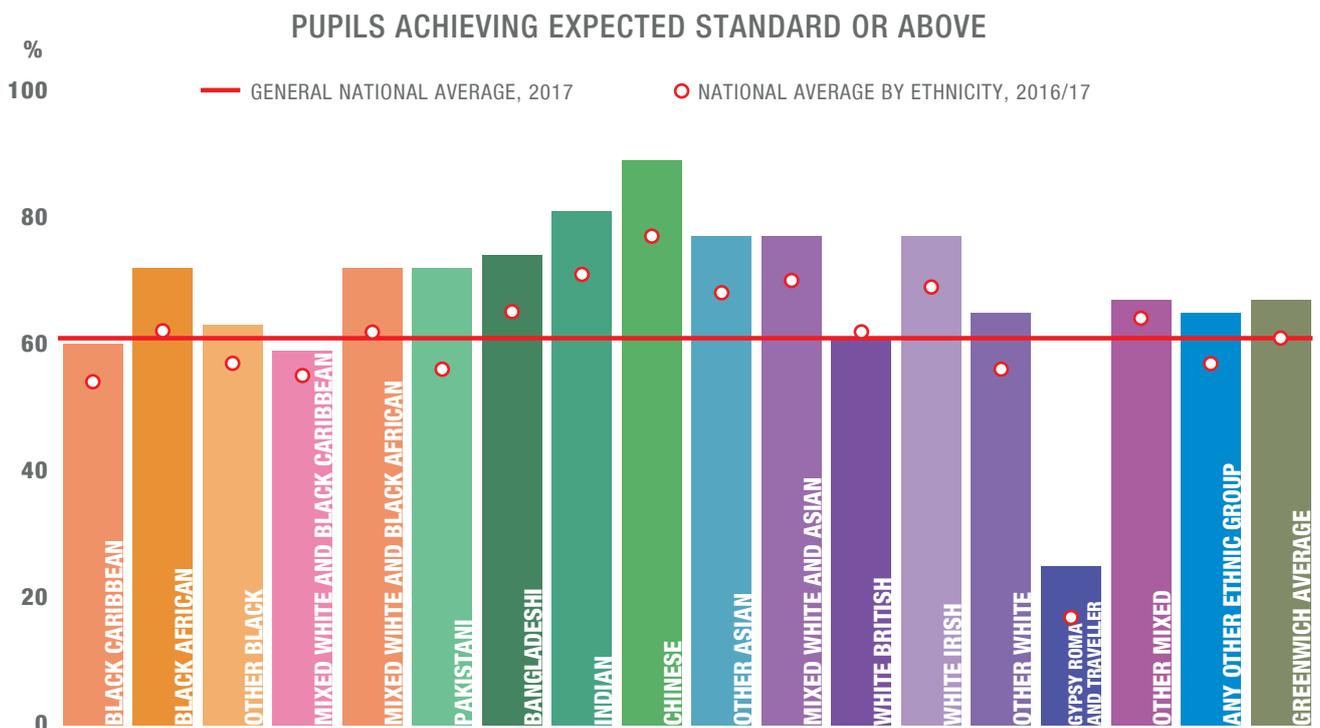
Key Stage 4

Figure 7.1. Indicator 5 – GCSE (Key Stage 4) attainment in Greenwich, 2012–15

PUPILS ACHIEVING 5 OR MORE A*–C GRADES (INCLUDING ENGLISH AND MATHS)
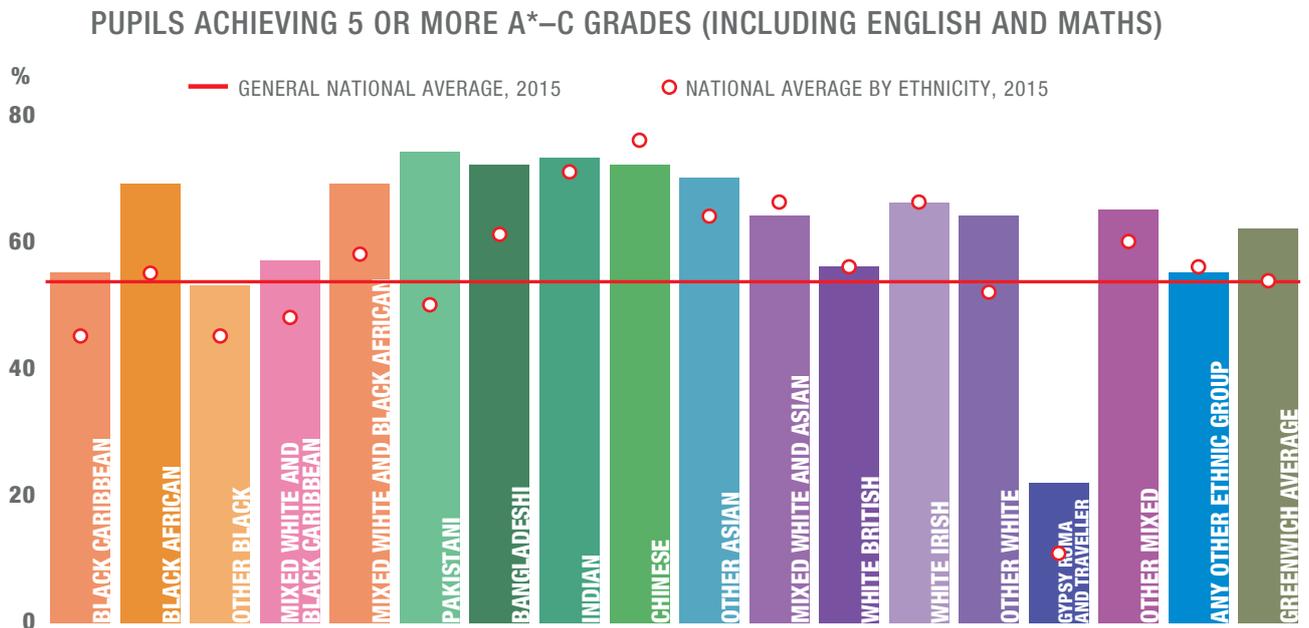
Figure 7.2. Indicator 5 – GCSE (Key Stage 4) attainment in Greenwich, 2016/17
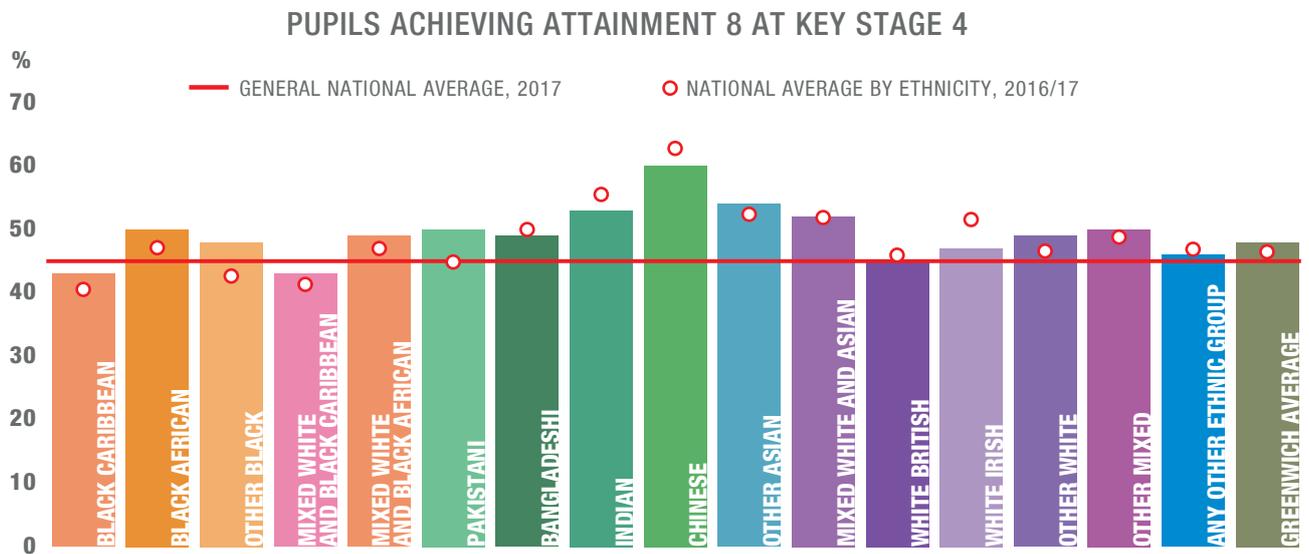
PUPILS ACHIEVING ATTAINMENT 8 AT KEY STAGE 4

Source: Greenwich council, 2018 (information provided privately); Department for Education 2018c, 2018d

least likely to achieve the expected standard. There needs to be caution about these results as they are based on small samples, but the observed gaps in attainment are consistent with national trends, suggesting that there is a salient pattern of educational disadvantage for Gypsy Roma and Traveller pupils, in Greenwich as well as in the UK at large.

On the other hand, the pupils who were most likely to achieve Level 4 or above at KS2 were Chinese and Mixed White and Asian, up until 2015. The pupils least likely to achieve Level 4 or above were Black Caribbean, but the gap between these groups was relatively small: 12 percentage points over the period 2013–15. After 2016, however, Figure 6.2 shows wider gaps between ethnic groups. For instance, the gap between Chinese and Black Caribbean pupils increased from 12 to 39 percentage points. This could suggest either an increase in ethnic

inequality or possibly that the new marking system has made pre-existing gaps more visible than the previous system did. After 2016, there are also fewer ethnic groups outperforming the national average in Greenwich, with White British, Black Caribbean, and Mixed White and Black Caribbean children falling slightly below the average national cohort in terms of attainment.

On the other hand, Chinese and Indian pupils have significantly outperformed other ethnic groups in Greenwich since 2016, as well as their own ethnic group nationally, with over 80% of pupils locally from these groups achieving the expected standard or above.

At Key Stage 4, the attainment gaps were generally wider than they appear to be at KS2, suggesting that ethnic inequality in attainment intensifies rather than decreases throughout the school system. It appears, for instance, that Pakistani KS4 pupils were about 1.4 times more likely to achieve five or more A*–C grades than pupils from the Black Other group, from 2012 to 2015, whereas they were about as likely to achieve Level 4 or above in KS2 for the same period. Apart from Black African pupils, who significantly outperform the national average in Greenwich, pupils from other Black backgrounds, from the Mixed White and Black Caribbean, White British and Gypsy Roma and Traveller groups and from 'Other' ethnic groups were least likely to achieve five or more good grades in 2012–15.

Again, there was a disproportionately low level of attainment for Gypsy Roma and Traveller pupils, of whom only one in five achieved five or more A*–C grades. Urgent attention is thus needed to understand and tackle this educational disadvantage as part of schools' mission to provide education, training and care for everyone regardless of their background.

After 2016, although Greenwich's KS4 pupils still outperform the national cohort, significant differences remain between different ethnic groups. While Chinese pupils were the most likely to achieve Attainment 8, followed closely by other Asian groups, proportionally fewer Black Caribbean, Mixed White and Black Caribbean and White British pupils did so. Information about the Gypsy Roma and Traveller group could not be included in Figure 7.2 because of data protection requirements,[7] but the evidence provided by Greenwich Council suggests that the general picture is the same for this group as in the earlier period.

Free school meals

The tables and figures in this section outline the proportion of all Greenwich pupils who are eligible for and claiming FSM. Research has highlighted that FSM eligibility is associated with lower educational attainment and socioeconomic disadvantage (Ilie et al., 2017; Taylor, 2017). To be eligible for FSM in Greenwich, a child must have parents receiving benefits such as income support, income-based Jobseeker's Allowance, income-related employment and support allowance, or support under the Immigration and Asylum Act 1999.[8]

In Table 1, all numbers in red indicate a higher proportion of FSM claimants than the borough average, for any given year and ethnic group.

Runnymede Trust interpretation

Greenwich's proportion of the total school roll eligible for and claiming FSM in 2018 (16%) was generally in line with London trends (15.4%).

What stands out is the very large disparities between different ethnic groups. In particular, there is an extremely high proportion of free school meal claimants among pupils in the Traveller Irish Heritage group, who are over 13 times more likely to be on FSM than White European or Indian pupils, for instance. There is also a proportion of free school meal claimants among White British pupils that is significantly higher than national levels for this group. Such patterns could indicate that White British and Irish Traveller pupils in Greenwich are more likely to be socioeconomically disadvantaged compared with pupils from these groups elsewhere in the UK.

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7   The samples are too small to protect individuals' right to data protection and anonymity under the General Data Protection Regulation.
8   For full information on eligibility criteria for FSM in Greenwich, see: http://familiesinformation.royalgreenwich.gov.uk/kb5/greenwich/fsd/service.page?id=zLJM351u_Zg.
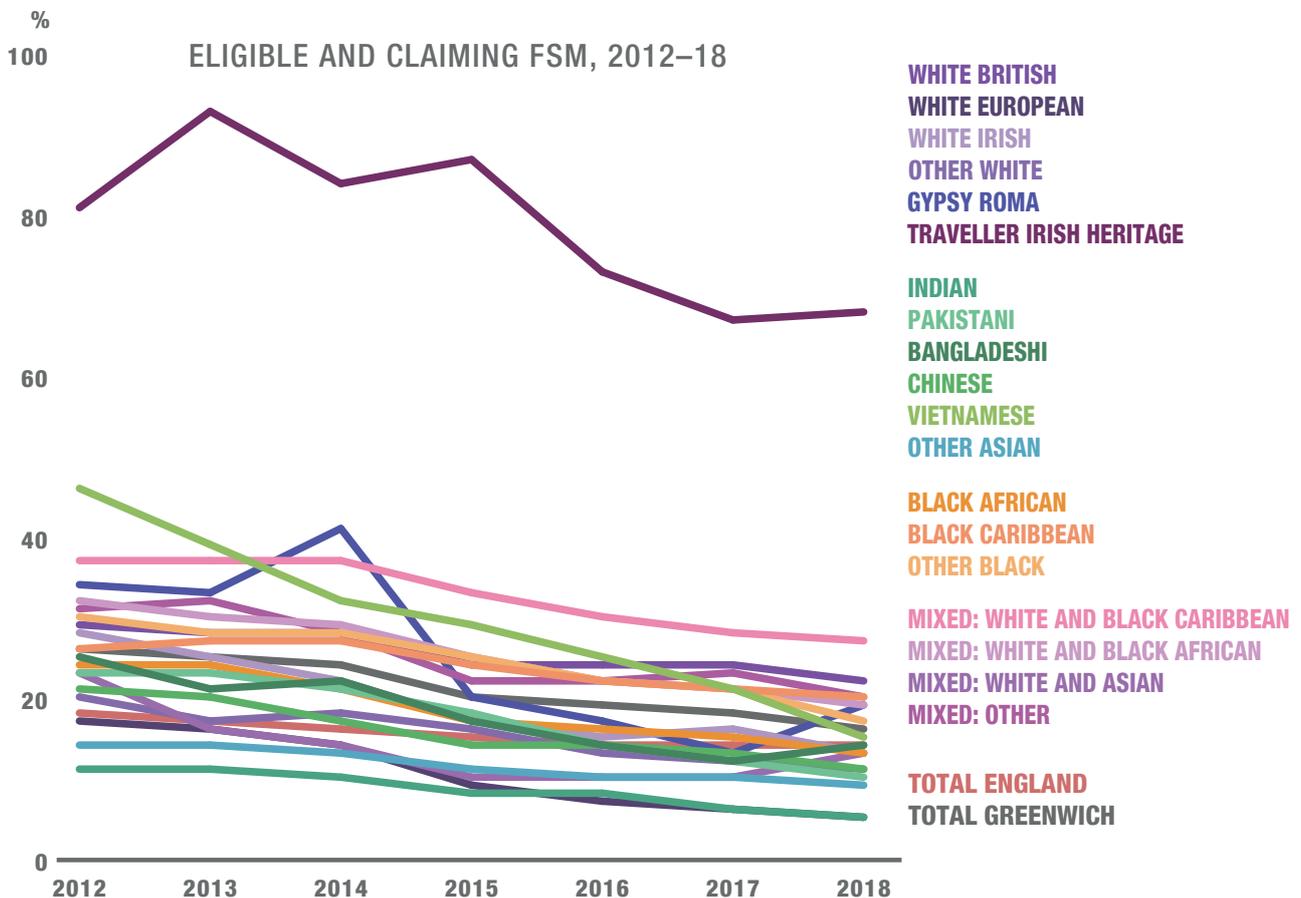
Table 1. Indicator 6 – % of total school roll in Greenwich eligible for and claiming FSM, 2012–18

