'Race', crime and justice

in the North East Region

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Gary Craig, Maggie O'Neill, Bankole Cole,

Georgios A. Antonopoulos, Carol Devanney and Sue Adamson

with

Paul Biddle and Louise Wattis

This report was written by

Gary Craig, Maggie O'Neill, Carol Devanney (Durham University)

Bankole Cole (Northumbria University),

Georgios A. Antonopoulos (Teesside University) and Sue Adamson

with

Paul Biddle (Northumbria University) and Louise Wattis (Teesside University)

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'Race', crime and justice in the North East Region

A research team from three Universities in the North East Region (Durham, Northumbria and Teesside) explored the issues relating to the increasing population of Black and Minority Ethnic (BME) populations in the Region and their experience of racist crime, using a mixed methodology involving community consultations, individual interviews, analysis of demographic data and examination of police data. The team found:

- **The regional non-white British population has grown significantly in the past decade to nearly 200,000, more than 7.5% of the total regional population**
- **This population is characterised by rapidly increasing diversity and includes not only long-standing settled BME populations such as those of African-Caribbean, Chinese and South Asian origins, and Romani populations, but a wide range of ethnic groups coming to the region more recently as refugees, migrants workers – many from East and Central Europe – and irregular workers.**
- **This population has steadily developed networks of representative organisations giving BME people a range of voices but many of these organisations are now threatened by funding cuts, and some are struggling to survive at all.**
- **The key issue identified by BME people is the continuing experience of racism, at individual and institutional levels, within the public and private sectors, with particular concern relating to aspects of the criminal justice system. There remains a lack of trust that the police and other agencies deal with racist incidents effectively in terms of recording, responding to, monitoring and tracking incidents to assemble an accurate picture of racism in the region.**
- **Racist incidents are not restricted either to areas where there are high levels of BME settlement or to the urban areas in the region. Racism is thus an issue for all public and private agencies in the region and the team recommends action on a number of fronts.**

Background

This study emerged from discussions between social policy and criminology academics based at Durham, Northumbria and Teesside Universities, together with a representative of the Ministry of Justice. There was a common recognition that this is an urgent area of work in the North East region as relatively little appeared to be known about the profile of Black and Minority Ethnic (BME) groups (including refugees and asylum seekers) and the criminal justice issues they face, although anecdotal evidence suggested both that the BME population had grown significantly over the recent past (albeit from a level which was low relative to that in the UK as a whole), and that the issue of racism was one which continued to affect them, both in individual and institutional settings.

The research summarised here represents the outcomes of a collaborative study undertaken between the three Universities, funded largely by the Ministry of Justice with supplementary support in cash and kind from the School of Applied Social Sciences at Durham University. The study commenced in July 2011. A consultative seminar in November marked the end of the fieldwork phase. The report was completed in early 2012.

The research approach

The overall aim of the study was to map, using both qualitative and quantitative approaches, the BME population in the region and the social, economic and criminal justice issues that it faces, in order to make recommendations for policy and practice, in order to make a significant difference to the lives of BME groups in the North East region.

The research team wanted to know:

- what was the demographic profile of the BME population in the North East region?;
- what were the key issues affecting BME groups including refugee and asylum groups in the North East region?;
- what are the key issues affecting generalist grass roots groups and their understandings in relation to 'race' and diversity?;
- what do these groups understand about the experiences of BME groups?;
- what does the race hate crime data tell us?; and
- what are the key messages from analysis of these data sets for the region?

The research involved two major community consultations, one held under Chatham House rules, individual interviews with BME-led and generalist community groups, and analysis of police and demographic data.

The regional context

The North East region consists of ten unitary largely urban authorities (Darlington, Stockton-on-Tees, Hartlepool, Middlesbrough, Redcar and Cleveland, Newcastle upon Tyne, Gateshead, North Tyneside, South Tyneside, Sunderland) and two other major authorities, Durham (which is a mixed urban/rural unitary authority and Northumberland, now also a unitary authority incorporating six largely rural formerly second-tier authorities. Northumberland is thus substantially rural with some remote areas. For historical reasons, largely to do with the nature of the local labour market, the BME population of the region is small relative to that of the UK's major urban centres, although it has been growing in recent years, partly as a result of the designation of two cities as refugee dispersal areas, and of the inmigration of foreign workers.

Community feedback

The key issue facing BME organisations and their constituent populations, was clearly the continuing high levels of racism at both individual

and institutional levels. The feedback from interviews, the Chatham House seminar and the regional refugee consultation all both pointed to the difficulties minorities have in terms of accessing services effectively, obtaining redress for poor services, and in believing that their needs are taken seriously when they are able to organise to press for improvements. This applied as much to the criminal justice system as elsewhere. Not only does feedback from participants in this study point to this deficit in working practices and in policy (issues which were confirmed at the Chatham House seminar by those responsible for delivering services), but as the police data across the region shows (however incomplete and inconsistent that data is), there remain significant levels of racist assault and abuse across the region, and which is not limited to areas of higher than average BME population settlement. Racism, in short, is an issue for everyone across the region, however remote from the centres of BME settlement.

Whilst there is evidence of generalist organisations campaigning against racism in the region, there is much more to be done and this work would be given a strong public boost if every organisation in the region were to review its own policies on equality and diversity to ensure that, in spirit and in practice, the issue of racial discrimination were properly and publicly addressed.

The police have, perhaps, a particular responsibility in this area and it is disconcerting to find that the data that is collected in this territory, which could underpin much better public understanding of the scope and extent of racism in the region, is collected in such an apparently haphazard fashion between the three police forces. The team managing this study not only had some difficulty obtaining such data as is available – and ought to be easily available publicly – but found that the data was often not consistent between the three

police forces. One obvious step here would be that the three forces meet at a high level and agree to make their data collection effective and consistent so that comparable data, using what are commonly agreed definitions, can be examined between police forces, between areas and over time. This is clearly also an issue for the Ministry of Justice to continue to pursue with the Home Office. In addition, the high incidence of inadequate data – apparently reflecting the failure to record data properly - is worrying since this suggests ineffective and wasteful data collection processes and may mask some important trends.

At an inter-agency level, there is clearly a need also, as respondents to our consultations additionally confirmed, for better detailed tracking of 'racist' cases, from initial reporting of incidents and apprehension of offenders, through to the prosecution and sentencing of offenders, to ensure that the victim's needs are understood and responded to effectively. At present, there are substantial levels of distrust between minority populations and aspects of the criminal justice system, the police in particular. Minorities do not feel that their issues are addressed effectively. There is a sense that the response of the police often appears not to take the issue of racism seriously.

The detailed qualitative tracking of a sample of racist incidents and their treatment through the criminal justice system could be one way in which minorities' experience is better understood and the practices of the differing elements of the criminal justice system (CJS) can be improved on. Until minorities feel their issues are treated sensitively, respectfully and seriously, we are faced with a circular problem: a lack of respect by minorities for the police and aspects of the criminal justice system (which also reflects, in some cases, their experience before coming to the UK) will mean that minorities remain reluctant to report racist incidents to the police, and this under-

reporting will lead to a continuing downgrading of the seriousness of the issue.

Some of the other issues identified during discussion with BME groups and others which highlighted the ways in which racism operates in the region included:

- Racist bullying in schools
- The appearance of racist graffiti on walls and doors of housing
- Difficulties in accessing work and training; and underemployment when accessing work (for example, not recognising qualifications and experience obtained abroad)
- Lack of help from business support organisations when trying to set up small enterprises
- Inadequate interpretation and translation facilities when accessing services, such as GP services and other forms of primary health, hospital and public health provision, and even in some advice services
- Poor levels of provision for women only services such as health and recreation
- Inadequate provision for or understanding of the needs of minority elders
- Generally hostile and sometimes inflammatory tones towards immigration and migrants adopted by some media
- A weakening of cultural identity, with a lack of effective minority role models in leadership positions
- Poor recruitment practices amongst public and private bodies leading to under-representation of minorities in those bodies
- Discriminatory lending and mortgage practices amongst banks and building societies for those wishing to buy houses or start up businesses

Police data

Analysing data from the three police forces in the region proved difficult particularly in relation to drawing comparable assessments between the three force areas, because of incomplete and inconsistent data. The data that was available showed:

- o Racist incidents occurred throughout the region and whilst there were greater levels of occurrence in those areas where there were higher levels of minority settlement, racism remained an issue in both rural and urban areas and in areas of high and low minority settlement
- o There is no indication that the North-East presents a picture of the pattern, type and nature of racist offending that is distinctly different from that in other UK police areas.
- o Of particular concern is the inconsistency between the police forces' data and the significant number of missing data. The answer to this problem may require better liaison between police forces and guidance from relevant government departments. Given that minority ethnic people are least likely to report crimes committed against them, the impact of missing data in understating the real nature and extent of racist offending in the region should not be underestimated.

The full report *'Race', crime and justice in the North-East Region*, by Gary Craig, Maggie O'Neill, Bankole Cole, Georgios A.Antonopoulos, Carol Devanney and Sue Adamson with Paul Biddle and Louise Wattis, is available by sending a large A4 stamped addressed envelope to 'Race' report, SASS, Durham University, Elvet Riverside II, New Elvet, Durham DH1 3JT

Section 1: Introduction and Context to the study

1.1 Background

This study emerged from discussions between social policy and criminology academics based at Durham, Northumbria and Teesside Universities, together with a representative of the Ministry of Justice. There was a recognition that this might be an urgent area of work in the North East region as relatively little appeared to be known about the profile of Black and Minority Ethnic (BME) groups (including refugees and asylum seekers) and the criminal justice issues they face, although anecdotal evidence suggested both that the BME population had grown significantly over the recent past (albeit from a level which was low relative to that in the UK as a whole), and that the issue of racism was one which continued to affect them, both in individual and institutional settings. These issues were confirmed in our study.

The research detailed here is therefore a collaborative study undertaken between the three Universities and funded largely by the Ministry of Justice with supplementary support in cash and kind from the School of Applied Social Sciences at Durham University. The study commenced in July 2011. A consultative seminar in November marked the end of the fieldwork phase. This report was produced in early 2012.