	2012	2013	2014	2015	2016	2017	2018
Asian: Bangladeshi	25%	21%	22%	17%	14%	12%	14%
Asian: Indian	11%	11%	10%	8%	8%	6%	5%
Asian: Pakistani	23%	23%	21%	18%	14%	12%	10%
Asian: Chinese	21%	20%	17%	14%	14%	13%	11%
Asian: Vietnamese	46%	39%	32%	29%	25%	21%	15%
Asian: Other	14%	14%	13%	11%	10%	10%	9%
Black: African*	24%	24%	21%	17%	16%	15%	13%
Black: Caribbean	26%	27%	27%	24%	22%	21%	20%
Black: Other	30%	28%	28%	25%	22%	21%	17%
Mixed: White and Asian	23%	16%	14%	10%	10%	10%	13%
Mixed: White and Black African	32%	30%	29%	25%	22%	21%	19%
Mixed: White and Black Caribbean	37%	37%	37%	33%	30%	28%	27%
Mixed: Other	31%	32%	28%	22%	22%	23%	20%
White: British	29%	28%	28%	24%	24%	24%	22%
White: European	17%	16%	14%	9%	7%	6%	5%
White: Irish	28%	25%	22%	17%	15%	16%	13%
White: Traveller Irish Heritage	81%	93%	84%	87%	73%	67%	68%
White: Gypsy Roma	34%	33%	41%	20%	17%	13%	19%
White: Other	20%	17%	18%	16%	13%	12%	11%
Total Greenwich	26%	25%	24%	20%	19%	18%	16%
Total England	18%	17%	16%	15%	14%	14%	14%

Note: * We use the census category Black African here, but it is important to note that the proportion of pupils claiming FSM was on average over twice as high for Black Somali pupils as it was for other Black African groups. This suggests that Black Somali pupils experience the greatest levels of socioeconomic disadvantage among the borough's Black African community.

Source: Greenwich council, 2018 (information provided privately); Department for Education, 2018a

Figure 8. Indicator 6 – % of total school roll in Greenwich eligible for and claiming FSM, 2012–18

ELIGIBLE AND CLAIMING FSM, 2012–18

WHITE BRITISH
WHITE EUROPEAN
WHITE IRISH
OTHER WHITE
GYPSY ROMA
TRAVELLER IRISH HERITAGE

INDIAN
PAKISTANI
BANGLADESHI
CHINESE
VIETNAMESE
OTHER ASIAN

BLACK AFRICAN
BLACK CARIBBEAN
OTHER BLACK

MIXED: WHITE AND BLACK CARIBBEAN
MIXED: WHITE AND BLACK AFRICAN
MIXED: WHITE AND ASIAN
MIXED: OTHER

TOTAL ENGLAND
TOTAL GREENWICH

Source: Greenwich Council, 2018 (information provided privately)

Other groups which have high proportions of FSM claimants from 2012 to 2018 are Vietnamese, Black Caribbean, Black Other, Mixed White and Black Caribbean, Mixed White and Black African, Mixed Other and Gypsy Roma pupils.[9]

If we take high proportions of FSM claimants as a sign of socioeconomic disadvantage, they can partly explain why the Gypsy Roma, Traveller Irish Heritage, White British, Black Caribbean, Black Other and White and Black Caribbean groups perform less well in school than other ethnic groups at KS2 and KS4. It is indeed well established by research that low educational attainment is closely associated with socioeconomic disadvantage.

We also note a significant and steady drop in FSM claims from 2012 to 2018, broadly in line with national trends. This might be due to the rise in employment, meaning that the children of those who found employment between 2012 and 2018 are no longer eligible for free school meals. Yet accessing employment does not always mean that parents' need for FSM decreases, given the rise in zero-hour contracts and in-work poverty (Royston et al., 2012). In the UK, two-thirds of children in poverty live in a working family (Joseph Rowntree Foundation, 2018).

The low level of FSM claims in Greenwich (16%) and the ongoing decrease in this rate is thus a source of concern, given the fact that child poverty has been on the rise nationally since 2010 (Equality and Human Rights Commission, 2018) and given that a significant proportion of poor children are simply not captured by free school meal eligibility (Ilie et al., 2017; Taylor, 2017). Once housing costs are taken into account, 60% of Bangladeshi children, 54% of Pakistani children and 47% of black children are living in poverty in the UK (Runnymede Trust, 2018). These proportions are likely to be higher in Greenwich given the fact that it is ranked 78th most deprived area in England, out of a total of 326 (Leeser, 2016). This implies that many children in need are not currently accessing free school meals in Greenwich, and attention is needed to assess why and what can be done about this.

Government proposals to limit access to free school meals through universal credit measures are also likely to further hurt struggling families, including working households. One million children will lose eligibility in the next few years according to the Children's Society (Royston, 2018), and local authorities should anticipate how this will affect their own pupils.

Temporary school exclusions

Certain ethnic groups are over-represented among those experiencing permanent and temporary school exclusions in the UK.

For our analysis we focus on temporary exclusions over a three-year period, as the samples for permanent exclusions are too small to draw statistical conclusions. Temporary exclusions can be decided by head teachers when they assess that a pupil has misbehaved in or outside school, and they can be set for a fixed period of up to 45 school days per academic year.

In Table 2, we highlight in red all the groups who are over-represented among those facing temporary school exclusions.

Runnymede Trust interpretation

Figure 9 shows wide disparities between different ethnic groups' rates of fixed school exclusions. Traveller Irish Heritage pupils were almost three times as likely to face temporary exclusion compared with their White British counterparts, and over four times as likely compared with the Greenwich average. Gypsy Roma pupils also had temporary school exclusion rates above 10%, which is twice the Greenwich average.

Black Caribbean and Mixed White and Black Caribbean pupils also had very high exclusions rates, almost twice as high as the Greenwich average (9.7% and 9.9% respectively). Black Caribbean children were 1.4 times more likely to face temporary exclusions than their White British counterparts.

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[9] It is also relevant to note that although we have used census ethnic categories for our figures, data provided by Greenwich Council indicates a strong heterogeneity among Black African children: Somali children were twice as likely to be on FSM as their Nigerian and Ghanaian counterparts.

Table 2. Indicator 7 – % of temporary exclusions in Greenwich within each ethnic group, 2014–17

	% of total pupils	% of total temporary school exclusions
Black Caribbean	3.2 %	6.3 %
Black African	25.2 %	20.2 %
Black Other	3.3 %	5.8 %
Mixed White and Black Caribbean	2.5 %	4.9 %
Mixed White and Black African	1.9 %	2.1 %
Asian Pakistani	1.4 %	0.5 %
Asian Bangladeshi	0.9 %	0.2 %
Asian Indian	2.1 %	0.3 %
Asian Chinese	1.3 %	0.1 %
Asian Other	5.5 %	1.2 %
Mixed White and Asian	1.1 %	0.5 %
White British	31.9%	44.8 %
White Irish	0.4 %	0.7 %
White Other	9.7 %	1.2 %
Gypsy Roma and Irish Traveller	0.3 %	0.8 %
Mixed Other	4.7 %	5.3 %
Any other ethnic group	2.6 %	1.4 %

Source: Greenwich Council, 2018 (information provided privately)

Figure 9. Indicator 7 – % of temporary exclusions in Greenwich within each ethnic group, 2014–17
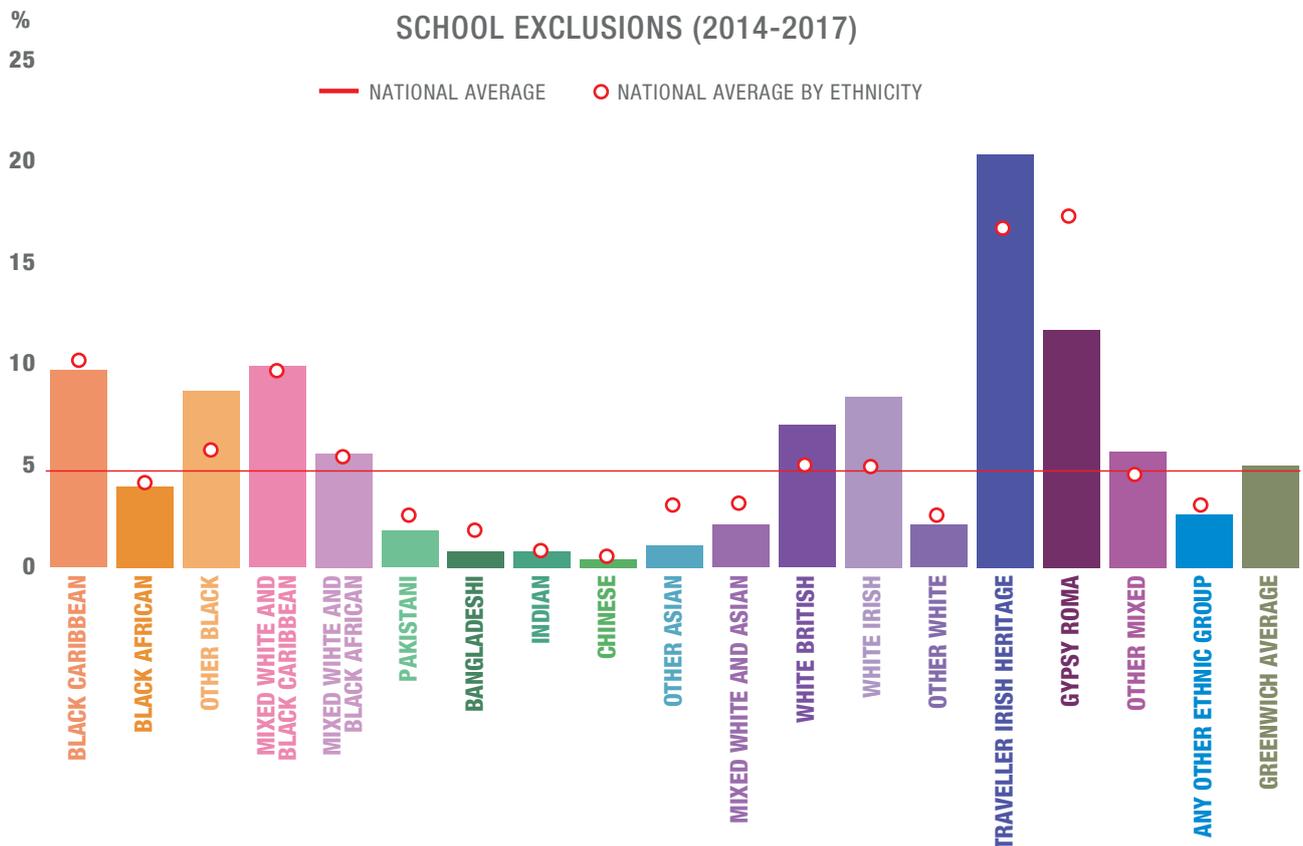
Source: Greenwich Council, 2018 (information provided privately)

Other groups disproportionately excluded from school compared with the Greenwich average were Black Other, Mixed White and Black African, Mixed Other, White British and White Irish. The groups least likely to be temporarily excluded from schools were all Asian groups and White Other pupils.

Table 2 adds precision by providing the ethnic breakdown of the total amount of school exclusions, compared with the ethnic breakdown of the general pupil population. This shows, for instance, that Black Caribbean and Mixed White and Black Caribbean children are twice as numerous among those facing temporary school exclusion compared with their proportion among the school population. Such strong ethnic disparities in regard to temporary school exclusions are fairly closely aligned with national trends (see the red dots on Figure 9), with the exception that White British, White Irish, Traveller Irish Heritage and Black Other pupils are significantly more likely to be excluded from school in Greenwich than their counterparts elsewhere in England.

Ongoing attention to such disparities and to understanding their structural cause is needed to effectively tackle them. Academic research has highlighted the influence of institutional racism and stereotyping in shaping school exclusion outcomes in the UK (Carlile, 2010). Gender, socioeconomic disadvantage and special educational needs (SEN) have also been raised as critical factors driving school exclusions (Education Policy Institute, 2017). Such factors intersect with each other in shaping outcomes.

In England, for instance, a Black Caribbean boy eligible for free school meals who also has special educational needs is 168 times more likely to be permanently excluded than a White British girl without SEN and not eligible for FSM (Office of the Children's Commissioner, 2011, in Crenna-Jennings, 2017). This needs to remain an area of critical awareness at the local level, as schools are best placed to assess and address such disparities when they arise.

Response from the Royal Borough of Greenwich and local public sector partners

Education is key to ensuring that all our children have the best possible start in life and for laying the foundations for the future of our Borough.

We welcome the positive findings of this report on KS2 and KS4 performance and the relatively small inequality gap of school attainment. The majority of the Royal Borough's schools are already 'Good' or 'Outstanding' and our Early Years and Key Stage 1 & 2 education rank among the best in the country. We recognise that not all our pupils are meeting the national average and have started detailed analysis to understand and address the gaps in attainment. We will continue this work using the contents of this report to further raise awareness with the wider partnership, who will be instrumental in addressing the gaps in attainment. It is also important to note that progress 8 is not included in this report and may provide additional information about the progress a pupil has made from primary school to secondary school. We are continually striving for all of our pupils, regardless of race, to attain the best possible results. The findings from this report and the additional analysis already undertaken will inform the priority areas for the next academic year.

Fixed Term Exclusions within the Borough follow the national trends, with some groups being over-representative for the population. We have started detailed work with schools to reduce Fixed Term Exclusion and again we will use the contents of the report to drive a continued reduction.