The overall aim of the study was to map, in both qualitative and quantitative ways, the BME population in the region and the social, economic and criminal justice issues that it faces, with a view to making recommendations for policy and practice, in order to make a significant difference to the lives of BME groups in the North East region.

The research team wanted to know:

- what was the demographic profile of the BME population in the North East region?;
- what were the key issues affecting BME groups including refugee and asylum groups in the North East region?;
- what are the key issues affecting generalist grass roots community groups in relation to diversity and 'race'?;
- what do these groups understand about the experiences of BME groups?;
- what does the race hate crime data tell us?; and
- what are the key messages from analysis of these data sets for the region?

1.2 Context

The North East region consists of ten unitary largely urban authorities (Darlington, Stockton-on-Tees, Hartlepool, Middlesbrough, Redcar and Cleveland, Newcastle upon Tyne, Gateshead, North Tyneside, South Tyneside, Sunderland) and two other major authorities, Durham (which is a mixed urban/rural unitary authority and Northumberland, now also a unitary authority incorporating six largely rural formerly second-tier authorities.

Northumberland is thus substantially rural with some remote areas.[1] For historical reasons, largely to do with the nature of the local labour market, the BME population of the region is small relative to that of the UK's major urban centres, although it has been growing in recent years. Unfortunately, although the outputs of the 2011 census are imminent, detailed demographic data will not be available at small area level until 2013/4 and the issues raised in the team's preliminary discussions seemed sufficiently urgent for it not to be appropriate to wait for three years to begin to take action. Clearly, many of the issues raised here can be revisited once the census data is available at small area level. Analysis of intercensal estimates suggests that, in common with the rest of the UK, the BME population living in rural areas in the region had been growing more rapidly relative to that in urban areas. In some of the region's urban areas, it also appeared to have growing relatively rapidly and is becoming significantly more diverse as a result, for example, of the designation of Middlesbrough and Newcastle upon Tyne as dispersal areas for asylum seekers, and the relatively large-scale migration of A8 migrant workers who have been working in rural areas but tend to live in the more urban centres. This means that, in addition to the longer-standing minorities in the region (those of Indian, Pakistani, Bangladeshi, African Caribbean, Chinese, Black African and Romany origins) there are also significant numbers from countries with no strong historical connections to the UK (e.g. Afghanistan, Iran, Iraq, Somalia), and from East and Central European countries, (including the Balkan countries), and there may be very many other nationalities represented within the region. By way of comparison, a recent study of York (Craig *et al.* 2009), seen by many as virtually monocultural until fairly recently, has shown that there are almost 100 different languages and almost 80 national origins represented amongst its relatively small population.

Of particular relevance to those authorities in the region which have significant rural elements, the relatively small number of minorities has allowed rural local authorities in particular in the past to dismiss their needs as numerically not significant (NYBSB 2007). This breaks the terms of the Race Relations Amendment Act 2000 and the Equality Act 2010, each of which requires public bodies to promote equal opportunity and oppose discrimination. However, evidence is emerging of the continuing problems of racism both in rural and urban areas. For example, a study a few years ago demonstrated that one quarter of all BME entrants in the first two years' cohorts of medical students to a new medical school in the north of England witnessed or experienced racial abuse or assault (Craig and McNamee 2005). A doctoral study recently completed in Durham also demonstrates some of the substantial difficulties of racism and racial violence faced, particularly by refugees and those seeking asylum, in the North East (Vickers 2011). In neighbouring North Yorkshire, despite the police maintaining till relatively recently that racism in rural areas was a minor problem (RAJINY 2009), involving perhaps up to 15 incidents per year, data released by the Home Office indicates that an average of around 200 racist incidents were logged in each of the past three years (Home Office, Racist incidents by police force area, 2008/9-2010/11 at www.statistics.gov.uk/hub/crime-justice/police/police-activity: accessed 21.01.2012), indicating the difficulties facing minorities in rural areas who are isolated and distrustful of the police, leading to significant under-reporting of 'race' hate crime. A national study, funded by Department of Communities and Local Government, of the experiences of Chinese people indicated that racism was a serious problem for the Chinese population, the only minority population group currently found in every local authority area within the UK (Adamson *et al.* 2009).

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[1] Note on terminology: Northumberland county should not be confused with the area of responsibility for Northumbria police force which covers not only Northumberland county but also the five former districts of Tyne and Wear: Newcastle upon Tyne, Gateshead, North Tyneside, South Tyneside and Sunderland.

At the same time, BME populations in the UK, particularly outside of a few major urban centres, still have few effective means by which to express their needs (Chan *et al.* 2007). Historically, the BME voluntary and community sector has been underfunded, poorly staffed and excluded from not only the deliberations of most statutory partnership bodies but even from mainstream BME groups. The present public expenditure cuts will, research has demonstrated, disproportionately affect BME groups and other grass roots community groups; many of these are very small and often depend either on one paid member of staff or entirely on volunteers.(Craig 2011) Many of these groups may have to close. In this context, it is increasingly urgent to understand and respond to the needs of local BME populations (of whom the team estimated there might be upwards of 100,000 in the region).

Singh (2009) argues that criminological research has struggled to keep pace with the social and political contexts to such debates, that there are relatively few academic texts analysing these issues in depth (e.g. Bowling and Phillips 2002; O'Neill 2010) and there has been little progress towards resolution of these key concerns. There is still substantial over-representation of BME people as offenders or amongst those stopped and searched by police, and under-representation in staff roles across the criminal justice system (Ministry of Justice 2007; Sveinsson 2012). Indeed, there is a lack of research into many aspects of the diverse experiences of people included in the catch-all category of 'BME' (Craig *et al.* 2012). What the available research makes very clear is the vital importance of an anti-racist criminal justice system, underpinned by research, analysis and debate; the criminal justice system is, after all, the major institution for, in the last resort, promoting race equality.

1.3 Methodology

The research team responded to this situation by deciding to conduct a study combining qualitative and quantitative research to better understand the experiences of BME groups and issues of race, crime and justice in the North East region by undertaking:

- an initial mapping of the BME population (including the recently-published 2009 ONS population estimates) to identify the demographic profile of BME groups in the region;
- a comprehensive mapping of all the BME-led groups in the region;
- qualitative interviews of a sample of BME-led groups, to map the issues affecting such groups, including those working with refugee and asylum seekers;
- a parallel mapping of grass roots generalist community groups (i.e. by generalist, we mean those not specifically directed at one particular ethnic group), and interviews with a sample of such groups;
- a consultative event with an invited group of refugees and those seeking asylum, from the region; and
- quantitative analysis of race hate crime data across the region, provided through local police forces.

The initial research results were shared with criminal justice agencies, community groups and the Ministry of Justice at a Chatham House seminar event at Castle College, Durham University on 29th November 2011. Feedback and further consultation at this event elicited suggestions from participants for responding to the key issues raised. These are documented in the following sections of this report and the concluding section draws together some key issues identified in the study as a whole.

The qualitative samples were drawn from separate mappings undertaken of BME-led organisations in the region (drawn together from research undertaken in each local authority area through networking, public directories and from information provided by major BME organisations in the region such as the Regional Refugee Forum and BECON-Black Minorities Community Organisations Network) and of what were identified as community organisations with no particular emphasis on the issue of ethnicity, using data bases which were publicly available or through voluntary sector umbrella organisations. The sections below outline in more detail how the samples were constructed but essentially, the aim was to gain the perspectives of community organisations representing BME groups, those active in areas where there were mixed populations (i.e. largely white areas but with a significant proportion of BME residents) and 'generalist' organisations, active in areas which were wholly or almost wholly white in terms of the population they served. In general, we aimed to elicit the perspectives of community organisations, i.e. those without major funding or paid staff, since we wanted to hear the opinions of those closest to the ground in the areas. In each of the areas we selected an appropriate and representative sample of organisations, based on size, type of activity involved and geography. Key activists were interviewed in each organisation using a common research instrument and the focus of interviews reported here was on their perspectives on the issue of 'race' and BME populations, in terms of their own perspectives and the perspectives of those of other ethnic origins.

Section 2: A profile of BME populations in the North East region

2.1 Demography

In the period 2001-2009, the North East region's population increased by 44,000 (1.7%). However, the White British population has decreased by 57,000 in the same period to 92.5%: the most significant regional changes have seen an increase in the White Other category by 25,000 to 1.8%, a doubling of 'mixed' categories from 9,500 to 18,400, an increase of 250% in the Indian population to 26,700, a doubling of the Chinese population to 11,300 and a 50% increase in the Pakistani population to 23,700. All minority groups have increased their presence but the most spectacular rise has been amongst the Black African group, an increase from 2,900 to 12,600 (330% increase) presumably because of the growth of a refugee population. This tripling is emphasised particularly in Newcastle upon Tyne and Middlesbrough, the two formally designated refugee dispersal areas in the region.

The white British population in the region, as noted, now constitutes 92.5% of the total regional population, down from 96.3% in 2001. The White Irish population has increased slightly (20%, to 10,500) but the White Other category increased from 0.9% to 1.8%: this is a catch-all category and will certainly include both some of the East and Central European migrant workers operating largely in rural parts of the region, and refugees categorised as White Other (for example, probably, Kurds, Iraqis, Iranians). The regional overall BME (non-White) population is now 5.3%, about one-third of that of the UK as a whole although the regional rate of growth is considerably greater than in the UK as a whole. Within the region as a whole, there are 195,000 non-White British people or about 147,000 non-White people, substantially more than many people might have anticipated.[2]

At an individual local authority level, key indicators include the following, demonstrating that each local authority reflects a markedly different demographic pattern. It is important to note that this uneven growth of particular population groups may relate to a variety of factors, in particular, labour market issues (where Indian migrants tend to be working in professional posts) and the impact of refugee flows, particularly to Newcastle upon Tyne and Middlesbrough, as well as the history of settlement. (Craig *et al.* 2012) Additionally, the A8 and A2 migrations (that is, of migrant workers from East and Central European countries acceding to the European Union in 2004 and 2007 respectively - some of which migration may be temporary) have undoubtedly had an impact. This needs particularly careful examination since many migrant workers live in urban areas but work in surrounding rural areas. Universities may have an impact at the margins, particularly in areas such as Durham (where the University has a relatively high proportion of fee-paying overseas students for example) where there are relatively small minority populations in the general population. The 2009 figures are not available at ward level so it is not possible to plot concentrations on an up-to-date basis but it is certain that some areas will have concentrations of minority residents and some will remain almost totally White British. It is also worth noting, from a range of other research[3], that virtually every area in the UK will have a substantial number of migrants who are not documented and therefore do not appear in official data sets. These are likely to

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[2] These categories are those used in the 2001 census. Codes used by police for recording data sometimes differ from these in terms of broad categories; for example IC6 refers to Arabs and, presumably, Arab-looking people.

[3] See for example Wills *et al.* (2010)

be working in the most exploitative and hidden working conditions. Recent estimates suggest that there may be as many as 800,000 such workers within the UK which, on a pro rata basis would suggest that there might be about 3,500 irregular workers in the North East Region. This would marginally increase the non-white British population in the region to about 5.5%.

Box 1: Summary of demographic trends of north-eastern local authorities

Newcastle upon Tyne: 6% increase in overall population but small decline in White British. Doubling of Other White, 250% rise in Indian, tripling of both Other Asian and Black African.

North Tyneside: Small increase in population, small decrease in White British.250% increase in Other White, tripling of Black African.

South Tyneside: Small decline in overall population, White Other increased substantially as had Pakistani and Other Asian. Indian almost doubled.

Gateshead: Population at standstill but White British declined by 4%. Other White, Indian, Pakistani and Chinese all show significant growth.

Sunderland: Small increase in population, large decline in White British (5%). Tripling of Other White, doubling of Indian, increase from 0.1% to 0.6% of Black Caribbean.

Darlington: Little overall change in population. Most significant changes in Other White (which may include Romani) and Indian doubling from 0.4

Durham: 2.5% increase in population but small decline in White British. Other White has doubled as has Black African (albeit from a low base); Indian increased by almost 400% (probably due largely to University).

Northumberland: Small increase in population and small decline in White British. Other White and Indian doubled, Pakistani increased by 400% but from very low base.

Redcar and Cleveland: Very small decline in overall population, slightly larger decline in White British. Other White and Indian doubled, Pakistani tripled, Black African and Chinese grown substantially from low bases.

Hartlepool: Marginal shifts in overall population (up) or in White British population (down) but consequent doubling of BME population (which remains very small). Most significant (but numerically small) changes are doubling in White Other and in Indian population.

Stockton-on Tees: Population increased by 4% (greatest rise for Teesside) and all of increase accounted for by rise in non-White British. Other White and Indian doubled, Chinese and Other Asian doubled each to 0.6.

Middlesbrough: Overall population at a standstill and White British declined by 4.2%; Other White increased to 2.1 (60% rise), Black Caribbean and Black African both increased by about fourfold, Indian more than doubled but Pakistani slightly declined (but still at 5,000 or 3.6%), largest in region in proportional terms.

Overall, a familiar pattern underlies trends in most local authorities in the region: there have been small overall movements in their population with a decline in White British residents being compensated for by a growth in the minority population, albeit with a different pattern in each authority. White Other (including some migrant workers and some refugees) take a significant share of this growth, together with the Indian group; most other ethnic groups are also growing with some variations. Where refugees have been settled, there is a trend on top of those described here, with groups such as Black Africans growing more rapidly. Chinese populations continue to be steadily growing albeit at a relatively small numerical level and, as in the UK more widely, are found in every local authority across the whole region. Mixed categories are, as again across the UK, a rapidly growing set of categories and now together constitute almost 2% of the England population and 1% of the North East Region.

Table 1: Black and minority ethnic groups: patterns of settlement in the North East Region: 2001-2009

	All groups	White British	White Irish	Oth Whi	Mixed: Wh/Blk Carib.	Mixed: Wh/Blk African	Mix Wh/Asia	Mix Oth	Indian	Pak.	B'desh	Other Asian	Blk Carib	Blk Afr	Other Black	Chinese	Other
England2001	49450	42926	629	1342	234	78	187	154	1046	720	282	244	570	491	97	227	222
England2009	51809	42893	558	1862	301	128	292	236	1414	991	384	378	609	788	125	440	412
North East 2001	2540	2446	8.9	22.0	2.9	1.9	5.0	3.0	10.5	14.7	6.4	3.4	1.0	2.9	0.5	6.2	4.6
North East2009	2584	2389	10.5	47.3	5.8	3.6	9.0	6.2	26.7	23.7	9.5	9.8	5.6	12.6	1.4	11.3	12.4
Durham2001	494	484	1.3	3.4	0.4	0.2	0.7	0.4	0.9	0.3	0.2	0.4	0.1	0.3	0.1	0.8	0.7
Durham2009	506	480	1.6	6.6	1.0	0.5	1.3	0.9	4.3	1.7	0.6	1.0	0.7	1.6	0.2	1.9	2.1
N'rthum'l'd2001	307	301	0.8	2.1	0.2	0.1	0.4	0.2	0.7	0.2	0.3	0.1	0.1	0.1	0.3	0.4	0.3
N'rthum'l'd2009	311	297	1.2	4.1	0.6	0.3	0.8	0.5	1.6	1.0	0.5	0.5	0.4	1.0	0.1	0.7	0.9
Darlington2001	98	95	0.4	0.8	0.2	0.1	0.2	0.1	0.4	0.1	0.3	0.1	0.1	0.1	0.0	0.3	0.1
Darlington2009	100	94	0.5	1.9	0.3	0.1	0.3	0.2	0.8	0.4	0.4	0.2	0.3	0.3	0.1	0.5	0.3
RedcarC2001	139	136	0.5	0.9	0.1	0.1	0.2	0.1	0.2	0.3	0.1	0.2	0.0	0.1	0.0	0.1	0.1
RedcarC2009	138	130	0.6	1.6	0.2	0.1	0.4	0.2	0.7	0.9	0.3	0.3	0.3	0.6	0.1	0.5	0.3
Middlesbro2001	141	130	0.8	1.3	0.3	0.2	0.5	0.3	0.9	5.1	0.1	0.4	0.1	0.3	0.1	0.3	0.3
Middlesbro2009	141	124	0.7	2.1	0.5	0.3	0.7	0.4	2.1	5.0	0.6	0.6	0.5	1.1	0.1	1.3	0.6
Stockton2001	184	177	0.6	1.3	0.2	0.1	0.5	0.2	0.8	2.1	0.0	0.3	0.1	0.2	0.0	0.3	0.3
Stockton2009	191	177	0.8	3.8	0.5	0.2	0.8	0.5	1.6	2.8	0.3	0.6	0.3	1.0	0.1	0.6	0.7
Hartlepool2001	90	88	0.2	0.5	0.1	0.0	0.1	0.1	0.2	0.2	0.1	0.0	0.0	0.0	0.0	0.1	0.1
Hartlepool2009	91	87	0.3	1.1	0.2	0.1	0.2	0.2	0.6	0.5	0.1	0.2	0.1	0.2	0.0	0.2	0.2
Newcastle2001	266	241	1.8	4.9	0.4	0.4	0.9	0.6	3.2	5.0	2.7	0.9	0.2	0.8	0.1	1.9	1.4
Newcastle2009	284	238	1.9	9.9	0.9	0.6	1.9	1.2	8.0	6.2	2.9	2.9	1.3	2.6	0.3	2.5	3.4
NTyneside2001	192	186	0.6	1.7	0.2	0.2	0.3	0.2	0.6	0.2	0.5	0.2	0.1	0.3	0.0	0.7	0.3
NTyneside2009	197	183	0.8	4.1	0.4	0.4	0.6	0.5	1.5	0.9	0.7	0.6	0.3	1.0	0.1	1.1	1.2
STyneside2001	153	147	0.4	0.8	0.2	0.2	0.4	0.3	1.0	0.3	0.8	0.3	0.0	0.2	0.1	0.2	0.2
STyneside2009	152	141	0.5	2.0	0.3	0.2	0.5	0.4	1.8	2.0	1.0	1.2	0.3	0.6	0.1	0.3	0.4
Gateshead2001	191	185	0.6	2.4	0.2	0.1	0.3	0.2	0.5	0.5	0.1	0.2	0.0	0.3	0.0	0.4	0.3
Gateshead2009	191	177	0.7	3.7	0.4	0.3	0.6	0.5	1.6	1.1	0.4	0.6	0.4	1.2	0.1	0.8	1.0
Sunderland2001	285	276	0.8	2.2	0.2	0.2	0.5	0.3	1.0	0.4	1.2	0.3	0.1	0.3	0.0	0.7	0.4
Sunderland2009	282	262	1.0	6.4	0.5	0.4	0.8	0.6	2.1	1.1	1.5	1.1	0.6	1.3	0.1	0.8	1.2

Populations, North East Region, 2001 census and 2009 (red) estimates
Drawn from ONS data: in thousands (figs. may not add due to rounding)

Hartlepool is the 'whitest' local authority as a whole but whole-authority averages mask variations within authorities. Thus it appears from recent data that Easington remains the 'whitest' settlement in the North-East with the chances there of bumping randomly into someone from a different ethnic group computed to be just 2 per cent (Dorling and Thomas 2004). Perhaps the more important statistic however is that there are now almost 200,000 people of non-White British ethnicity living in the North East region. 'Race' and the issues that flow from it – racism, differential access to services, the need for cultural sensitivity and so on, can no longer – if they ever could – be regarded as marginal issues, anywhere in the region. Table 1 above provides a numerical summary of the data on which this discussion has drawn.