It is important for our pupils to remain in school and gain the qualifications to have the best possible start in life. We recognise that we need to have a better understanding of barriers that our young people may face, to inform the priority areas to help them stay in school. We will continue working with our partner organisations for a holistic approach to ensure all our pupils, especially those from BME backgrounds, do not miss out on learning.

Response from the Greenwich Inclusion Project (GrIP)

While we welcome the analysis of GCSE results, we note that there continues to be a lack of assessment of:

- access to further education, i.e. vocational versus academic courses,

- attainment at A-level, and,

- higher education results.

We would encourage the council to undertake these analyses as part of preparation for any action plan that emerges from the Scorecard. We are especially concerned about higher education outcomes, given national indications of higher rates of drop-out among students from particular racial minority backgrounds and their lower likelihood of graduating with a first or 2:1 classification.

That the proportion of people from minority communities achieving or exceeding the expected standards is greater in Greenwich than in the rest of the UK did not come as a surprise for the majority of community members we spoke to. However, the community responses pointed to two aspects that may not be apparent within the figures. On the one hand, community members identified the extent of community-based support for pupils, organized and delivered by people within those communities. Such supplementary education providers have identified that changes in local authority funding have meant that they are increasingly relying on parental financial contributions to be able to keep functioning.

On the other hand, respondents from first-generation African migrant communities also highlighted the greater rates of achievement of higher-level qualifications among parents in those communities, and the effect this will have in terms of higher expectations for their children. There was also some concern expressed regarding the extent to which better statutory education outcomes for minority community pupils is transferred into places at Russell Group universities. While the figures are not immediately available locally, there is a view that a higher proportion of white higher education students from Greenwich are attending/have attended Russell Group universities, with students from minority communities, especially Black Caribbean communities, more likely to be attending 'new wave' universities. We know that, nationally, while black people make up 8% of university students, they make up only 4% of students at Russell Group universities (BBC, 2018).

However, longer-standing black communities, especially those of Black Caribbean origin (including those of mixed racial origin with one Black Caribbean parent) point to long-standing grievances in relation to the delivery of education – including greater representation in exclusion proceedings (especially repetitive fixed-term exclusions) and 'managed move' proceedings. While it was recognized that a managed move is preferable to a permanent exclusion, parents commented that they feel that managed moves take away schools' responsibility to justify their actions. Parents that GrIP has supported in recent years have suggested that pupils from minority communities – especially, but not exclusively, Black Caribbean and mixed-race backgrounds – feel that the impact on pupils of the transition between establishments is not recognized. Additional concerns exist regarding the view that SEND among minority communities is dealt with as a disciplinary matter, resulting in exclusion or managed moves, while White British pupils with SEND receive educational support and therapeutic interventions. Of especial concern is the stage at which pupils are subjected to permanent exclusion or managed moves – with parents identifying a disproportionate number of such proceedings occurring at the end of year 10 or early in year 11 for pupils from Black Caribbean and mixed-race backgrounds, referring to the impact that such proceedings have on GCSE performance within a year of the move/exclusion.

Members of migrant communities disputed the proposal that there is an absolutely direct correlation between receipt of free school meals and socioeconomic disadvantage. GrIP has previously highlighted this in a response to the council's proposed Social Mobility Strategy, pointing out that:

> *these figures may disguise an additional disadvantage for children in migrant families where, due to Government restrictions on entitlement, there may not be eligibility for free school meals and, therefore, the reduced socio-economic status of migrant families may not be represented in the comparative figures of those pupils receiving free school meals. In addition, particularly wide disparities in household income fall under the 'non-FSM' label amongst White British pupils whereas 'non-FSM' racial minority pupils will more often come from relatively lower income families. This is because the 'non-FSM group' extends from many families earning just above the Income Support threshold to those earning in the top 10 per cent of incomes, and there are proportionally fewer families in the highest income brackets amongst racial minority groups.*

It is also worth noting that while 16% of children in Greenwich are eligible for free school meals, over twice as many are living in poverty (33.5%). As the Scorecard highlights, nearly half (47%) of Black children, 54% of Pakistani children and 60% of Bangladeshi children live in poverty, and all these groups are more likely to live in London (and in Greenwich) than the national average.

GrIP has also previously expressed concern regarding the absence of teaching and school management staff from minority communities. Workforce data held by the council indicates that, for those schools utilizing the Royal Borough of Greenwich's payroll services, 78% of the schools workforce is from white communities, with the figure rising to 95% of headteachers. In early 2019, in order to obtain a comprehensive analysis of workforce distribution, GrIP contacted every school in the borough to request workforce data but encountered significant resistance among schools to providing the information requested. At the same time, GrIP also reviewed each school's webpage for evidence of compliance with the responsibility of school management to publish an equality plan. Significantly, only a small minority of schools had specific plans available on their webpage, and none identified a specific and measurable race equality objective.

Besides, there is a possibility that the indications of better performance among people from most minority communities as compared with the performance of White British pupils may alter significantly in the next few years, because of two changes in national policy:

a. The requirement for OFSTED to give greater attention to the evidence of destination of all registered pupils at a school, which could have the effect of including the educational outcome of pupils who have been 'off-rolled' within the attainment figures for secondary schools.

b. Changes to GCSE assessments, with greater emphasis on final exams, emphasizing academic subjects, and higher science requirements – with a corresponding reduced emphasis on vocational courses.

Parents of Black Caribbean pupils, including pupils of mixed Caribbean/White parentage, comment on the perception that their children are 'encouraged' to take vocational courses at GCSE. If this has been the case for significant numbers of pupils, it is possible that, as described in the Scorecard, the existing differential in attainment will increase as real inequalities in opportunities between different racial groups become exposed. The additional impact of including the attainment of any pupils who may have been off-rolled may further expose that certain inequalities of attainment between different racial groups had, in reality, been disguised by previous measures.

4. Employment

The indicator we have used to measure unemployment in Greenwich is the claimant count. This provides a broad picture of unemployment levels in the form of numbers of adults claiming Jobseeker's Allowance (JSA) across all communities. Nationally there are significant gaps in levels of unemployment. According to the latest labour market statistics, ethnic minorities remain more likely to be unemployed than the overall population. Over the period April–June 2018, for instance, while the UK unemployment rate was 4%, it was only 3.6% for people from white backgrounds but 6.3% for BME people. There is also significant variation between different BME groups. While the highest rates of unemployment are experienced by black (9%), Pakistani (9%) and Bangladeshi people (10%), the lowest levels of BME unemployment are experienced by Chinese (4%) and Indian people (5%) (Office for National Statistics, 2018c). Women are also less likely to be in employment regardless of their ethnic group.

It should be noted that claimant count only provides a partial picture of BME experiences of employment. Ethnic inequalities in the labour market span different dimensions of employment, including levels of unemployment, pay, unequal patterns of progression up the career ladder for those who are in work, unequal access to secure employment, over-representation in low-skilled occupations, self- and part-time employment, and in-work poverty. All in all, employment itself is insufficient to tackle economic disadvantage, as ethnic minorities also experience a glass ceiling in the labour market and remain over-represented among precarious and lower-paid forms of work (Cabinet Office England, 2018).

To produce our employment indicator, we calculated the proportional claimant count using data from the Nomis website set against yearly GLA Ethnic Group Projections. The claimant count records those claiming unemployment benefit (JSA) who can prove they are actively looking for work. Measuring unemployment accurately is a challenge because not all instances of unemployment are recorded and JSA take-up levels can vary between different ethnic groups. Many unemployed people do not sign up with the Jobcentre and so will not be picked up in the claimant count; therefore, the claimant count is an underestimate of actual unemployment levels. At a local level, however, it is the closest approximation available.

Claimant count

Figure 10. Indicator 8 – % claimant count by ethnic group, Greenwich, 2012–18
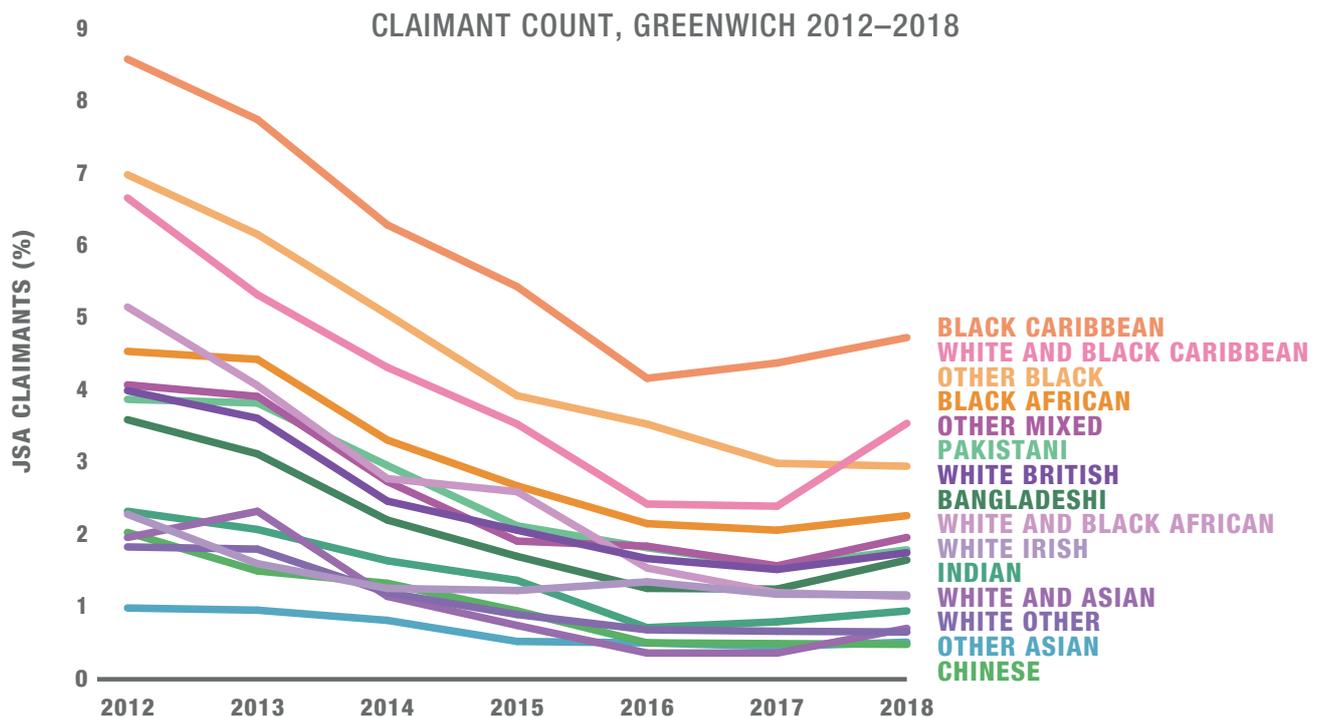
Source: Data downloaded from Nomis official labour market statistics (www.nomisweb.co.uk) and set against GLA population estimates, working-age persons (16–64)

Runnymede Trust interpretation

There has been a significant fall in the JSA claimant count for all ethnic groups in Greenwich: a 51% drop on average between 2012 and 2018. However, some groups have benefited from this decrease more than others: while the proportion of White British claimants dropped by 56%, that of Black Caribbean claimants dropped by only 40% and that of 'Black African' claimants by 42%.

The general decrease in unemployment should not be taken as a direct sign of socioeconomic improvement, as the UK has simultaneously seen an increase in in-work poverty (Joseph Rowntree Foundation, 2018), as well as precarious forms of work such as zero-hour contracts (Partington, 2018), both of which disproportionately affect minority ethnic populations (Trades Union Congress, 2017). Child poverty has also increased over this period (Equality and Human Rights Commission, 2018).

The decline in JSA claimant count could also be due both to an actual rise in employment and to people falling out of the benefit system. Research has highlighted that a significant proportion of people eligible for out-of-work benefit struggle to access it. And although the problem exists for all, it tends to be greater when administrative procedures change, and particularly prominent for people with poor English language skills, mental health problems, learning difficulties or disabilities.

Figure 10 also shows that there are significant racial disparities in levels of unemployment among the Greenwich population. Black Caribbean, Other Black, Mixed White and Black Caribbean and Black African groups had the highest proportional claimant counts in Greenwich over the period covered. And although the gap between all ethnic groups has shrunk, strong disproportionality remains. In 2012, Black Caribbean people were 2.1 times more likely to be JSA claimants compared with White British people. By 2018, they were 2.7 times more likely, which indicates an increase in racial disparity.

Such disparities could be explained by a lack of job competencies, but also by racial discrimination experienced on the labour market. For instance, in the UK at large, 40% of African and 39% of Bangladeshi graduates are over-qualified for their roles (Weekes-Bernard, 2017). Research has also shown that ethnic minorities have to send out 50% more job applications than their white counterparts to get invited to the same number of job interviews, even when they are equally qualified (Zschirnt and Ruedin, 2016). Such patterns of discrimination are preventing BME groups' good educational performance from having a direct impact on their access to the labour market. In Greenwich, Black Caribbean people are more likely to be unemployed than White British people although they have very similar attainment levels at Key Stage 4. Black African children are also more likely to be unemployed than their White British counterparts although they have higher educational levels at Key Stage 4.

Discrimination in access to the labour market thus seems to affect black groups hardest in Greenwich. Indeed, White Irish people and most Asian groups have lower levels of unemployment than their White British counterparts, based on JSA claimant counts – in line with their higher educational attainment at Key Stage 4. It is important, however, not to over-state Asian groups' success in the labour market based on the claimant count, as Bangladeshi and Pakistani people are also the most likely to be in precarious self-employment and low-skilled labour (Cabinet Office England, 2018).

All in all, educational attainment does not have a clear and predictable effect on success in the labour market for BME groups, and more needs to be done to tackle racial discrimination and ongoing inequalities.

Response from the Royal Borough of Greenwich and local public sector partners

Improving the economic prosperity of every individual in our Borough is one of our top priorities.

We are pleased to note that the level of unemployment has decreased overall in the Borough. However, as highlighted, we are aware that BME groups are more likely to experience in-work poverty and insecure employment, face additional barriers in gaining employment and be over-qualified in their jobs.

Our residents have access to services such as Greenwich Local Labour and Business (GLLaB). During the financial year 2017/18, GLLaB provided employment support to over 1,850 new service users. Of these 1,222 were supported into training or employment. Of those customers who completed the equalities monitoring information, 46% were from a BME background.

Services such as GLLaB are well placed to provide greater and tailored support for those from BME groups. We will be using the findings in this report and working with our partners locally to further understand the challenges experienced by BME groups and improve our services further.

Response from the Greenwich Inclusion Project (GrIP)

Community responses in this domain fell into two parts: comments regarding treatment while in receipt of JSA and comments regarding discriminatory access to, and treatment in, work.

Regarding treatment while in receipt of JSA, community members expressed concerns about the perception that claimants from minority communities are subjected to more rigorous demands and expectations by JSA advisors, with a greater likelihood of sanctions. Efforts to obtain local demographic data regarding sanctions have proved fruitless in other parts of the UK, and it is unlikely that Jobcentre Plus (JCP) in Greenwich would be any more forthcoming.