2.2 Community Organisations

Altogether, the research team identified slightly more than 150 BME-led organisations in the region. These, of course, were not distributed evenly with 42 organisations being identified in Newcastle upon Tyne but only 3 each in the whole of Durham and Northumberland. To some degree these differences reflect different sizes of BME population in the respective local authority area but, in rural areas, the lack of organisational capacity also reflects the scattered nature of the BME population. This distribution is illustrated in the picture of BME settle-

Fig. 1: Newcastle upon Tyne, distribution of three largest minority populations by ward, Census 2001

Fig. 2: Northumberland, distribution of minorities excluding White Irish as a percentage of total population, by ward, Census 2001
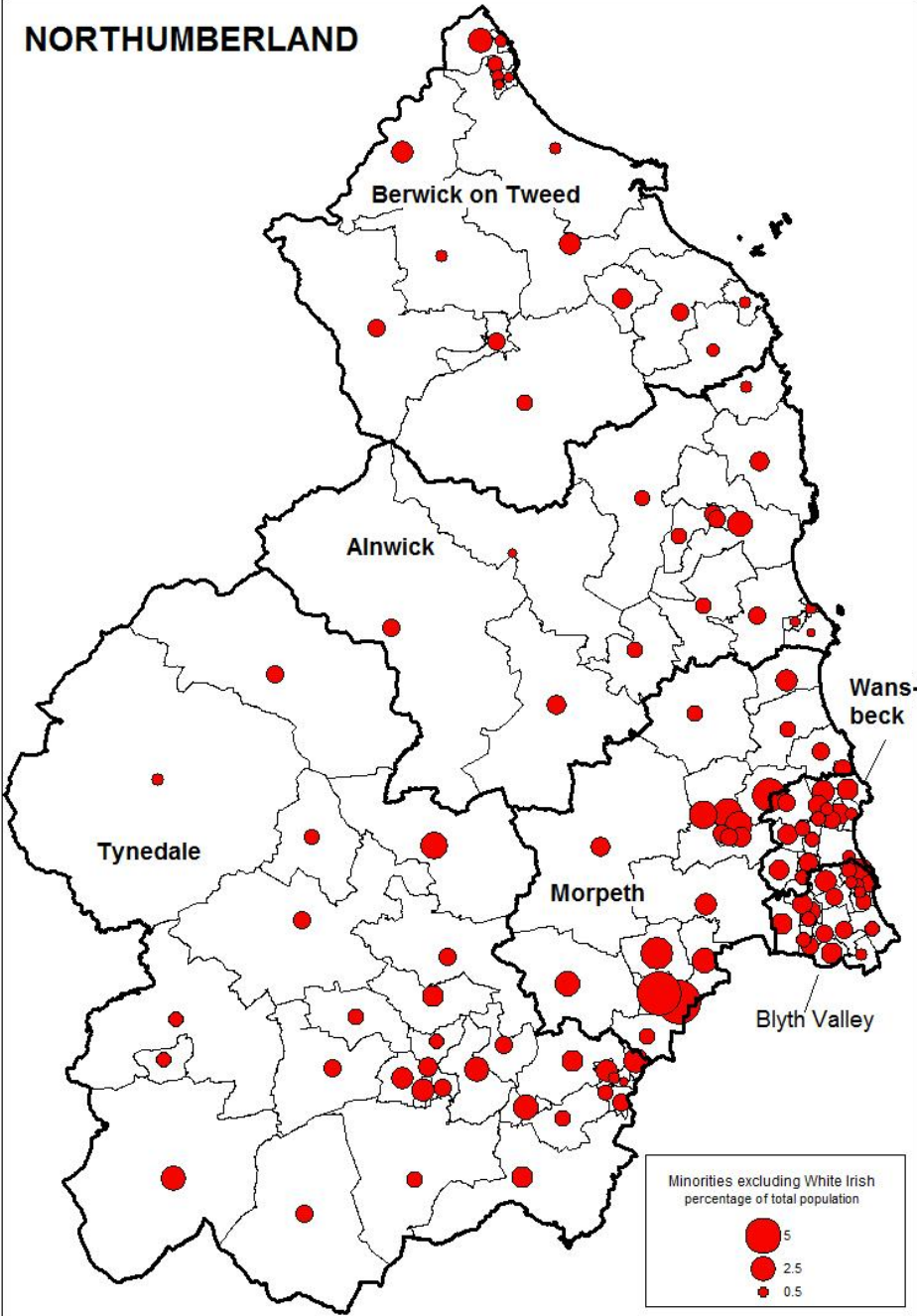
ment drawn from the 2001 census (the most recent time for which small area data is available) in the two figures (Fig. 1 and Fig. 2) below for the most concentrated and least concentrated BME populations, in Newcastle upon Tyne and Northumberland respectively. Some of the organisations identified had a particular focus such as on women, elders or children and we attempted to ensure that our samples included representation from these categories of organisations.

Section 3: Community Consultation

The research team undertook a regional community consultation between July and October 2011 with Black and Minority Ethnic (BME) groups and refugees and asylum seekers, the latter in partnership with the Regional Refugee Forum North East, alongside a parallel consultation with non-BME led generalist grass-roots community organisations.[4] The aim was to develop cross-cutting research with BME groups as well as with generalist community organisations in areas where BME and/or refugees and asylum-seeking people are living, alongside areas where there was little demographic diversity. This approach is important in highlighting commonalities in experience and awareness as well as points of difference in relation to the issues of race, crime and justice facing those communities. This section reviews the findings from those consultations.

Telephone and face-to-face in-depth interviews were undertaken with community groups and organisations in County Durham, Northumberland, Tyneside, Wearside and Tees Valley (the four former Cleveland county authorities together with Darlington unitary authority). These groups were chosen, as noted earlier, by sampling from comprehensive listings drawn up of all BME-led groups and community groups across the region, to obtain representative samples covering issues of gender, ethnicity and faith, for example. A total of 75 interviews were undertaken in addition to a day-long regional consultation with refugees and asylum seekers. In the interviews the research team explored key issues affecting BME groups including refugee and asylum groups and Romany groups. We examined, in parallel, key issues affecting non-BME generalist grassroots community groups, their experiences of diversity and what they understood about the experiences of BME groups in their area. More specifically the research team asked for basic demographic information about the community group and i) the key issues affecting them, ii) their access to services and access to justice and iii) their experiences of media and cultural representations. We also asked participants about their hopes for the future as well as ideas for how things might change. The subsections below summarise the findings from the interviews organised around these themes.

3.1 Black and ethnic minority consultations

3.1.1 BME community consultation

One issue became overwhelmingly clear to us as researchers in our research process. This confirms earlier research elsewhere, (Butt and O'Neil 2004) that some BME communities feel 'over-consulted' with no consequent impact in evidence; one respondent noted that "communities did not receive feedback and did not know what the impact was. People were getting fed up of being engaged continuously and not seeing any benefit". [BME S 6][5]

3.1.2 Key issues and experiences for BME Communities

Racism and Institutional Racism

Our research findings evidenced BME group's widespread experiences of racism and discrimination in the communities and neighbourhoods where they are living as well as in

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[4] A report of this consultation has been fed back through the regional forum to participating individuals and organisations.

[5] The codes refer to the project coding system for identifying but anonymising respondents.

their everyday encounters with public services, public spaces, in employment, when accessing employment and when accessing criminal justice services, and with other organisations. Participants described racist bullying as operating 'under the radar' in schools with some teachers and head teachers minimising the experiences of BME children and young people. Racism is experienced across a trajectory from verbal abuse to assault. Examples given include: being stared at, watched and targeted, derogatory messages such as 'monkey' and 'what do you want here?' daubed on the outside of houses and windows, eggs thrown at houses, vandalism and cars damaged. A woman (not, as it happens, of Pakistani origin) described being called 'Paki' and her children called 'black monkeys'. Participants described being treated differently on public transport, people moving away and not wanting to share a seat on buses and being overlooked in queues: "People from BME communities rarely use public transport because of racism." [BME S 6] Following the 7/7 bomb attacks in London, one community leader said that women in traditional clothes in a city indoor shopping centre were spat at, verbally abused and had their hair scarves pulled off but that this has subsided now. English Defence League activity and the racist targeting of a mosque in Darlington was described, as was the support from the Police that effectively prevented a serious incident and protected the Mosque. The resilience of the individuals and groups we interviewed was also apparent.

> "We try not to take it personally. Discrimination and people being nasty on buses and in public spaces. [BME D 1]

Some local areas are described as "particularly racist" [BME NC3] where BME groups experienced a general lack of respect in the neighbourhood. Participants described experiences of racial harassment, abuse, attacks and vandalism from neighbours as well as name-calling often by children and young people. [BME NC2, BME NC 3, BME NC 5, BME M'bro 3]. Some participants described being targeted in social housing with poor responses from housing providers. The issues can go on for months and "people are disappointed because nothing changes … only when a situation comes to violence the police would help to resolve it, the police do not want to know it is a racist incident." [BME S 1] Refugee groups described being housed in areas where there are substantial levels of racism and that this experience has enormous impact on health, well-being and mental health.