Members of Greenwich's Somali community specifically expressed concern regarding the ineffectiveness of mainstream services designed to support access to employment, describing a mismatch between actual qualifications and skills among Somali JSA claimants and the entry-level support and guidance that is available. The borough's main community-based employment support agencies regularly report that the majority of their clients are from minority communities. However, these reports rarely indicate if different ethnic groups receive equivalent or similar outcomes as a result of the support provided.

One respondent referred to a report that he had recently heard which proposed that graduates from visible minority communities are more likely to be unemployed, or receive lower salaries, than white counterparts who had left education with no more than five GCSEs (unfortunately, he was not able to identify the specific report for reference).

Within work, as described elsewhere, highly qualified people from migrant communities, especially those of African origin, are over-represented in low-skilled, low-paid occupations where they are also at greater risk of contract termination. Borough strategies for improving employment opportunities tend to focus on those who are currently out of work and provide little opportunity for those who are employed below their skill and qualification levels to be able to move out of those situations. GrIP is aware of significant numbers of people, especially women, from African communities who are working in multiple occupations with short-hours contracts, or working to zero-hour contracts. We have not seen any evidence that the White British or European populations of the Borough are as highly represented in similarly precarious positions.

GrIP receives a small but steady trickle of requests from those in work for assistance in workplace discrimination matters. Given that this is not a service that is advertised by the organisation, the fact that we receive any such requests at all suggests that workplace discrimination may be widespread – yet the community-based resources available are not sufficient to provide the required support and advocacy.

Some of the issues reported to GrIP result directly from government policy: we have encountered numerous people whose employment is threatened or terminated due to misadministration of either applications to extend leave to remain in the UK or, more specifically, applications to alter the grounds for remaining in UK. Where these applications are initially refused (occasionally due to difficulties the applicant experienced in managing the bureaucracy appropriately), community members who GrIP has spoken to have reported that they are immediately informed that their employment is at risk. In other cases, community members report that prospective employers are unaware of the legitimacy of the status and documentation presented by prospective employees, and are refusing opportunities for work for fear of severe sanction if they inadvertently breach immigration regulations. A significant number of people from migrant communities have expressed the view that employers are refusing to even consider applications from members of these communities, because

of the additional burden involved in complying with government regulations on the employment of migrants. Whether this perception is correct or not, the impact can be seen in a sense of fatality and resignation, with some respondents reporting a reluctance to engage with standard recruitment activities. In the context of the Windrush scandal, caused in part by the documentary requirements of 'hostile environment' immigration policies, it would be unreasonable to rule out these concerns.

Systemic and institutional inequalities in employment can be seen most starkly within the public sector. The absence of people from minority communities among senior staff in the statutory education sector is noted earlier. This same pattern can be seen in all public sector organisations in Greenwich, with no indication of any strategic or systemic plan within any public sector body to redress this imbalance.

An additional consideration when assessing equality of employment should be an associated assessment of household income. Our observation is that a greater proportion of people from minority community households are experiencing 'in-work' poverty when compared with the White British population of the borough. This is exacerbated by higher housing costs for these communities, due to limited right of access to social housing (see section below).

5. Housing

Housing is a key policy area in London, with the capital facing significant challenges when it comes to affordability and quality. Although it is widely agreed that London's low-income families are worst affected, this focus can hide the disproportionate impact of the unmet housing needs of ethnic minority groups. In order to measure housing inequality we look at three indicators: homelessness, home ownership and overcrowding.

Homelessness

For homelessness we look at data published by local authorities on the number of households accepted as being homeless and in priority need. Statutory homelessness is based on those households which meet specific criteria of priority need set out in legislation, and to which a homelessness duty has been accepted by a local authority. Although we expect the total number of homeless people to be higher than statutory homelessness data reveals, it remains an important indicator of housing needs in Greenwich.

Figure 11. Indicator 9 – numbers accepted as homeless and in priority need, Greenwich, 2014–18 (per 10,000)

NUMBERS ACCEPTED AS HOMELESS AND IN PRIORITY NEED
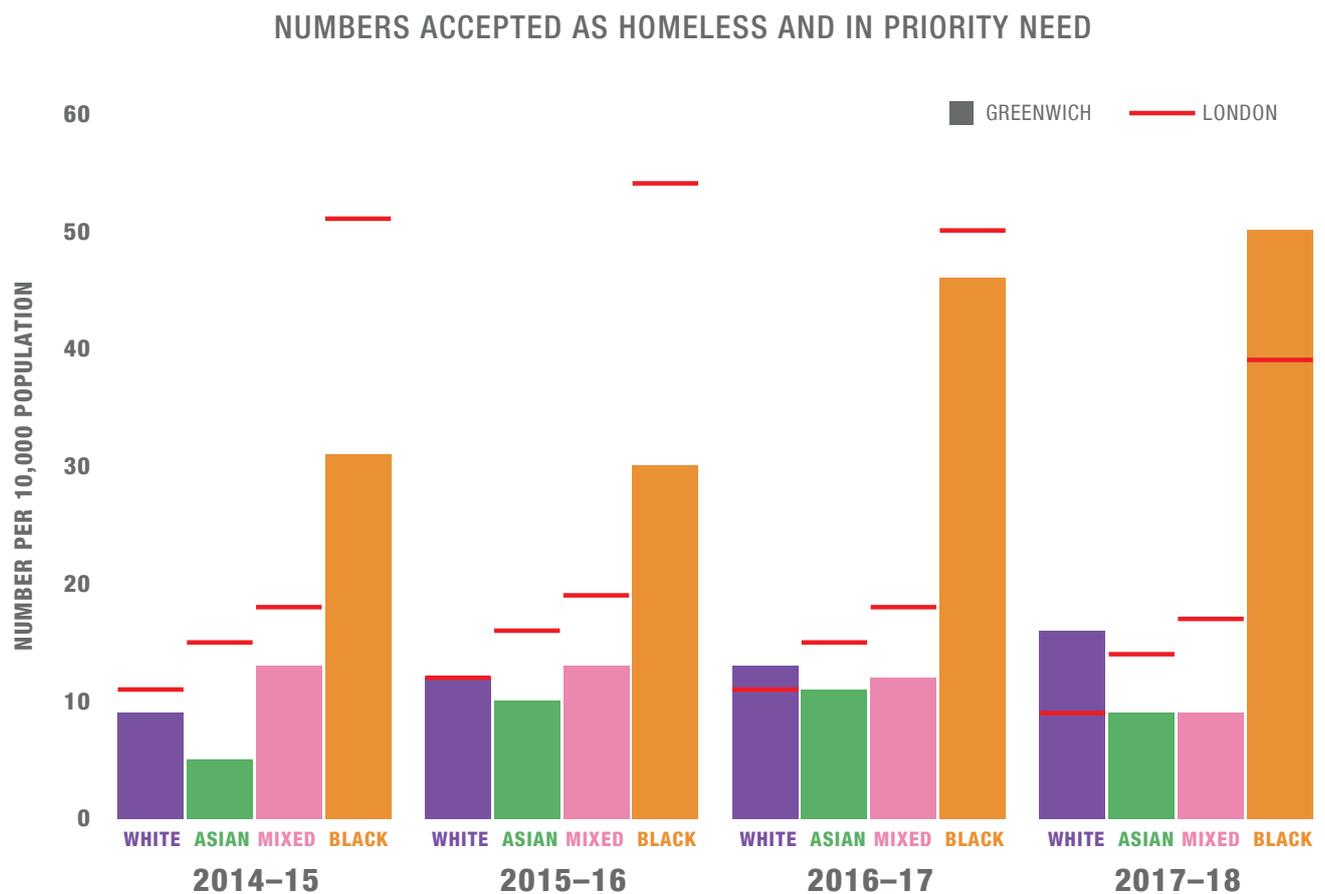
Source: Greater London Authority, 2017; Department for Communities and Local Government, 2018

Figure 12. Indicator 10 – % of people who own (or share ownership of) a property, 2011
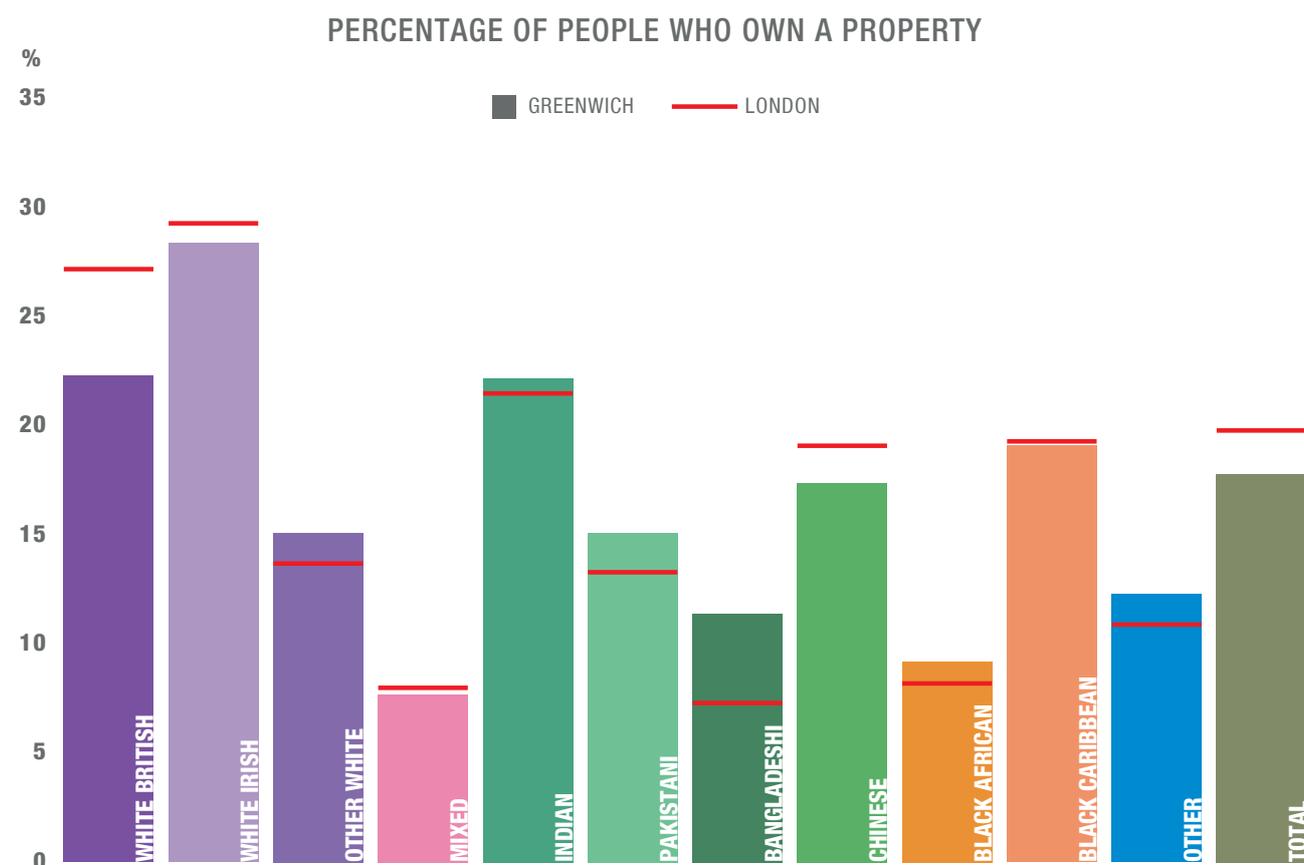
Source: Office for National Statistics, 2011

Home ownership

For home ownership we look at tenure data by ethnicity, which was drawn from the detail of the 2011 census published by the Office for National Statistics (ONS). The number of people whose tenure situation is home ownership has been set against population count by ethnicity. As home ownership has fallen to its lowest level in 30 years, looking at a breakdown by ethnicity also highlights the ongoing disparities between different ethnic groups in terms of home ownership, and the inequalities in wealth and housing security that these disparities indicate.

Overcrowding

Overcrowding is used as a measure to better understand quality of living conditions. Indeed, it is one of the many tangible impacts of what is often termed London's 'housing crisis' and can have a serious impact on health, family relationships and education (Shelter, 2005). In phase one of the Scorecard we were able to use data from the Integrated Household Survey on overcrowding, but unfortunately this data is no longer collected within this survey. Overcrowding data is now only available from the census, which was last carried out in 2011. We have included the data from the last census, although we recognize that housing statistics are very dynamic in London. For this report, local ethnic inequalities in housing are measured as the percentage of households with an occupancy rating of −1 or below[10] in Greenwich.

Runnymede Trust interpretation

Figure 11 shows that there are very strong inequalities in different ethnic groups' likelihood of being homeless or in priority need in Greenwich, which is in line with London trends. Between 2014 and 2018, black people

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[10] An occupancy rating of −1 or below indicates that the household has at least one bedroom too few for the number and composition of people living in the household and is considered overcrowded by the bedroom standard (Office for National Statistics, 2011).

Figure 13. Indicator 11– overcrowding: % of households with an occupancy rating of –1 or below, 2011

PERCENTAGE OF HOUSEHOLDS WITH AN OCCUPANCY RATING -1 OR BELOW IN 2011
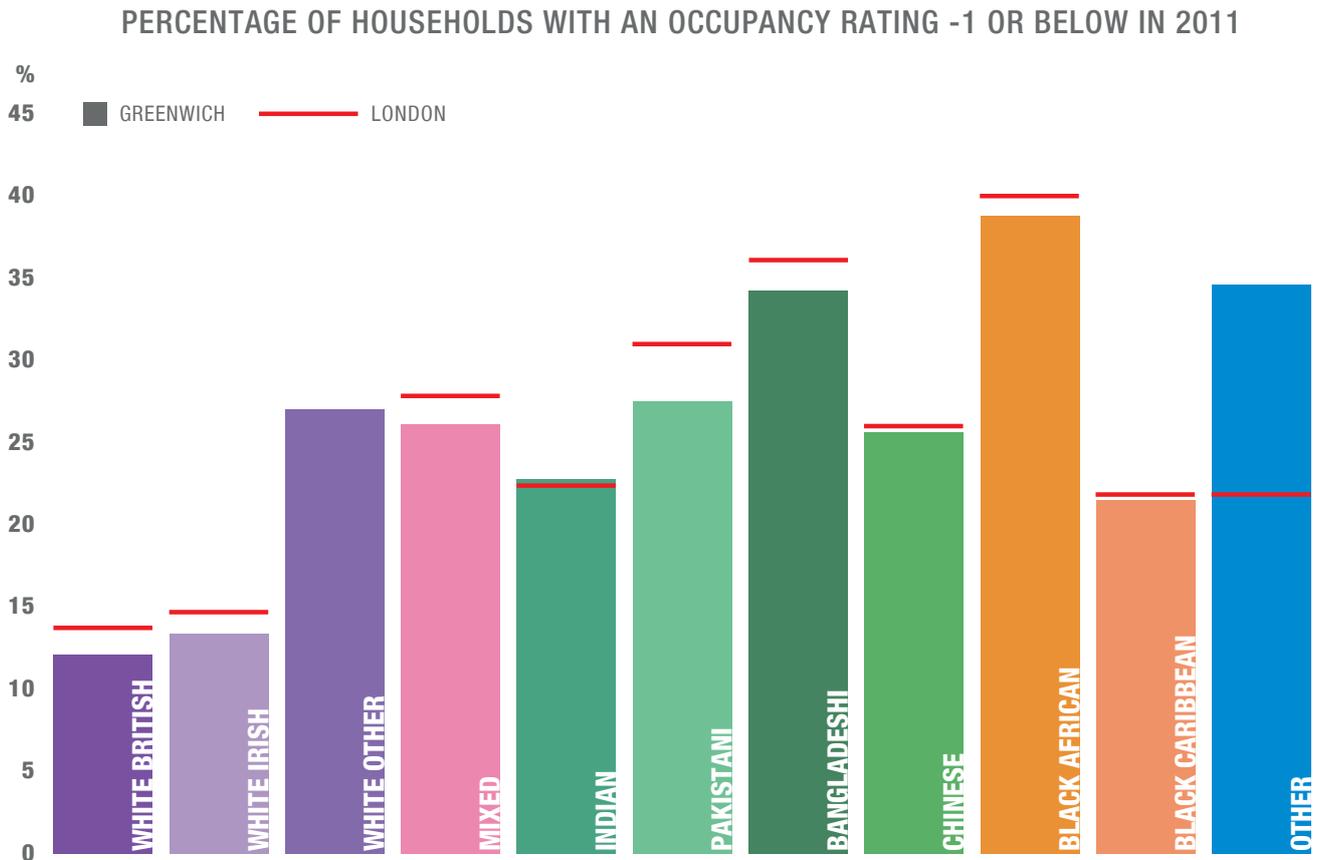
Source: Office for National Statistics, 2011; Elahi and Khan, 2016

were by far the most affected group: on average they were 3.2 times more likely to be homeless than their white counterparts and 4.5 more likely than their Asian counterparts. The Asian group has the lowest levels of statutory homelessness in Greenwich. In addition, homelessness has been rising for black and white groups while it has remained more stable for Asian and mixed groups.

On the other hand, White British people were twice as likely to own a home in 2011 compared with Asian Bangladeshi or Black African people. While about one in five White British people (and more than one in five White Irish people) owned a home in 2011, only about one in ten Asian Bangladeshi or Black African people owned their own home (see Figure 12).

In terms of overcrowding, apart from the ethnic group 'Other', all groups in Greenwich had a lower percentage than the London average of households with an occupancy rating of –1 or below in 2011. However, Figure 13 shows that there are significant disparities, with all ethnic groups experiencing overcrowding at higher levels than the White British group. Black African and Asian Bangladeshi people were respectively 3.2 times and 2.8 times more likely to live in an overcrowded housing than their White British counterparts. Although this data was collected in 2011, the pattern is unlikely to have changed if no specific measures have been taken since then in regard to such disparities by either local or central governments.

All in all, the data suggests that preventive measures are needed to respond to BME groups' greater vulnerability to precarious housing in Greenwich. While black groups seem to be hardest hit by homelessness, and while Asian Bangladeshi and Black African groups are least likely to own their home, all minority ethnic groups experience poorer housing quality based on Indicator 11 (overcrowding) compared with their White British counterparts. This data indicates the urgent need for greater affordable and decent-quality housing provision.

Response from the Royal Borough of Greenwich and local public sector partners

Providing safe and genuinely affordable homes for all of our residents is a key priority of the Royal Borough of Greenwich.

In recent years, we have been facing a number of challenges locally. Greenwich has seen house prices and private rents increase to unaffordable levels. In addition, Right to Buy has depleted our social housing stock at a time when demand has increased. As Runnymede note, our residents – in particular some of our BME communities – are at greater risk of homelessness, overcrowding and insecure private tenancies.

Part of the solution is to increase the overall supply of homes, particularly genuinely affordable homes, in the borough. Greenwich delivered the second highest number of affordable homes in London (40% of all new homes built) over the last reporting period, and has acted quickly following the removal of the borrowing cap to commit to building 750 new council homes in the next four years.

Through our HMO (houses in multiple occupancy) additional licensing scheme, we are supporting the improvement of the private rented sector, including the overcrowding issues specifically highlighted by the Runnymede Trust. In addition, we are exploring other schemes, such as selective licensing schemes, to support renters further.

We do recognise that our Homelessness service is disproportionately used by some BME communities, for all the reasons above. In many ways, this service is the safety net which ensures that those in the highest housing need have access to social rented housing, and its impact is a positive intervention rather than a driver of inequality. We continue to ensure this service is focused on the prevention of homelessness, as well as treating everyone in housing need fairly and with empathy.

Response from the Greenwich Inclusion Project (GrIP)

The figures and analysis provided within the Scorecard for housing tenure and overcrowding are reflected in the responses that GrIP received from those we consulted – with one notable exception, that of the Nepalese community, which experiences significant levels of overcrowding, potentially to the same extent as the Black African population.

However, respondents pointed to the differential right of access to public social housing. While the Royal Borough of Greenwich's HEMs report[11] indicates that more than 50% of council tenants are from BME communities, this figure is undifferentiated for the different minority communities. People from Black African migrant communities point to the inequity of the current housing policy, which limits access to social housing to those who have lived in the borough for at least five years. This, coupled with the impact of relatively low household income, forces people from those communities into the more expensive private rented sector, where, in general, there is less certainty about the condition and quality of properties and less security of tenure. Private sector rents in Greenwich have increased at a greater rate than those of the social sector.

One unconsidered impact for families that are registered homeless is the requirement for temporary emergency accommodation. Such accommodation, while brokered by the council, can be at any location, often placing a strain on family support (i.e. access to education, health services and community networks) when the accommodation is not actually within Greenwich. The circumstance of obtaining emergency accommodation is in itself traumatic, with families unaware of what accommodation may be made available until the actual day that they become homeless.

This condition is worse for families where adults have the right to remain in the UK without the right to recourse to public funds, and worse again for couples or adults without child dependants. GrIP is unaware if the numbers of people living in the borough without the right to recourse to public funds is recorded, although we acknowledge that some limited support is available from the council's specialist Adult Services team.

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[11] HEMs refers to the Headline Equalities Measures reflecting the Royal Borough of Greenwich's Equality Objectives 2016–20. The council's Overview and Scrutiny Committee monitors progress against these measures: see Royal Borough of Greenwich (2019a) for the 2018/19 period.

6. Civic Participation

Levels of volunteering can indicate the extent to which members of a community feel integrated into their borough and aware of available opportunities. Indeed, formal volunteering involves providing unpaid help on a regular basis through groups, clubs or organizations and/or engaging in various forms of community work. Given evidence suggesting that isolation carries significant health costs, there is also a health benefit to increasing local opportunities for social interaction for everyone.

For this indicator, we have used the number of people who have approached Volunteer Centre Greenwich (VCG) to access volunteering opportunities. It is very likely that our figures will thus under-represent the total number of volunteers and people who are generally socially and politically active in Greenwich, but it is the best approximate indicator available at the local level.

Figure 14. Indicator 12 – volunteers per 10,000 of population, Greenwich, 2015–18
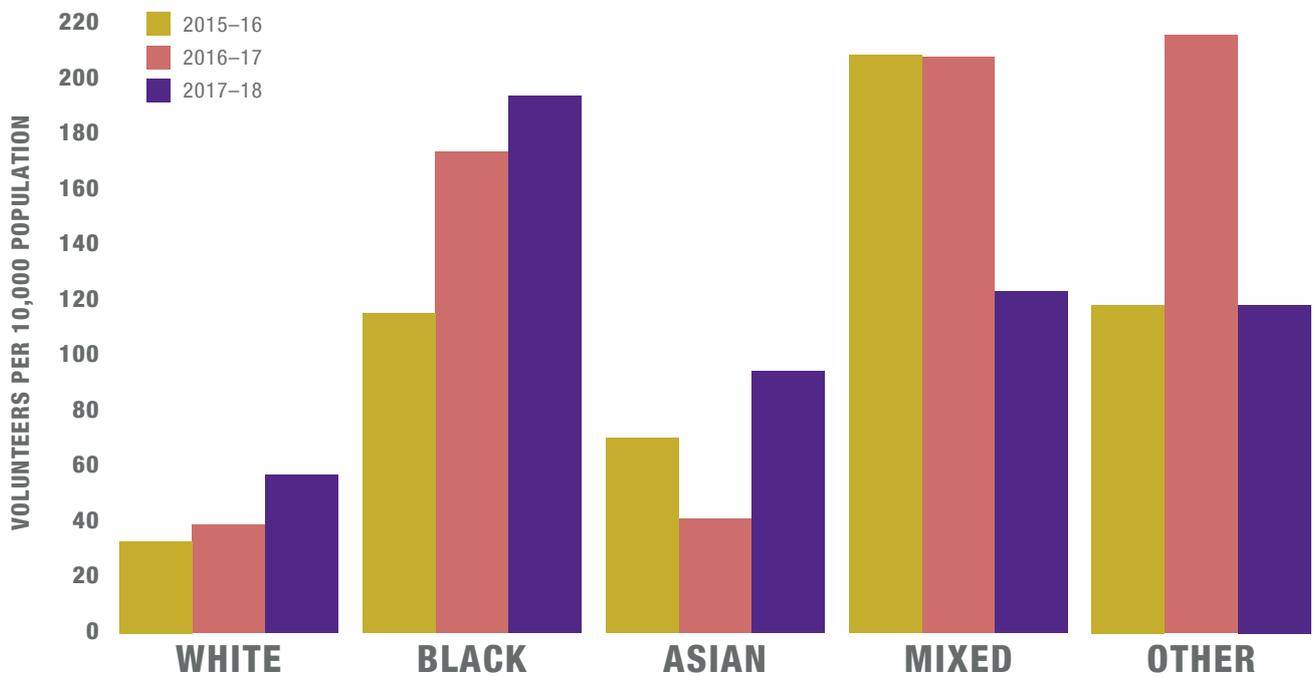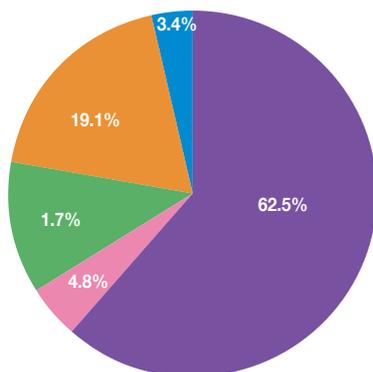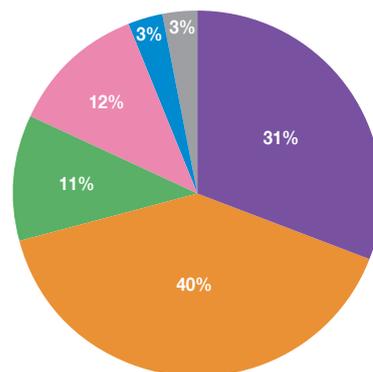
Source: Greenwich council, 2018 (information provided privately)

Runnymede Trust interpretation

People from black, 'mixed' and 'other' ethnic backgrounds were the most likely to seek volunteering opportunities in Greenwich. For instance, black people make up one in five residents in Greenwich but two in five of the people who approached VCG to access volunteering opportunities between 2015 and 2018. Mixed, black and Asian people were respectively 4.2 times, 3.7 times and 1.6 times more likely to seek volunteering opportunities with the VCG than their white counterparts over this same period.

This data, based on a total set of 6920 volunteers, suggests that although BME groups face barriers in access to employment, they are proportionally more likely to get involved in their community through forms of unpaid work such as volunteering.[12] The over-representation of BME groups may also reflect inclusive outreach practices of the VCG.

We recognize the limitations of the data analysed here. To get a fuller picture of how racially inclusive civic participation is at the local level, other relevant indicators might include the ethnicity breakdown of school governors' boards, voluntary service trustees' boards and 'Safer Neighbourhood panels', for instance. Assessing ethnic diversity at those levels would provide insights as to potential disparities in regard to who gets an effective say in local community matters.

Response from the Royal Borough of Greenwich and local public sector partners

The Council welcomes the positive findings highlighted in this report for civic participation within the Borough. Being an active member in the community through volunteering provides a multitude of benefits to both the community and the individual. The Council will continue to support individuals and organisations who volunteer their time to benefit their community and we will continue to support a number of local organisations who provide support to volunteers.

Response from the Greenwich Inclusion Project (GrIP)

None of the active community volunteers GrIP spoke to to inform this response had become involved in volunteering through GVC, and none could name anyone within their community group who had. However, beyond volunteering through GVC, the consensus is that BME people are very likely to engage in voluntary or civic participation. This suggests that the indicator set out in this scorecard (volunteering through GVC) underestimates such participation in the borough. Minority community respondents referred to large numbers of people engaged in 'civic participation' through faith groups and cultural-community activity. While recognizing that this was carried out on a voluntary basis, respondents explained that people do not perceive it as 'volunteering' as a defined activity, rather referring to it as 'being part of their community'.

The Scorecard observation that volunteering can indicate the extent to which a community feels integrated into its borough could, perhaps, be better tested by assessing the racial distribution of volunteers actually engaged by generalist community organizations. Prior to 2019, Greenwich council's monitoring of voluntary sector funding included asking for details of the number of volunteers engaged by funded community organizations. While only a minority of community organizations receive council funding, it should be possible to obtain data from this monitoring on the extent to which voluntary activity provides a proxy measure for a sense of being included.

It should also be noted that there are other opportunities for civic participation. However, in those there is less scope for optimism regarding inclusion and participation for people from minority communities. To highlight a few:

- **Boards of school governors**. Based on anecdotal accounts, GrIP believes that although virtually every Board of Governors in Greenwich has some representation from minority communities – generally as one or more of the elected Parent Governors – this is likely to be an under-representation of the proportion of the community as a whole who are BME. We have struggled to obtain objective data to verify this, but

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[12] Greenwich Action for the Voluntary Sector (GAVS) figures show that over a third of volunteers in the borough were unemployed (Royal Borough of Greenwich, 2017).

national data showing that only 4% of governors are BME suggests that the anecdotal accounts are likely to be correct (Holland, 2018). Further, parent governors from minority communities who have spoken to GrIP recount that they generally feel marginalized in decision-making – either they are expected to endorse decisions that have already been made or they find that they are a lone voice, and therefore discounted, when speaking up regarding concerns about race equality in school processes. GrIP is aware of only one member from a minority community who has held an officer position within a Board of Governors in the last four years, but this individual retired from that position more than 18 months ago.

- **Patient Participation Groups (PPG)**. Every GP surgery in the borough has a PPG, although there is significant variation in their structure and methodology. The Clinical Commissioning Group (CCG) conducts regular reviews of the efficacy of PPGs, but has not been able to ascertain whether membership and participation reflects the racial diversity of the patients registered to each surgery. It is of note that in cross-PPG representation forums (e.g. the CCG Patient Reference Group) there is an absence of representation of patients from minority communities.

- **Safer Neighbourhood Panels (SNP)**. SNPs currently operate in 15 out of Greenwich's 17 wards. Recent reviews conducted by the borough-level Safer Neighbourhood Panel has found that while there may be some minority community participation at SNP meetings, only a small minority of panels have assessed the racial population of the ward that they represent and sought to reflect that understanding in the membership of their panel. Further, currently none of the chairs of SNPs is from a minority community.