One participant in Newcastle spoke of a local childcare provider, now closed, that separated the white and black children. Other participants described feeling isolated and that community groups were a lifeline. This was particularly highlighted by the asylum-seekers and refugees who took part in the consultation. A North Tyneside participant described feelings of isolation, being scared and rarely going out. However her situation improved as her English improved and she felt better able to go out and access services and use shops. Her children helped in that they began playing with white children, she began talking to their parents and the process of getting to know each other, helped the family settle into the community. Access to ESOL classes is described as particularly important for Bangladeshi women as well as refugee and asylum groups. [BMEDN1] However, participants also highlighted the lack of funding for, and indeed closure of ESOL classes and a gap in provision as a result of government cuts in funding. [BME NC5]

Language barriers are recognised as important issues for refugees and asylum-seekers and that racism is experienced every day because of language barriers. Participants have been told to speak 'Geordie' and described feeling humiliated and labelled because of accent and language. There was also a recognition that language and communication are important to a

sense of belonging and one participant commented that: "Sometimes things get labelled as racist that are about lack of language and communication". [BME DN2]

Changes over time: "we are pioneers"

A number of participants described their experiences living in communities as positive overall [BMENC1, BMENC2, BMENC4, BMENC5] and some described positive change happening over a number of decades but felt that there was some way to go in the North East in comparison to cities in other regions, which had larger BME populations. Some respondents stated that their experiences of racism had generally reduced over time. Racist incidents between black and white children are described as "very reduced" in Sunderland and one community organisation felt able to report any incident to the city council and the police. "Since 2002 there has been a massive improvement – at that time people could not walk on the streets, fear about their safety. An Iranian boy was killed in 2003, the area had a bad representation after this but it has improved through the work of the organisations in the area to integrate" [BME S 4]. In the experience of the Gujarati community in Newcastle, direct racism is much less common and more isolated now. "Stereotyping still exists but is less common than it was. Fear is not related directly to racism issues, but more that certain parts of the city are perhaps dangerous for anyone". [BME NC 4]

Some participants who stated that the situation had improved over time also, however, described avoiding certain areas, spaces and places as a tactic to protect them from the experience of racism. One participant who lived in Sunderland described going to a "bigger city where people are more accepting", in order to socialise. [BME S 6]

Many respondents had indeed experienced improvements in recent years. A participant, with refugee status, who works in Durham and lives in Stockton-on-Tees, said:

> "When I first came [Stockton] it was not so good, writing on the door, vandalism, eggs thrown, verbal abuse but as time went on, people are warmer, people are better, relations improved with my neighbours, people speak. We try not to take things personally but we are often shown that this is not your country ... All this is very frustrating it affects our community, it reduces them and makes them feel frustrated". [BME D 1]

However, this was not the case for all. "People are less welcoming now because there is no war in Bosnia. As such they do not always understand why Bosnians are living in the UK." [BME NC 1]

The impact of racism on wellbeing & identity

What is very clear from the interviews and evidenced in the available literature is that racism and hostile behaviours impact on wellbeing and one's sense of selfhood, self-identity and belonging. There are complex factors involved in managing and sustaining dual identities for migrants and this is in higher relief for forced migrants who may have left loved ones, including children, behind in their escape to safety. Research participants stressed the need to promote understanding of the different cultures that now make up the North East and for support to help migrants navigate and negotiate the system. A strong message from BME groups across the region is that public sector agencies and services need better understanding of the cultures and communities in the region as well as the widespread experiences of discrimination; and that it is vital to health and wellbeing to be treated with respect by

services and by the public. Ultimately, it was suggested that this will impact negatively upon the NHS in terms of stress-related illnesses and the additional costs of dealing with them.

One response to racism and feelings of being unwelcome is movement and mobility. This includes moving within the North East or moving to cities in other regions that have larger, more established, BME communities and where it is felt there is support, housing and employment opportunities.

> "When people get status they think of moving to the bigger cities where there is more support and more established communities. Here people have been in the North East for the last ten years. We should not put up with this, but also you have to stop and say we cannot take this personally". (BME S 1)

Employment/underemployment: access to training and jobs

It was acknowledged by many participants that unemployment is a huge issue in the North East as a whole and that this also impacts on BME communities and links to people's wellbeing. Participants documented the low number of BME staff in their local authorities, in schools, public services, as elected members, in policing and in the criminal justice system. Access to training and to employment was a major issue for BME groups and for young people. Participants gave examples of racist bullying in employment, underemployment and discrimination when applying for jobs. Qualifications were sometimes not recognised in the UK; they did not transfer automatically in most cases and the cost and difficulties of gaining equivalent qualifications were too high. Some described difficulties accessing employment; these included telephoning to request an application form - when the applicant gives their name, the form does not arrive, yet when they call back with an English surname, it does arrive. On arrival at interview some people experienced being told that the job had been taken. Getting and keeping jobs was difficult for some, not being treated equally by supervisors and managers, and feeling harassed and bullied out of the job. Being able to communicate in English was identified by some as key to accessing employment and in the workplace as communication difficulties at work can make people feel isolated. Jobs involving long hours sometimes meant there was little time for people to learn English and jobs with low pay were identified as restricting housing choices.

One response to discrimination, underemployment and unemployment by some of the participants is to develop businesses and social enterprises. A social enterprise (SE) selling bottled water is in development and the SE intends to use the proceeds from sales to help people aged 16-35 in the UK gain access to employment, education and training and in setting up businesses. They also have an international development project to drill communal wells in sub-Saharan Africa to provide access to clean drinking water. However, participants in this innovative venture reported feeling less than supported by mainstream business support organisations.

Specific issues for: elders, women, children, refugees & Romany communities

Across the region we documented specific issues for young people related to the importance of youth services and their belonging to youth community groups that supported processes of cohesion but also encouraged their training and met access to employment needs. Parents and community group leaders were concerned about access to employment for young people, bullying and racism in schools and the over-use of stop and search policing of young black

people, a widespread issue across the UK.[6] The need for Romany young people to access education and training was highlighted. Parents were concerned about the cultural identity of young people, their dual identity and transition to western culture, to lifestyles involving access to drugs and alcohol, and the weakening of links between older and young people in communities, including grandparents. One organisation provided a minibus to take young women from their homes to a youth project to try and allay parental concerns about safety and their whereabouts. It was agreed by many that children and young people learn the English language quickly which is good in helping social cohesion, particularly where they have many opportunities to interact with their white peers. [BME S 1] The lack of BME role models for young people are a concern for many participants. [BME S 5]

Gender inequalities in some communities, were highlighted with a focus on the importance of community centre spaces for women to meet, share, engage in training and education and gain important language skills. One group had organised female-only swimming sessions. Women from a number of communities have had traditional, domestic roles and needed support to get qualifications, experience and confidence to access employment. It was suggested that this has important links back to supporting the wider community and to supporting younger children and communicating with schools. Accessing support for sexual and domestic violence was also a concern with little targeted service available for BME women.

Elderly community members can often become isolated not only in terms of language barriers but also because the resources are not always there to support them. There are at present relatively few older refugees and asylum-seekers in the North East; some BME people have come to England to help their families and found it difficult to get established. For the more established BME communities, community groups provide a much needed resource, information and support; an increase in social activities for older people was raised as an important issue. Although the age profile of minorities is generally younger than that of the white population, this is an issue that is likely to become more pressing as the BME population ages and its age profile mirrors that of the white population more closely.

3.1.3 Access to public services and justice

Community Organisations

The role of and importance of community groups for BME populations was emphasised very strongly across all of our interviews. Community groups and a focus on community support, integration and cohesion was described as having a very positive impact in addressing racism in communities and supporting BME groups, including a fairly isolated Romany community in Teesside, and refugees and asylum-seekers across the region. One organisation in Sunderland, described as being founded as a response to racism, stated: "Safety and respect and dignity were the most important factors … The aim of the organisation is to serve the community and the multi-cultural area." [BME S 3] Some groups and organisations were established to fill gaps in support, advice, guidance and provision identified within communities and to address isolation of newly-settled communities.

Community leaders were described as bridges to services, networks, support and information. Community centres were stated as having an important role in providing cultural and social spaces described as sites of community cohesion, "integration", multi-agency working,

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[6] Recent reports suggest that Asian people are twice as likely to be stopped by police as white people and that the ratio is as much as ten to one for Black people.

learning and training. The roles these groups played included assisting with access to employment; connecting and networking with communities in other parts of the region and indeed England more widely; offering a meeting and sharing space; a place to educate children on dual heritage and culture; work with schools to address bullying; helping members understand the system in England; offering informal support with translation and interpretation; and providing legal advice around, for example, immigration, debt management and the tribunal system. Community organisations were described as a significant: "resource to communities and other organisations in the North East." [BME S 5]

This issue was significant where there were no such resources. The lack of a meeting place/ centre for the Bangladeshi community in Darlington was an important issue for one participant who felt there was no base to hold social and cultural events for community members. The NHS approached the Bangladeshi group to try and arrange a women's group but could not proceed as they had nowhere to meet. Another participant suggested a multi-cultural centre in Darlington to share cultures and provide a place to meet as well as address issues such as elder isolation.

Hence, community organisations were described as vitally important not only when they supported the needs of their members but also because they brought different communities together and facilitated understanding between communities, where learning about different cultures could take place especially through shared activities such as festivals, food, music and the arts. Good practice examples included international days, the annual black history month, and a Caribbean music event run jointly between a community group and the local authority. One organisation developed an "Eat and Meet" project to help people from various communities to come together, integrate and share experiences through cookery demonstrations, and using different cuisines to educate and increase awareness of different cultures. [BME S 4] A number of participants expressed their concerns that it might be more difficult to organise events in the future because of funding cuts and that support is needed for voluntary organisations to continue the work they are doing.[7]

Access to mainstream services

Overall, access to mainstream services was experienced positively by most participants, although experience of such services was often shaped by racism, and there is disquiet that services are under threat because of funding cuts. Some participants noted improvements with public services, and the police, over the last twenty and thirty years and that community groups have informed and influenced this. There were some mixed and negative experiences of accessing services such as Jobcentre Plus and health services in one local area. Experiences of the public health system is an issue for some refugee and asylum-seeking women in Teesside who described serious outcomes for two women in particular. [BME D 1] Participants described experiences of discrimination and language barriers with translation and interpretation needs a key issue, noted by one participant as a particular issue with written communication from public services. The NHS was described as having a low level of translated material, for example the C-card for young people (sexual health) and breast screening. Some participants also described a lack of confidence in accessing services and the need to raise awareness of the services available, of how to access them and the need to provide help for people to access them.

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[7] A recent report suggests that the BME Third Sector is suffering disproportionately in terms of cuts in government and local authority funding. (see Craig 2011)

> "I don't think there are any gaps, I just want the services to be more aware and more inclusive. The Health Service has no gaps but it should include everyone, the education system too. The issues need to be addressed; we need to look at how to address them." [BME D1]

Some participants stressed the need to recognise that some community members had a "cultural fear" of professionals (BME NC2), and one participant felt that face-to-face activity with professionals was important as websites and leaflets were not enough to convince some BME people to use those services. Participants felt it was important for professionals to understand the experiences of refugee and asylum-seekers and the culture of their countries of origin and how this influences if, and how, they engage with services, and that people need time and advice to adjust to the UK. [BMENC2, BME NC3] Access to services for the Romany community in Teesside is a major issue of concern.

A number of participants felt that agencies needed to develop a better understanding of communities and that the community groups could work with services to make them more engaging and approachable. In one example a community organisation worked with the local authority disability service to address issues of access of the local BME community to the service. Community members were employed to engage with BME families and inform them about the service, address barriers and to work with the service to raise awareness and understanding of cultural considerations. This has resulted in more people from this community accessing the service.

> "Local communities need to be involved in the decision-making process with elected members – there is a need to value BME people in the city. The local authority should go to local organisations and find out if there are gaps in provision". [BME S 5]

Access to Justice

When invited to talk about access to justice, participants spoke predominantly about policing, seeing the police as the front line in the criminal justice system. Some participants also spoke about the courts, access to lawyers and solicitors, and their experience of prison. Overall there were mixed responses to policing with some positive comments and some not so positive. The perspective on the police was similarly mixed, some viewing them as helpful, others less so. It was suggested that the police could learn more about different cultures [BME DN2] and that there needs to be more BME police officers in the region. One participant suggested that the area would benefit from more preventative work with the police and young people.

The police were described as engaging well with a Bosnian community in Newcastle [BME NC1], a refugee community in Stockton and in their rapid response to English Defence League disturbances at a Mosque in Darlington. The "police prevented problems, had intelligence beforehand and were able to protect the Mosque and deal with it before the EDL came". [DN 1] A number of participants represented their community group as members of multi-agency groups and worked effectively with the police. A member of a local police liaison group stressed the "positive experiences of working with the police" and stated that they "were working together for the benefit of the community. Organisations need to come together to work together." [BME S] Similarly, another interviewee described some training undertaken by girl members of a community group who visited the police force so the young women could find out about the different types of work the organisation did. This supported "good and direct links with the police if there are any issues faced by young people". Police representation on the management board of their project was described as "really good".

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[BME S 5] In one area in Sunderland, where a number of BME communities live, bins are set on fire in the street occasionally. One participant stated that the police and fire authority were responsive and if there is an incident extra police are provided. [BME S 4]

However, mixed responses to racist incidents were also documented. "The Police do not listen." [BME S 2] Participants described slow or no responses to reports of racism, vandalism and hate crime [BME H2, BME S3] and some felt that people did not bother reporting incidents as they did not think any action would be taken. In one area, a reporting centre for hate crimes and incidents where victims can report in their own language or get translation support had been set up and the importance of reporting and logging incidents was stressed. Stop and search is, again, an issue for some community groups and they described having low expectations of the police. For some other groups, improved relationships with the police were reported over time. [BME NC4] A refugee group stated that their experience of the police was based upon prior negative experience in their home countries and in the process of forced migration. [BME NC2] This group had a positive view of the police describing no problems regarding justice in the UK; by comparison with policing in their country of origin, English policing is good but sometimes "they do it in a way which is wrong." [BME DN2]

> "One of my friends set up a business, a restaurant. Young people would come and urinate in his doorway. The police come and ask him for his papers, to check on him. This is a good person who helps his community and is trying to run a business. He closed the restaurant." [BME D 1]

One participant described cultural understanding of prison staff as a gap in access to justice. Another pointed out that the local Citizens Advice Bureau (CAB) does not have interpreters and is doing more phone-based work now, which is problematic for people with little or no English language. [BMES2] Furthermore, refugee and asylum-seekers are concerned about the level of understanding of criminal, civil and immigration laws and systems by both the police and the refugee and asylum-seeking communities, a situation which leads to considerable misunderstanding and apprehension on the part of BME groups.

3.1.4 Media Representations

In general, BME groups reported negative representation and messages in the mainstream national media. This was particularly the case for refugees and asylum-seekers and the Romany community. One participant described negative images and messages being portrayed in public health advertising. It was suggested that the mainstream media could do things differently.

> "The media could try to address these difficulties, at the moment all we see and hear is that people come for benefits or for the health service, instead of telling the reality and also what we bring and the good that we do. It will take a long time to change. On Look North you might see news of a petition against immigrants but they could also focus upon the positive stories, the positive community issues, once in a while show what Africans are doing in the community. It will take a long time before change happens". [BME D 1]

Many groups also reported positive experiences with the local media (citing the Northern Echo and South Durham Times, for example) and a two-way flow of communication: "We collect information from them and can use these mediums to inform others." [BME DN1] A film about refugees produced by Darlington College (2008/9) was described as a positive

local example as it was supported and advertised by the Northern Echo. Another participant did not think BME communities were portrayed badly in the local media. However, they: 'do not get much coverage, despite an increase in BME groups.' [BME S 1] It was felt that the media could be used positively to promote what BME communities/groups, are doing.

Some people documented the usefulness of links with mainstream media especially in publicising the work of their organisation. However, the capacity to promote work in this way had been reduced for one project due to funding cuts, as continuing this work would take resources from the front-line delivery of the project. [BME S 5]

What was very clear across all the respondents is that the mainstream media have a strong influence on knowledge, awareness, attitudes and perceptions, indeed that they are able to set agendas on a continuing basis across many different formats; moreover, that visual perceptions influence how people view society and individuals.

3.2 Generalist community consultation

This section is based on consultation with non-BME-led 'generalist' community groups and presents an account of: (1) the issues experienced by generalist community groups and specifically their views on increasing diversity and understandings of BME populations in the North East of England; (2) the issues relating to their perceptions of access to public services and justice; and (3) cultural and media representations in relation to BME groups in the North East.

3.2.1 Issues experienced by community groups

Community Issues

The first theme identified by generalist organisations was around anti-social behaviour in the community, or what was described by one of the participants as 'low level lawlessness', which has very adverse effects on the quality of life of individuals irrespectively of their ethnic or other background. Criminal activities such as drug dealing, thefts and burglaries were described as well as hate crime against the LGBT (lesbian, gay, bisexual, and transgender) community. For instance, in one case that was revealed by a representative of the LGBT community, a woman was raped and allowed to be mauled by dogs because of her sexuality. Drug use and alcohol use were also identified as significant issues experienced within local communities. High levels of unemployment was identified by participants as *the* major problem in the region, a result of the worsening financial crisis and its manifestation on the national and regional level, and one with the capacity to exacerbate all other social problems experienced by local communities.

Sustaining community groups and declining community spirit

Many generalist groups referred to the challenges of sustaining community groups and recruiting new members due to what was described as an increase in apathy in the community, and a rapidly declining community spirit, with some groups being uncertain about their survival. There was a view that there was no commitment to the community or neighbourhood anymore, and that the apparent lack of interest in community matters in many

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localities or wards are due to – many times – practical issues such as limited time or, very importantly, the impact of funding cuts. Finally, an issue that generalist groups consider as important in its contribution to the declining community spirit is that reflected in housing patterns and trends. Specifically, the shift from owner-occupied to rented housing in many localities has created a transient population which generally does not settle and does not establish links with the locality.

A significant part of the issue of sustaining local communities is related to funding issues. In fact, funding issues permeate many of the themes which have been highlighted within the current project. There was a tendency on the part of the generalist groups to think that funding cuts as well as bureaucratic procedures when applying for funds would create gaps in services and for specific groups of people. The need was identified, for preventative work to stop problems and issues developing and escalating, and funds to continue work that had started but now seemed threatened.

3.2.2 Issues in relation to increasing diversity and understanding of BME communities

Initially, it should be mentioned that the views from non-BME organisations about minority ethnic groups were rather mixed, often depending primarily on the historic or prolonged presence of minority ethnic groups (or of *a* minority ethnic group) in an area. For example, Yemeni and Bangladeshi communities have existed in South Shields for decades and this type of diversity appears to have created no significant problems. However, in some other localities and specifically the ones that were overwhelmingly white and in which in-migration and concentrated settlement of BME groups constitute *relatively* recent trends (e.g. Middlesbrough), the presence of BME groups has often been seen as a "cultural shock" by the ethnic majority. (GEN Mboro 4) In areas with little diversity in the population, participants had no experiences to draw on and did not generally feel in a position to provide comments about the issues that might affect BME communities.

The participants from generalist organisations shared a concern, however, that policies and practical interventions to address BME issues in particular are tokenistic, and that funding was often short-term and insufficient to make a difference. Participants noted that all community services are now struggling for funding and BME groups and services will be squeezed under the current financial climate. For example, it was understood in one area that: "some BME communities faced problems securing funding for churches and mosques – places where the community could come together." (GM Dton 1) The decline in funding for faith-based activities will, according to the participants, impact on many activities designed to bring different faith communities together.

One community group that aimed to increase the diversity of its work on community cohesion issues, developed projects to address concerns identified around housing, translation of written communication, and community planning. The group was also involved in setting up a Bengali language school for children and mothers. The participant noted community cohesion work was challenging and had at times been divisive but also noted the need for a non-denominational base.

Integration, segregation and isolation

In terms of integration/segregation, it is thought that generally BME communities mix into and are an integral part of the local community although, however, it was emphasized by the

participants that there is still a problem of isolation and resentment of BME groups in some areas of the North East region that results partly from cultural differences or similarities/commonalities. These may reflect a lack of understanding resulting from limited contact. Specifically, minority ethnic groups that originate from former British colonies fare much better that Kurdish or Arab populations. (see GEN Ston 3) Two additional reasons were identified by the representatives of generalist organisations in relation to segregation and isolation. The first is that some, primarily Muslim, BME communities are generally seen as inward-looking, with no or limited interaction with the ethnic majority; and, secondly, housing allocation policies which, specifically in the case of asylum-seeking groups, have resulted in the ghettoization of asylum-seekers into specific geographical areas, which generally tended already to be high-crime, disadvantaged areas.