- **Local Housing Panels**. Although the council reports that the majority of their tenants are from BME communities, until recently this was not reflected in participation in housing panels. Within the last 15 months, engagement officers from the council's housing services have been actively recruiting members to the panels across the borough. Some guidance was provided by GrIP regarding style of messaging and use of images, to encourage interest in participation among minority communities, but an assessment is yet to be carried out to determine if this has resulted in the panels fairly reflecting the racial distribution of the tenant population.

- **Representation on the boards of larger voluntary and community sector (VCS) organizations**. GrIP is aware of only three of the borough's main VCS organizations that have ensured representation from minority communities on their governing boards, and of one other that actively sought to recruit people from minority communities for its board, although we are unaware of the success of that initiative. None of the community representatives that we spoke to were aware of any opportunities to join the boards of organizations other than the one that they were part of and, for a small number of respondents, the opportunity to join the committee of Woolwich Carnival Association. This is not to suggest that the opportunity does not exist, but rather that more deliberate effort may be required across the VCS to improve such higher-level civic engagement opportunities.

7. Support for the BME Third Sector

The BME third sector is a key pillar of service delivery in a local area. BME third sector organizations work with diverse communities, providing information, awareness, advocacy and support. The BME third sector comprises race equality charities, BME community interest companies and organizations that work with ethnic minority communities across a range of issues. They play an important role in supporting local government to achieve opportunities for all to flourish, and in ensuring democratic accountability.

Local authorities have faced significant budget cuts in recent years, forcing them to make difficult decisions and re-evaluate much of their spending. For the Royal Borough of Greenwich, for instance, central government funding was cut by half between 2010 and 2016 (Royal Borough of Greenwich, 2017).

Additionally, some local authorities across the UK have shifted from grants to contracts in their funding of the third sector. Both of these circumstances have impacted many small voluntary and community sector organizations (VCOs). Large or medium-sized organizations are in a stronger position to compete for contracts, leaving small VCOs suffering disproportionately from a reduction in resources. Many local BME VCOs across the country are small and therefore bear the brunt of this effect.

In Greenwich, local public funding is predominantly delivered through third sector commissioning: the council commissions organizations for particular projects contributing to particular local priorities (Royal Borough of Greenwich, 2015). In total, the council spent £4.17m per annum on the voluntary and community sector over the period 2015–19. This budget has been significantly reduced to £2.92m per annum for the period 2019–23 (a 30% reduction, approximately).

Among all of the organizations commissioned by the council over 2015–23, one worked directly on advancing race equality and tackling racism: Greenwich Inclusion Project (GrIP). The organization deals specifically with representing BME voices and ensuring increased awareness and understanding of race and faith issues locally. A wider BME third sector was also identified by the council, composed of local organizations that work with predominantly BME client groups. This refers to organizations whose beneficiaries are over 50% BME, according to Greenwich Equality Impact Assessments.[13] For the period 2015–19, this wider BME third sector included:

- Greenwich Citizens Advice Bureau

- Greenwich Housing Rights

- Plumstead Community Law Centre

- Volunteer Centre Greenwich

- Her Centre

Over the period 2019–23, one more organization was also allocated funding:

- Lewisham Refugee and Migrant Network

For this indicator, we analyse the evolution of the amount and proportion of 'third sector commissioning' funds going towards such organizations.

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[13] BME representation within staff and leadership teams was not a criterion within the Equality Impact Assessment.

Figure 15. Indicator 13 – proportion and amount of third sector funding going to the BME third sector, Greenwich, 2015–23
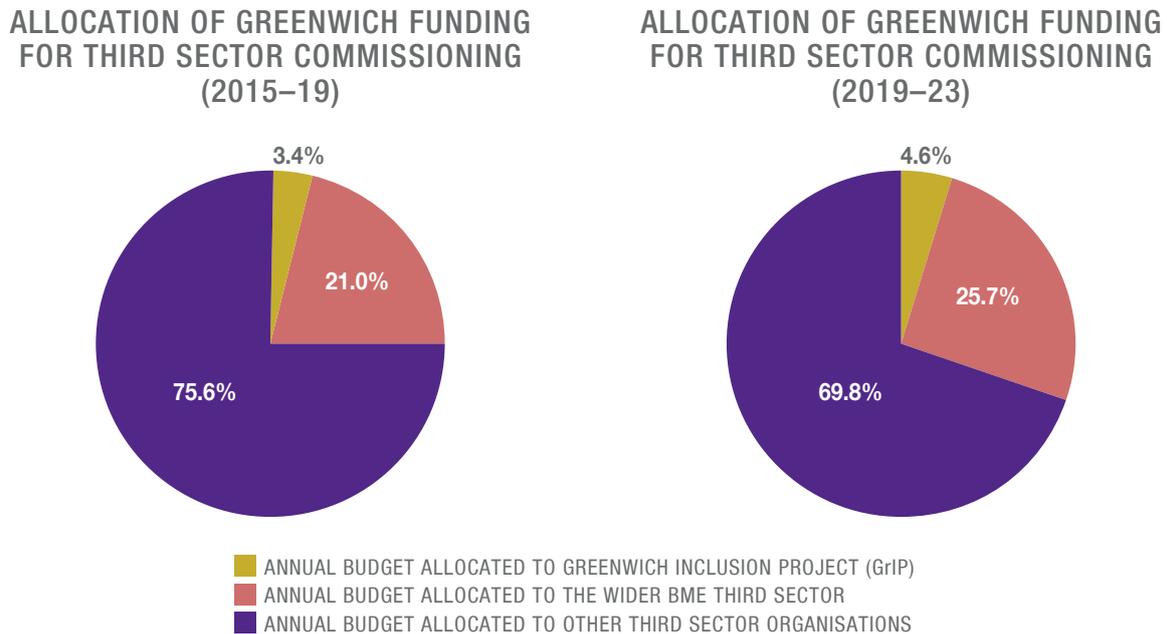
ALLOCATION OF GREENWICH FUNDING
FOR THIRD SECTOR COMMISSIONING
(2015–19)

ALLOCATION OF GREENWICH FUNDING
FOR THIRD SECTOR COMMISSIONING
(2019–23)

3.4%

21.0%

75.6%

4.6%

25.7%

69.8%

■ ANNUAL BUDGET ALLOCATED TO GREENWICH INCLUSION PROJECT (GrIP)
■ ANNUAL BUDGET ALLOCATED TO THE WIDER BME THIRD SECTOR
■ ANNUAL BUDGET ALLOCATED TO OTHER THIRD SECTOR ORGANISATIONS

Table 3: Decrease in third sector funding, Greenwich, 2015–23

	2015–19	2019–23	% decrease in annual funding between the two periods
Annual funding to GrIP	£142,520	£134,131	−5.9%
Annual funding to the BME third sector as a whole	£1,019,520	£884,137	−13.3%
Total funding available for third sector commissioning	£4,169,580	£2,923,000	−29.9%

Source: Greenwich council, 2019 (information provided privately)

Runnymede Trust interpretation

Between the periods 2015–19 and 2019–23, annual funding available to the BME third sector as a whole (GrIP and the wider BME third sector, as outlined above) through third sector commissioning decreased by 13.3%. In the context of stark ethnic inequality – locally and nationally – this decrease implies that BME people's access to appropriate services and representation is being weakened at the local level. This is a consequence of the wider effects of austerity policies carried out at the national level, and which local authorities have to navigate. In Greenwich, the total amount of annual funding available for third sector commissioning has indeed dropped by 29.9% between the periods 2015–19 and 2019–23. In this context, the budget squeeze faced by GrIP and the wider BME third sector in Greenwich is relatively smaller compared with the average pattern of funding reduction across the voluntary and community sector as a whole.

To sum up, there is now less funding available to the BME third sector, although their share of funding has decreased relatively less than across the voluntary and community sector as a whole. This explains why funds allocated to GrIP and the wider BME third sector have increased slightly *in proportion* between the periods 2015–19 and 2019–23 (see Figure 15). While the sector received about 24.4% of the borough's total third sector commissioning funds over 2015–19, it is now receiving about 30.3% of such funds. This proportional increase is welcome in light of the fact that over 37% of Greenwich's population is BME. This equates to over a third of the local population facing the ethnic inequalities outlined in other sections of this report, which does justify targeted services to address their needs and represent their voices locally.

We also know that according to Greenwich Action for Voluntary Service (GAVS), as much as 44% of voluntary and community organizations in Greenwich 'support BAME groups' (Royal Borough of Greenwich, 2017),

although we do not know in what capacity or proportions. However, this 44% encompasses all organizations registered in the GAVS database, including those which are not receiving funding from the council. Many organizations working with BME communities are indeed not directly commissioned by the council, and thus do not appear in Figure 15. Although BME organizations may be able to access funding and resources through other channels, it is important to note that some of those alternatives may offer less stable, less long-term or less significant support.

It is also important to highlight that BME representation within the voluntary and community sector is needed not only in terms of beneficiaries but also within staff and leadership teams, to ensure that BME people are active in shaping the services delivered to their communities. Runnymede's latest research report, *'We Are Ghosts': Race, Class and Institutional Prejudice*, highlighted a shared experience of indifference and neglect from public authorities among working-class Londoners who often experienced their interactions with local services as discriminatory (Snoussi and Mompelat, 2019: 7). In London, a significant proportion of working-class communities are BME people. In this context, it is important for BME third sector services to be co-produced, so that people are involved not just as recipients of services but as shapers of how those services can be better delivered (Snoussi and Mompelat, 2019: 7).

Response from the Royal Borough of Greenwich and local public sector partners

We work closely with our voluntary and community sector and are fortunate to have an active and engaged community, which we value greatly. The sector provides services and support networks that are indispensable for many vulnerable groups in the Borough. As Runnymede note, we provide support in the form of grant funding. Unfortunately, the removal of funding from central government has reduced the level of grant funding available to these organisations, although the Council's financial commitment has remained amongst the highest in London.

We use a robust process to support our grants funding framework. A three-phased equalities approach is central to the process, in order to ensure funding is allocated fairly, appropriately and according to need. Groups are further supported through co-production mechanisms, helping to ensure activities focus on the needs of our communities as these change over time.

Having an equalities approach at the core of our grants funding framework means that many of the actions carried out by our commissioned voluntary and community organisations will support our residents from a range of backgrounds, including BME groups.

We will continue to work closely with our voluntary and community sector to ensure they are well supported and to make sure our grants process is fair and robust.

Response from the Greenwich Inclusion Project (GrIP)

Following the recommissioning exercise conducted at the end of 2018–19, the funds allocated to GrIP through VCS commissioning fell from £142,520 to £134,131 per year. This is not as significant a reduction in income as that experienced by many other commissioned VCS organizations: indeed, the proportion of Council VCS funding received by GrIP rose from 3.4% to approximately 4.6% (see Figure 15). However, the headline funding figure fails to account for the fact that 22% (£30,500 per year) of funds received by GrIP are passported directly to Metro and MetroGad as partners in the delivery of community-based hate crime services – meaning that GrIP's proportion of VCS funding is actually 3.8%.

The 2019 VCS grants application process was not accessible to most minority-community-led VCS organizations in Greenwich. The vast majority of these organizations operate at a micro level, with incomes of less than £5000. A small number of organizations have achieved incomes greater than this, through national charitable grant processes. Some of these groups tried to engage with Greenwich council's grant processes, but all were unsuccessful. During the course of consultation for the new grant regime, established VCS organizations were encouraged to build partnerships for the purpose of, among other considerations, improving reach into 'hard-to-reach' communities. But none of the minority community VCS organizations report that they received any invitation from mainstream VCS organizations to enter into partnerships to enable improved delivery of services to specific minority communities.

There is a possible integrationist argument that posits that commissioning need not be concerned with specifically allocating funds to BME organizations, if the organizations that do receive funds utilize employment practices and deliver services in a manner that is appropriate for all racial groups. However, GrIP's experience is that very few funded VCS organizations are proactively deploying the tools and mechanisms that are associated with equality of access and outcome, especially in service delivery. Since 2015, GrIP has worked with only one mainstream non-equality focused organization that has demonstrated that it is monitoring access to services and critically analysing the data obtained through monitoring to seek to eliminate institutional racial inequality. For the most part, organizations that we have worked with indicate a reluctance to seek demographic monitoring information. The reasons provided are varied, ranging from 'it is difficult to ask for this information' to 'we do not want to have systems in place that will hinder people's involvement'. It is disconcerting that this lack of proactive equality practice is often disclosed at strategic partnership meetings attended by GrIP's officers and representatives of both VCS and statutory organizations, but that no attendees other than GrIP have ever made any proposals at these meetings to improve organizations' approach.

It is possible that the organizations that GrIP has encountered are the exceptions, and that significant monitoring and equality analysis is being undertaken across the rest of the funded sector. However, the absence of objective employment and service user data in the recently drafted equality analysis of the VCS grants process, submitted to the council's Overview and Scrutiny Committee, suggests that the data, if gathered, is not being assessed. This is particularly notable as over the period 2015–19, it was a constant requirement of contract monitoring for all funded organizations to submit demographic data of service recipients to council monitoring officers.

For traditional BME community organizations, alterations in funding priorities and policies have, over time, seen many lose funding altogether. This led, in the earlier part of 21st century, to the closure of previously high-profile community lobbying groups and, more recently, to the loss of premises for others. As a consequence, GrIP is now providing free accommodation to organizations that, otherwise, would not have been able to continue functioning.

Some community representatives describe how the alteration in funding priorities prior to 2015 obliged some community-specific service delivery organizations to begin to provide services to users from all communities. This approach, in the interest of 'community cohesion' and embracing diversity, did not appear to be cognizant of the rationale and community demand for specifically appropriate and culturally sensitive services. In addition, by the time recommissioning was being undertaken in 2015, these organizations had lost the ability to identify a unique reason for their services and found that they were competing with, and lost out to, the same type of mainstream organization that had failed to provide appropriate services for minority ethnic communities in the first place.

8. Health

In England, research has highlighted generally poorer health among BME groups, with Bangladeshis having the poorest outcomes, followed by Pakistani, Black Caribbean, Indian and Chinese people (Nazroo, 2014). Such ethnic inequalities in health take different forms, such as higher incidence of mental disorder or excess weight, or higher morbidity rates.