Participants also highlighted specific issues related to asylum-seekers and refugees. It was suggested that negative attitudes towards asylum-seekers were more common in people in their 30s and 40s (GEN Ncle 1), whereas younger people are significantly more tolerant. Part of the driver for the negative perception about asylum-seekers among the former, older, groups is the widely-held perception that asylum-seekers (often confused in this context with 'migrants' more generally) are taking local people's jobs, receive generous welfare benefits, and generally get an 'easy life', which a number of participants felt needed to be challenged and addressed. A small number of responses indicated a clear understanding of the situation with migrants and asylum-seekers, and the practical difficulties they face such as language limitations, the costs of communication with family back home, problematic passing of information about services they can access, cultural barriers to integration as well as isolation: "People have left families to be here on their own, that must be scary and hard." (GENMboro 2) Finally, although asylum-seekers were largely viewed as law-abiding, there were a few references to the 'grooming' of young girls by refugee men, primarily Kurdish men in one area.

Racism and racist crime

Racist crime against BME groups was an additional, important issue identified by the representatives of the generalist organisations interviewed. Victimisation of this nature takes, according to the participants, various forms ranging from the allegedly 'harmless' prejudices against a specific ethnic group or BME groups as a whole, to discrimination, verbal abuse and harassment, vandalism and theft of BME property. There was a widespread belief that racist views are entrenched primarily by older people and in many instances openly expressed, although some participants noted that racist views are often shared by children too. This leaves open the question of where children learn these attitudes. One of the terrains of discrimination against ethnic minority people is the labour market where, according to the participants, highly qualified individuals from BME communities cannot get jobs, have to take jobs below their qualifications resulting in a 'class downgrading', or do voluntary work. Despite the general difficulties that BME groups face in securing stable employment, difficulties that are also shared by large segments of the white, ethnic majority populations, in some localities, the issue of employment/unemployment has been exploited by right-wing groups in order to promote their views that migrants take locals' jobs and to blame the migrant communities for unemployment in the White community.[8]

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[8] There is a growing literature which challenges the myth that immigration creates unemployment amongst the settled population; if anything, the reverse is true. See, for example, Lucchino et *al.* 2012.

3.2.3 Access to public services and justice

No real problems in accessing services of any kind were identified by the representatives of the generalist community groups and, generally, the relationship with local authorities was reported as being very good and smooth, although sometimes there is tension because of different priorities set by community organisations and public services. Community groups are involved in or even host multiagency fora and meetings, and this collaboration fosters better access to services. (GMDN1, GMDN2, GMDN3) In addition, some organisations have developed relationships with individuals in the local authorities and other agencies, including the police, which facilitates problem-solving: As one of the participants suggested: *"Knowing key people in authority helps when there are issues."* (GMND1)

In some respects, community groups were seen as services to the community in the sense that they make a significant difference in the local area, by helping to revitalise estates, and arranging and providing activities, courses and events for groups that are perceived as disadvantaged, unemployed and with limited recreational opportunities such as young people.

<u>BME groups and access to services</u>

In relation to BME groups in particular, there were mixed views about access to services. Specifically, participants identified that access to mainstream services can be problematic due to lack of understanding and knowledge of staff in agencies such as housing associations and community centres, and that accessibility can depend on the size of agency with smaller, locally-based agencies being less accessible due to lack of training in diversity issues. BME access to GPs has been a problem in a small number of cases but the fact that local doctors were coming from a wider range of ethnic origins, in addition to the presence of GPs specializing in BME communities, was considered a positive aspect. One participant noted that a recently-opened health centre in an area with a significant BME population should help people from BME communities to access primary health care. Although numerous public sector organisations including health services publish information in a variety of languages, participants felt that BME groups still have negative experience of hospitals in terms of communication with hospital employees in general, waiting lists, and – due in part to inward-looking attitudes amongst some groups – limited access to information about services. Specific segments of the BME groups such as women and the elderly face additional limitations in accessing services because of limited or no knowledge of English (GEN Ncle 2) as well as (in the case of minority elderly) the cultural tradition of communities themselves undertaking elder care. (GEN Ston 2) The need for trained translators and interpreters to reduce the communication barrier for accessing public services was seen as essential. Finally, public services offer very little and generally inadequate support for asylum-seekers who are hugely reliant on voluntary support, and it was identified that more needs to be done to provide information about service availability and access to help that most vulnerable of groups. Some participants said they were not aware of minority ethnic people in the police or on the council and felt it was important to have BME representation in public services.

<u>Access to justice</u>

Mixed views were also offered in relation to access to justice services. Many generalist community groups felt supported by the police and community support officers, who often attended their meetings to receive problems and give feedback, but some felt this support had reduced more recently. Specifically, although key individuals are crucial to facilitating better

access to justice, participants emphasised that parts of the criminal justice system, and specifically the police who are the gatekeepers at the process, are generally ineffective in handling cases and dealing with the criminal and racist victimisation of BME groups. Participants felt that BME groups might mistrust the service and are generally reluctant to report their victimisation to the police. Although some interviewees felt that there is probably still institutional racism within the police, they acknowledge that the police culture in relation to BME communities and dealing with hate crime is changing, including assistance with hate crime against disabled people and members of the LGBT community.

3.2.4 Cultural and media representations in relation to BME groups

Interviewees from generalist community organisations suggested that media representations of BME groups are mixed and that there is a clear distinction along the national-local level. Generally, local media ranging from community newsletters, radio stations such as Community Voice FM, Radio HP FM., and local newspapers such as the Evening Gazette include positive stories and case studies about minority ethnic groups in the locality, portraying good relations between communities and positive representations of cultural events coordinated by BME groups, bringing communities together and offering scope to improve the BME voice in the area such as through the Middlesbrough, Newcastle and Sunderland Melas.[9] On the other hand, much of the national media, and specifically tabloid newspapers, tend to offer an inaccurate and negative representation of BME groups by focusing on negative issues and problems caused by BME and by neglecting positive stories. For instance, in one of the cases mentioned, in a report on a court case involving HIV transmission, the emphasis was on the offender being of foreign nationality. Two of the interviewees characterised the Daily Mail in particular as "sensationalist and nasty" (GENNC2) and "Nazi propaganda" (GENMB4). It was felt that focusing on the presentation of negative stories by the media could cause, or add to, problems and tensions.

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[9] A Mela is a festival, usually associated with South Asian peoples.

Section 4: Racist crime data in the region

The three local police forces in the region were approached to provide recent data on racially aggravated offences in order to assess the nature and extent of racist offending in the area, the ethnicity of victims and offenders, their geographical location by post codes and the location of the incidents. Accordingly, anonymised crime data was obtained as far as possible from Cleveland Police, Durham Constabulary and Northumbria Police (hereinafter referred to as Cleveland, Durham and Northumbria respectively). Durham and Northumbria provided data for April 2008 to March 2011 consisting of 624 and 1214 offences respectively. Cleveland data consisted of 524 offences and covered the period between April 2010 and December 2011. Northumbria and Cleveland data consisted of information on both victims and offenders, including the status of offenders, whether accused or not. Durham did not provide any information on offenders, only on victims. Only Northumbria provided data on the age and gender of victims and offenders. However, all the forces provided information on the venue or location of offences and the types of offences committed.

4.1 Location of incidents

Post codes were required in order to be able to provide GIS maps on the location or venue of offences. Cleveland provided full post codes for all but one of the incidents listed and Durham for 612 out of the 624 offences listed. In contrast, Northumbria data showed only postcode districts rather than postcodes meaning that the location information is generalised, keyed to the centre point of each postcode district rather than an exact location of the offence, to within 100m. This may result in apparent anomalies in the geographical patterns. Postcode district for the location of each offence was available for 693 offences, of which 690 were locatable within the Northumbria police area. Postcode district of victim address was also available for 1083 offences, of which 1065 were locatable within the police area. Eighteen victims were from other parts of the country, including Manchester, Luton, and Kingston upon Thames. A major problem with all the forces' data was the high frequency of missing information (blank, unknown or not available) in most fields and occasional obvious errors; for example , a date in the 18th century for 16 cases in the Durham police area!

Figures 3 – 6 show the location of incidents by circles proportional to the number of incidents at a grid reference or within a postcode district (in the case of Northumbria). As can be seen, and hardly surprisingly, incidents are concentrated mainly in the large urban areas. In Cleveland, these include Middleborough, Stockton and Hartlepool. In Durham, there are particular concentrations around Durham, Darlington, Bishop Auckland, Newton Aycliffe, Stanley, Chester le Street, Consett and Peterlee. In Northumbria, Newcastle and South Shields have particular concentrations. In addition, in all three police force areas, isolated incidents or groups of incidents could be found in rural or not so heavily populated towns such as Billingham, Redcar, Loftus, Yarm and Saltburn by the Sea in Cleveland; Rothbury, Hexham and (probably) Morpeth in Northumbria; and Trimdon, Fishburn, Evenwood, Wolsingham, Stanhope and Barnard Castle in County Durham. Clearly, then, racist incidents (and presumably, therefore, feelings of racism) are not limited to urban areas or those where there are significant numbers of minorities. This, together with the other data collected in this study, confirms the findings of other studies pointing to the worrying growth of racist incidents in rural areas (RAJINY 2009 – and see below).