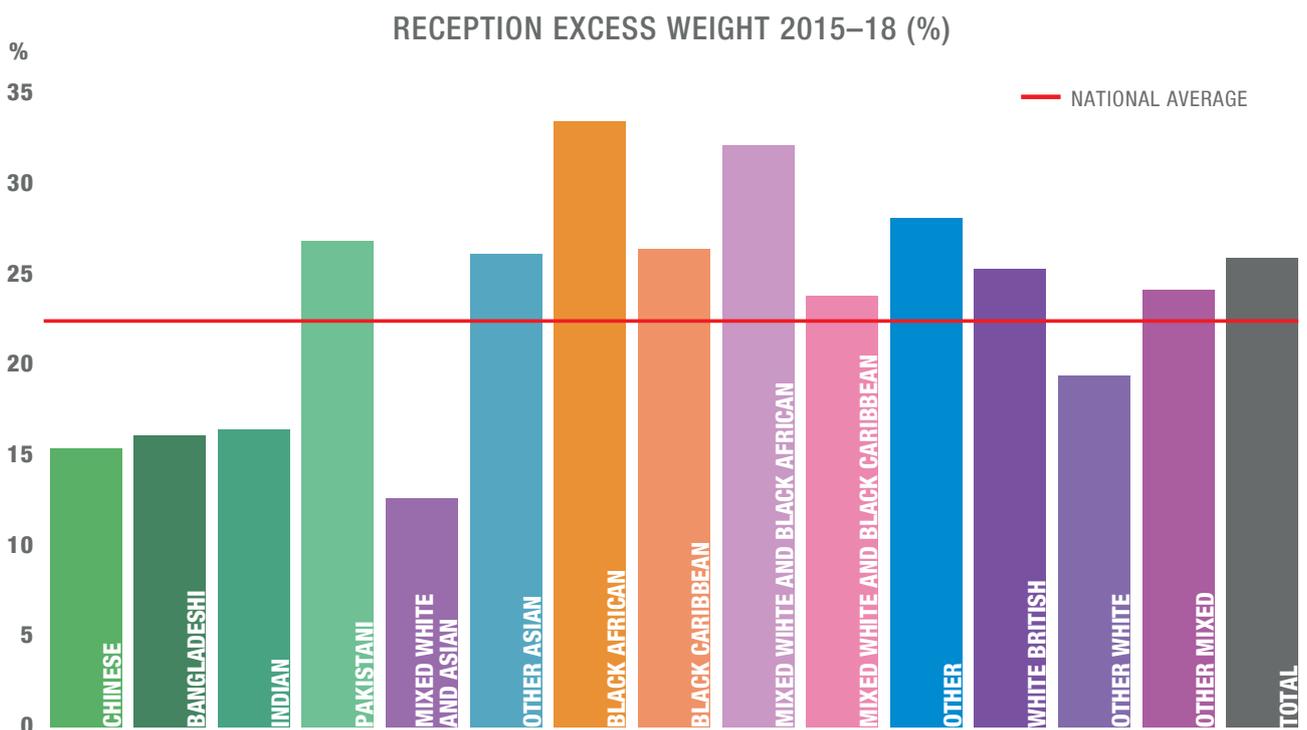For the Scorecards, the health indicators we use are incidence of excess weight among children and access to mental health care services.

Excess weight

Defined as the amount of weight in excess of the ideal body mass index, excess weight includes both the overweight and obese categories. In England, excess weight and obesity have been on the rise, thus putting pressure on the health system. Indeed, while research has linked a healthy weight in childhood with higher learning achievements and fitness, as well as with a lower incidence of health problems later in life, childhood obesity tends to be associated with poorer psychological and emotional health, a greater likelihood of experiencing bullying, and a higher risk of adult obesity, disability and premature mortality in older age.

In England, Black African, Asian Bangladeshi and Other Black children were the most likely to be overweight at the age of 10 to 11 (Public Health England, 2018) and obesity rates have been more prevalent among the country's most deprived populations (Public Health England, 2015), in which we know ethnic minorities are over-represented.

Some of the main factors predicting childhood excess weight are poor-quality diet, having obese or unhealthy parents, and low levels of physical activity (Public Health England, 2015), some of which adequate local policy can have a direct impact on.

Figure 16. Indicator 14 – incidence of excess weight (overweight and obese) in Reception, Greenwich, 2015–18
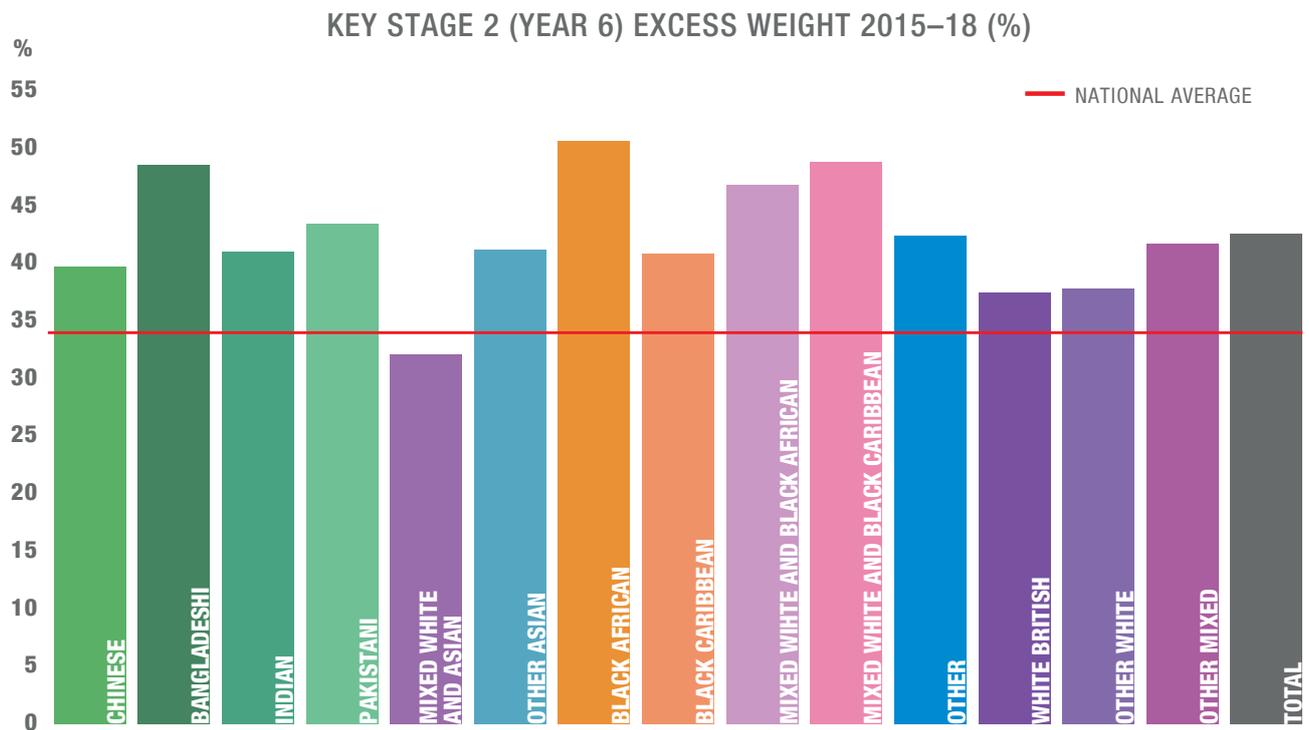
RECEPTION EXCESS WEIGHT 2015–18 (%)

Source: Greenwich council, 2018 (information provided privately); Public Health England, 2018

KEY STAGE 2 (YEAR 6) EXCESS WEIGHT 2015–18 (%)

Source: Greenwich council, 2018 (information provided privately); Public Health England, 2018

Runnymede Trust interpretation

Figures 16 and 17 show significant ethnic disparities in excess weight prevalence, although they are less strong at KS2 than they are at Reception. In Reception, Black African children are 2.7 times more likely to be of excess weight compared with their Mixed White and Asian counterparts and 1.6 more likely to be of excess weight in year 6. They are also 1.3 times more likely to be of excess weight compared with their White British counterparts.

Figures 16 and 17 also show a generally higher prevalence of children who are overweight or obese in Greenwich compared with the national average, at both Reception and KS2. Greenwich is in fact one of the 10 boroughs with the highest prevalence of childhood excess weight in London, and the capital city already holds the record as the English region with highest percentage of overweight children (Public Health England, 2018).

In Reception, about one in three Black African and Mixed White and Black African children and over one in four Pakistani, Caribbean, Other Black and White British children in Greenwich were carrying excess weight between 2015 and 2018. The groups with the lowest proportion of overweight children were mostly Asian: White and Asian, Chinese, Indian and Bangladeshi.

At Key Stage 2, there are smaller ethnic disparities in terms of excess weight but a higher prevalence for all ethnic groups. Almost half of Black African, Mixed White and Black Caribbean and Bangladeshi children were affected between 2015 and 2018, and only Mixed White and Asian children (who make up only 2% of the total sample) had lower levels of excess weight compared with the overall national average.

While childhood excess weight should be a serious health concern for the borough as a whole, our data suggests that adequate policy must take into consideration certain ethnic groups' higher vulnerability to becoming overweight, and seek compensation for probable structural factors such as economic deprivation impacting on the quality of children's diets and evidence suggesting BMI may not account for differences in body composition between ethnic groups.

Mental health

BME communities tend to experience more difficulty accessing healthcare than the majority of the population, and mental health services is an area of particular concern. According to official statistics, while men of all ethnic groups experience common mental health disorders[14] at an approximate rate of one in ten, BME women experience them at higher rates than white women. Almost one in three black women experience common mental health disorders whereas only one in five White British women are affected (NHS Digital, 2017). Part of the explanation can be found in the fact that cumulative exposure to racial discrimination has incremental negative long-term effects on the mental health of ethnic minority people in the UK (Wallace et al., 2016).

Besides, although barriers to accessing mental health services can exist for everyone, people from BME communities face additional challenges as a result of services' lack of suitability for people of different ethnicity, culture, language or faith backgrounds (Joseph Rowntree Foundation, 2007; Mir and Sheikh, 2010). Such dynamics can explain why White British people are twice as likely to receive treatment for mental or emotional problems as BME people, for instance (NHS Digital, 2017).

Service providers must be aware of the dynamic demographics of the population they serve. In order to work effectively with diverse communities, mental health services need to develop and demonstrate cultural competence, with staff having appropriate knowledge and skills, so that everyone can enjoy equal access to appropriate services and treatments. For this Scorecard we analyse data on access to psychological therapies by people of different ethnic groups.

Figure 18. Indicator 15 – access to psychological therapy, rate per 100,000, 2012–16
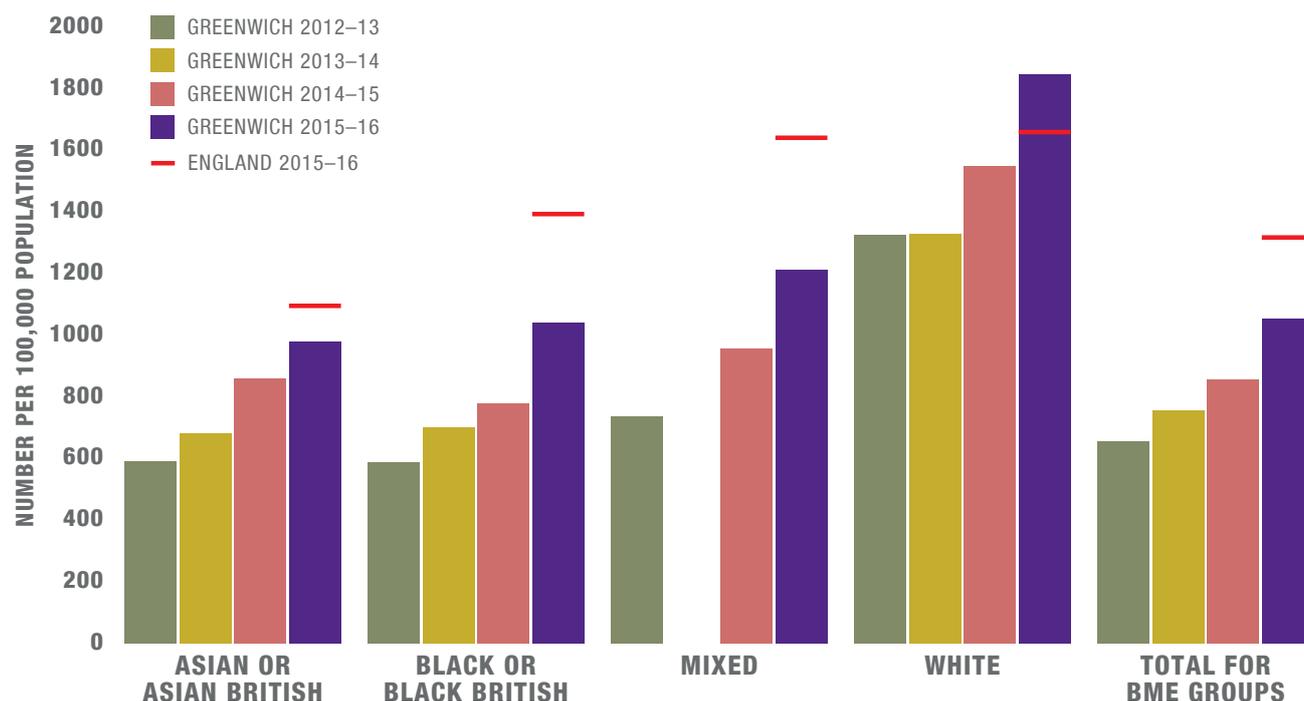
Source: Office for National Statistics, 2011; NHS Digital, 2018

Runnymede Trust interpretation

Figure 18 shows an increase in access to psychological therapy for all ethnic groups (57% rise on average), and a general decrease in racial disparities in this regard between 2012 and 2016. However, disparities remain very strong. For the period covered, white people were on average almost twice as likely as BME people to access psychological therapy. This suggests that there are ongoing barriers in access that disproportionately impact on BME communities.

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[14] Common mental health disorders include generalized anxiety disorder, depression, phobias, obsessive compulsive disorder, panic disorder and other unspecified disorders.

As BME women in the UK appear to be the most vulnerable to common mental health disorders, urgent attention is needed to tackle current disparities and ensure equal mental health provision for all.

Response from the Royal Borough of Greenwich and local public sector partners

Supporting our residents to live healthy and active lives is of paramount importance for the Royal Borough of Greenwich.

Runnymede's findings are in line with our local experience of excess weight and access to mental health services. While these are national trends, we are keen to take actions locally to address these challenges. The different outcomes between ethnic groups has been a key focus of understanding how to tackle these issues.

There are a number of on-going pieces of work to understand and address these challenges. This includes the Healthy Weight Taskforce, which considers how race, culture and beliefs impact on healthy weight and living, while also exploring the wider socio-economic dimension of this challenge. The Council also commissions a weight management programme for children and their families.

In addition, our local mental health services are currently undertaking a piece of research looking at Health Equity and Children's Mental Health. This will help to understand the ethnic disparities that exist in access to mental health services – specifically, why there are low rates of BME children in our Children and Adolescent Mental Health Services (CAMHS) but more BME adults presenting at crisis point and in other parts of the system in Adult Services.

This research will support these pieces of work and we are keen to look further into the data to understand the experience of BME children and adults at different points of the mental health system and in our wider health-related work.

Response from the Greenwich Inclusion Project (GrIP)

Community discussions around the 'excess weight' indicator presented some challenge to the method of measuring excess weight, with some proposing that the standard measure does not take into account different 'normal' body types across different racial groups. Community members also challenged the proposed correlation between standard measures of excess weight and learning achievements and fitness – the Scorecard's own domains point to an absence of direct correlation between excess weight and educational underachievement (at GCSE) for African communities. GrIP is aware that, increasingly, critical medical treatments are being withheld from people with an excess BMI. If the community view is correct that measures of BMI are based on a racial norm within predominantly white and European communities, the BMI threshold that is imposed prior to medical treatment being provided could have an unlawful impact through indirect racial discrimination.

When questioned regarding psychological and emotional health, and the likelihood of being bullied due to excess weight, all community members responded that they were more likely to experience these issues because of their race than because of perceptions of being overweight. While it was acknowledged that for some communities bullying and psychological difficulties do occur due to social perceptions of excess weight, it was felt that this was more of an issue for white communities – suggesting that understanding of the psychological impact of being overweight is, itself, racially determined.

Our discussions about the meaning ascribed to being overweight elicited an important observation of cultural differences, with some groups explaining that for their community being overweight is indicative of success/ wealth and happiness. Representatives of one community, the Somali community, did express some concerns, associated with confusion among first-generation Somali migrants, who explained that they felt they had become overweight since arriving in UK, despite essentially maintaining the same diet that they had had prior to migration.

For some community members, more concern should be directed at the incidence of being underweight, which, it is believed, has an impact on individuals' ability to resist infection and on psychological wellbeing.

Community members concurred with the Scorecard analysis regarding access to mental health therapeutic services, but also referred to:

- later access to therapeutic services (only once mental health conditions manifest), and

- their awareness of the higher rate of detention under the Mental Health Act ('sectioning') and medicalized treatment, with its commensurate impact on loss of liberty (NHS Digital, 2019).

The discussion around this topic identified the need for service providers to understand the impact of societal pressures experienced by minority communities – i.e. the fact that dealing with intrinsic racial inequalities places a strain on individuals' mental health, including exacerbating underlying conditions – and for that understanding to be brought to therapeutic support.

Community members who had been subjected to medical intervention for mental health conditions spoke about the difficulties that they had experienced in being discharged from statutory mental health services. Given the limited number of people spoken to, it would be helpful to conduct a more extensive analysis of the length of time patients are treated for under the provisions of the Mental Health Act, especially where that imposes a loss of liberty, to identify if there are any racial disparities in the statutory intervention.

For some community members, especially those from East Asian communities, there is a recognition that there are significant cultural differences in the understanding of the relevance of 'mental health'. Similarly, for migrant African communities, especially those from Congo, Ghana and Eritrea, there was a view that the method of treatment of people experiencing poor mental health could exacerbate the problem. The perception here was that treatment requires people to be dealt with as isolated individuals, which undermines strong communitarian cultural traditions whereby people experiencing mental health difficulties are 'embraced' and supported by their community. Black Caribbean community members who had been engaged in community matters for some time referred to a former NHS mental health project which had sought to address mental health issues in minority communities through community development. They pointed to the fact that the project had been closed after only five years, which was not sufficient time to assess any direct benefits and improvements in mental health among the affected communities.

Understanding of health inequalities in Greenwich should also be informed by a recognition of the greater prevalence of certain health conditions within minority communities, including diabetes, ischaemic heart conditions, bowel and prostate cancers, and musculoskeletal conditions associated with reduced vitamin D absorption. In relation to the latter condition, despite the relatively small cohort taking part in our discussions, a significant proportion related personal accounts of experiencing, or accounts of close associates who had experienced, poor, inadequate or unduly delayed treatment from orthopaedic services.

GrIP would also draw attention to the work conducted by Healthwatch Greenwich, which has found that Greenwich's Nepalese communities experience significant barriers in accessing primary care, principally due to limited use of available interpretation and translation services by GP surgeries. The Healthwatch report indicates that elderly Nepalese patients are relying on family members to act as interpreters, despite the fact that NHS England has recognized the iniquity of such practices for more than 15 years and has made recommendations that it should not continue. GrIP is aware, that, for some elderly members of Nepalese communities, where a family member is not available to translate, payments are being made to Nepalese community members to provide a translation service, placing a cost on accessing a service that should be free at the point of delivery (see Healthwatch Greenwich, 2018).

Regarding institutional responses to health inequalities in Greenwich, GrIP is aware that the Clinical Commissioning Group is developing a structured approach to assessing health inequalities prior to commissioning services. However, we are also aware that, at present, health commissioners have not been systematic in commissioning effective targeting of services to those racial communities with the poorest health outcomes, or in ensuring effective monitoring of access to, and outcomes from, health provision. The benefit of ensuring an effective equality assessment prior to commissioning services can be found in the work commissioned by Public Health Greenwich to provide a community-based blood pressure checking service. With a greater awareness of differential risks within different racial groups, and of the need to effectively target those groups at greatest risk, the service provider was able to plan an outreach programme that mitigated the effect of existing health inequalities.

9. Discussion

The Greenwich Race Equality Scorecard offers a snapshot of race equality in Greenwich across seven different domains/indicators. The data highlights clear and persistent gaps between ethnic minority groups in the borough. The report should be a resource for the local authority, equality and civil society organizations and local residents to use as part of an informed, democratic discussion about how to tackle these inequalities.

The following discussion points arise from the key findings in each area:

1. Across London, questions are being raised about BME communities' experiences of interacting with the police. Policing by consent is considered a fundamental aspect of the British police system and is intended to define the relationship that officers have with the public. Transparency and accountability are cornerstones of securing that consent. As the data highlighted in this report shows, certain minority ethnic communities are currently overexposed to specific policing practices: black people were the most significantly over-represented among those facing stop and search and use of force by the police. In addition to reflecting on its utility, steps should be taken to ensure that stop and search is used fairly and does not damage police–community relations. The most up-to-date figures nationally show that racial disparities are worsening in regard to stop and search (Walker, 2019). This should therefore remain a point of upmost attention for local authorities, in London and elsewhere.

   The vast majority of hate crimes in the borough are categorized as racist, and between 2014 and 2018 there has been a steady increase in reported incidents. The increase in hate crime is in line with a London-wide trend. In Greenwich, Black people were the most disproportionately targeted by hate crime, followed by Asian people, in comparison to other ethnic groups. In addition to increasing the reporting of hate crimes, police must be diligent in ensuring that appropriate protection and victim support is provided; this may require directly supporting community organizations embedded in BME communities. Proactive steps should also be taken by authorities to address the racial and xenophobic prejudice and hatred at the root of racist hate crimes, on the rise since the 2016 Brexit referendum (Devine, 2018). This can be done through pro-active initiatives aimed at educating and sensitizing the public, as well as though the ongoing affirmation of the values of equality, anti-racism and mutual respect in public authorities' rhetoric.

   Greenwich council has shown willingness to conduct further data analysis to better assess racial disparities within the criminal justice system and the insights provided by GrIP point to areas that require greater attention, and where clarifications are needed from the point of view of BME residents. What stems from the discussion is the need not only for better understanding as to why disparities exist, but also for relevant authorities to prioritize eliminating racial disparities. Insights from the BME sector testify of the damage caused by such disparities to community cohesion and levels of trust in public authorities such as the police. Increasing the levels of community consultation and accountability will be key to ensuring that all residents feel safe and protected in Greenwich.

2. Within education, although pupils in Greenwich tend to significantly outperform the national average, significant disparities remain between different ethnic groups, in terms of both school exclusions and attainment at Key Stages 2 and 4. The data reviewed in this report indicated that Gypsy Roma and Irish Traveller, Black Other, Black Caribbean, and Mixed White and Black Caribbean pupils were the BME groups experiencing highest levels of educational disadvantage in Greenwich, and GrIP has provided further insights as to why this may be the case.

   The fact that the proportion of children able to claim free school meals is significantly lower than the proportion of those likely to experience poverty and socioeconomic disadvantage within the borough also stands out as a key area of concern. Data suggests that many children in need are not currently accessing free school meals. Attention is needed to assess why this is, and what can be done to maximize all pupils' chance of being properly fed as they attend school.

Contributions from GrIP also highlighted further areas of inquiry to foster racial equality in education, including in terms of access to further education, transition towards employment, school exclusions and 'managed move' proceedings. Observations stemming from the BME community should inform the council's general approach to ensuring that Greenwich pupils, especially those from BME backgrounds, do not miss out on learning.

3. While the overall level of employment based on the JSA claimant count is going up, this report highlighted ongoing and increasing employment disparities between different ethnic groups, with BME people more likely to be unemployed and therefore to claim JSA. Research has shown that black and minority ethnic people are discriminated against in employment and that there is an 'ethnic penalty' when looking for a job (McGregor Smith, 2017; Di Stasio and Heath, 2019). Employment support organizations must recognize the barriers BME communities face when seeking employment, and work with employers to challenge unconscious bias and racial discrimination. With the increase of in-work poverty, efforts are needed from authorities and employers to ensure not only that residents are able to find work, but that such work provides a living wage and genuine security of employment. Lastly, contributions from the local community unveiled issues regarding the experience of certain BME people when claiming JSA, which should also inform authorities' approach to fostering employment equality going forward.

4. Housing was one of the domains where ethnic inequalities appeared to be sharpest in Greenwich. The data indicates that Black people are by far the most likely to be statutorily homeless, and most minority groups face disadvantage in regard to home ownership and overcrowding, when compared with the local White British population. Such data suggests that more preventive measures are needed to respond to BME groups' greater vulnerability to precarious housing in Greenwich, including urgent provision of more affordable and decent-quality housing. The council expressed their commitment towards increasing the overall supply of 'genuinely affordable homes' in the borough and communicated about their approach to enhancing the private rented sector. GrIP has pointed to specific factors underlying BME communities' experience of housing in Greenwich, such as migration backgrounds hindering people's access to social housing and inadequacy of emergency accommodation. This should inform the council's existing approach to tackling ethnic inequalities in residents' access to housing.

5. Volunteering data and insights from GrIP seem to indicate significant involvement from BME communities in unpaid community-focused activities such as volunteering, faith-based and cultural activities. However, the presumption that this involvement translates into a general sense of feeling integrated into the borough was disputed by GrIP and its partners. Other relevant indicators were highlighted for further assessment of ethnic disparities in civic participation in Greenwich: ethnic diversity on school governors' boards, within Patient Participation Groups, Safer Neighbourhoods Panels and Local Housing Panels, and finally, within the boards of large VCS organizations. Runnymede and GrIP jointly call for the council to consider such indicators in future, to inform the borough's approach to ensuring that all residents get an effective say in local community matters.

6. Funding for the BME third sector has decreased in recent years, although the share of funding allocated to the sector has decreased relatively less than across the Greenwich voluntary and community sector as a whole. This is a result of national austerity policies. In the context of the stark ethnic inequality highlighted in other sections of this Scorecard, these cuts imply that BME people's representation and access to appropriate and culturally sensitive services has been further weakened at the local level. Insights provided by GrIP highlight barriers preventing other BME third sector organizations, especially those that are smaller than GrIP, from accessing council funding. The council should use this insight to enhance equality and representation within the commissioning process, as part of its statutory duty to ensure that public funding benefits all residents equally. For this purpose, it is also crucial for the wider VCS – beyond the BME third sector – to keep measuring and improving equality of access and outcomes for different ethnic groups, especially in light of ethnic inequalities highlighted in other sections of the Scorecard. This includes collecting and monitoring relevant ethnicity data at different stages of service delivery and outcome assessment, to ensure that services are reaching and benefiting a representative population.

7. Data analysis in regard to health has highlighted that children in Greenwich – across most ethnic groups – are more likely to be recorded as overweight than the national average, and the council has mentioned existing efforts to tackle this issue at the local level. While childhood excess weight should be a serious health concern for the borough as a whole, our data suggests that adequate policy must take into consideration

certain Asian and black groups' greater vulnerability to becoming overweight, and should seek to compensate for probable structural factors, such as socioeconomic disadvantage impacting on the quality of children's diets. It is, however, relevant to note that GrIP expressed reservations in the use of standard excess weight as a measure of ethnic inequality, from the point of view of certain BME communities, and pointed to alternative indicators of concern, such as the proportion of people who are underweight.

In regard to ethnic inequalities in accessing psychological therapy, all BME groups appear less likely to benefit from such services compared with their white counterparts. GrIP has offered precious insights for local authorities to further assess the causes of such inequalities at the local level. The overall discussion clearly suggests the need for culturally relevant psychotherapy services that demonstrate an understanding of the impact of the specific social pressures affecting BME communities.

The council has expressed its willingness to take action locally to address ethnic disparities in excess weight prevalence and access to mental health provision. GrIP was able to suggest avenues for such action, as well as other elements that need to be taken into consideration when assessing and tackling local ethnic inequalities in health outcomes: disparities in detention under the Mental Health Act and in prescriptions of medicalised treatment, access to translation services within NHS institutions, and certain groups' greater vulnerability to certain health conditions. These elements should inform public authorities' approach going forward.

Next steps

The Scorecard project's aim is to generate dialogue and accountability at the local level around issues of ethnic inequality. As the data highlights, many of the inequalities discussed are not particular to Greenwich and reflect national patterns of inequality and disadvantage. However, in order to address these inequalities, action must be taken at the local level. Service providers have a statutory responsibility under the Public Sector Equality Duty to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. It is important that this 'due regard' is interpreted as the necessity for authorities not only to 'be aware', but to proactively ensure that the services they provide contribute to reducing existing inequality between residents from different ethnic groups.

The indicators we chose for the Scorecard allow local service providers to measure their success at fulfilling this statutory duty, and the dialogue with local BME communities indicates potential next steps for how best to minimize inequality and its consequences in future.

The first step in this process is recognizing that race – and subsequent racial inequality – is a salient factor in residents' experiences of accessing services, and in the outcomes they receive. Greenwich council's commissioning of this report and its response to our findings testify to its desire to better understand racial inequality at the local level and to take proactive steps towards tackling it, so that all residents in the borough can flourish.

The depth of insights provided by GrIP in this report provide many further avenues for inquiry and action for the Royal Borough of Greenwich. It is crucial for authorities to use both the Runnymede data and the comprehensive community insights gathered by GrIP to make targeted interventions that are responsive to the diversity in the borough and to the specific experiences of its BME communities.

Lastly, the indicators in this report are often collected annually, meaning that the borough and its local public sector partners can and should measure any change – and, hopefully, progress – in the coming years. This should be an ongoing process that includes dialogue with the BME third sector and communities.

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Runnymede Race Equality Scorecard

The project is designed to collect data on outcomes for Black and minority ethnic (BME) people in participating London boroughs. The Scorecard aims to enable BME communities to assess the performance of local services and enter into a meaningful dialogue with services' providers to identify where areas of change is both necessary and possible. If you would like to find out more about the Race Equality Scorecard visit www.runnymedetrust.org/scorecard

Greenwich Inclusion Project (GriP)

GriP is an independent and membership-run organization, established in 2012 to address issues of race- and faith-based inequalities in Greenwich. GriP works to eliminate discrimination, advance equality of opportunity and foster good relations between those in a racial or faith group and others. GriP is currently delivering services contracted by Royal Borough of Greenwich, including work intended to increase awareness and understanding among decision-makers, service providers and local communities of race and faith inequalities and the needs of people with protected characteristics. If you would like to find out more about GriP visit https://www.griproject.org.uk

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