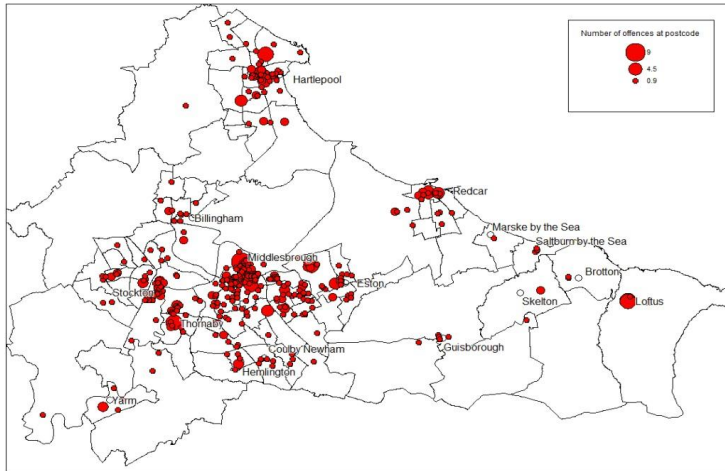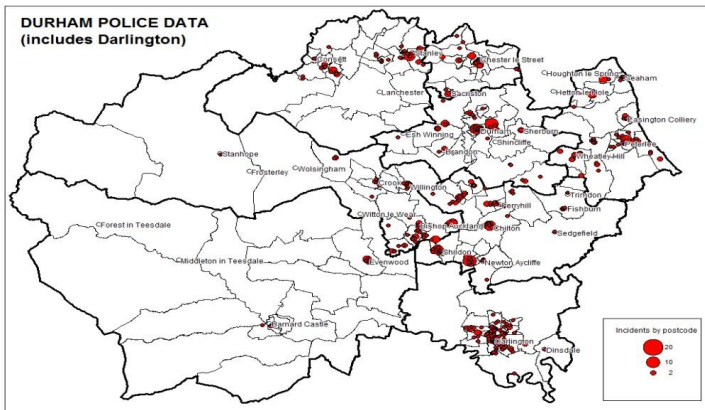**Fig 3: Location of incidents (Cleveland)**

Fig 4: Location of incidents (Durham)

We attempted therefore to discover whether there was a relationship between racially motivated crimes and proportion of resident ethnic minority population as at Census 2001 by ward. Figures 7 and 8 show the location of incidents by victim address on a base map of the proportion of resident ethnic minority population by ward in Northumbria and Tyneside. In contrast, Figures 9 and 10 show the same information for Cleveland and Durham but by location of incidents alone.

Fig 5: Location of incidents (Northumbria)   **Fig 6: Location of incidents (Tyneside)**
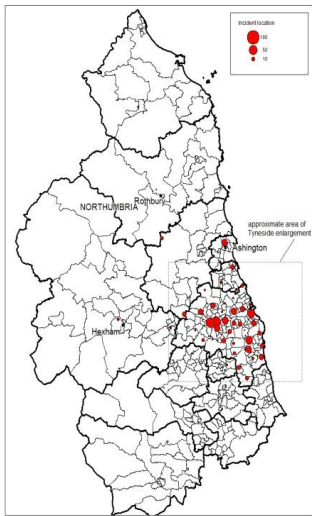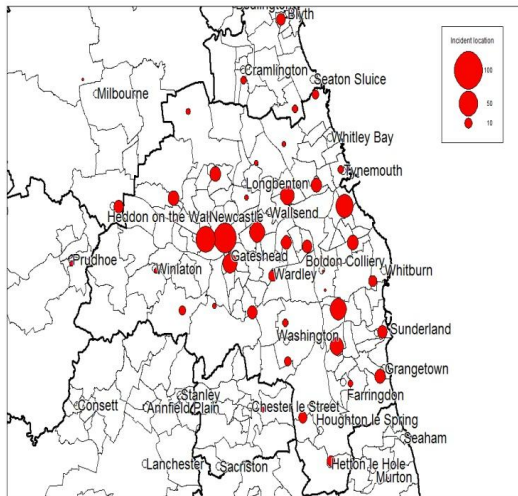
**Fig 7: Incidents by victim's address
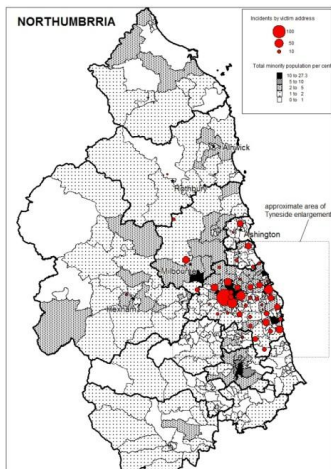in relation to resident ethnic
population (Northumbria)**   **Fig 8: Incidents by victim's address in relation
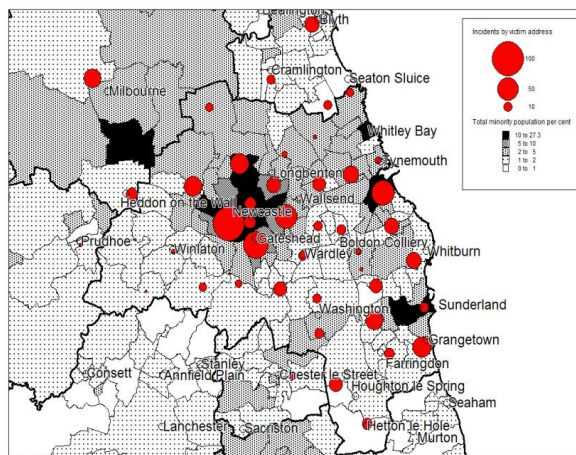to resident ethnic population (Tyneside)**

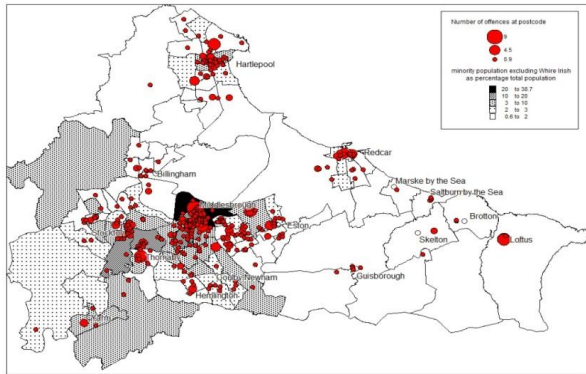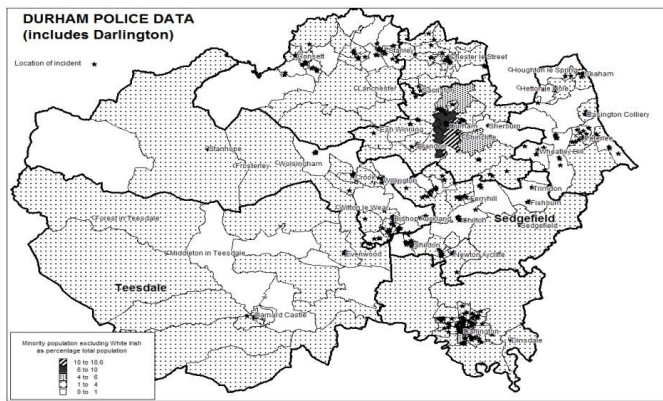**Fig 9: Incidents in relation to resident minority population (Cleveland)**

Fig 10: Incidents in relation to resident minority population (Durham)

In all three police force areas, those areas with high concentrations of minority ethnic populations also have high levels of offences; for example, Middlesbrough and Newcastle upon Tyne. The general picture, however, is that there is little clear relationship between the numbers of incidents and proportion of resident ethnic minority population. For example, there is a particular (though small) concentration of minority groups in the Durham city area but these are not reflected in particular concentration of racial incidents. This may be because of the particular circumstances of Durham, being a University town with a high number of overseas-born residents but somewhat insulated from normal social interaction. In Darlington, however, where the ethnic minority population shows a lesser concentration, there does seem to be a relatively greater number of racial incidents. This is not an uncommon feature of areas, including rural areas, where the rate of racist incidents is high despite there being a relatively small minority ethnic population, as a result of the isolation and lack of protection available to minorities. (see e.g. NYBSB 2007) Similarly, in Cleveland and Northumbria, there are many urban areas with relatively high minority ethnic population but fewer offences. It must be remembered that in both Cleveland and Durham, the population data is based on resident population while the offences are located by the postcodes relating to where the offences were committed, which could be further away from the victims' residence whereas in Northumbria, the offences are located by the approximate

postcodes of where the victims lived. A common feature, however, of all the three police force areas is that there are significant numbers of racial incidents in many parts of the North East that do not have particularly large minority ethnic populations. Racism, in short, is again not solely a feature of areas where there are resident minority populations.

Many studies have shown that there is a direct link between levels of social deprivation and crime levels. Communities with the highest crime rates also have a higher concentration of poor families, high unemployment rates, sub-standard or poor housing, poor health, high levels of school exclusion, truancy or drop out from school and general low educational attainment (see e.g. Bradshaw *et al.* 2004; Craig *et al*. 2012).

Figures 11 - 14 show racist incidents located by postcode on a base map showing the Index of Multiple Deprivation (IMD) 2010 by Lower Super Output area (the smallest census mapping area) for the three police force areas. The concentration of racist incidents and victim addresses in the more populated (urban) areas which generally also have higher IMD scores suggests a relationship between the two. However, there are several other areas with high IMD scores, particularly in Cleveland and Northumbria, but with no reported racial incidents.

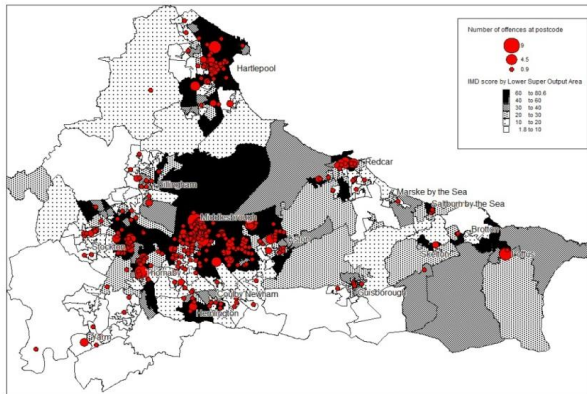**Fig 11: Incident location and IMD (Cleveland)**
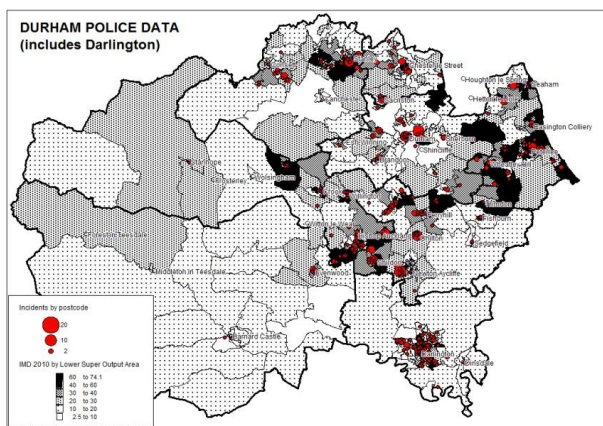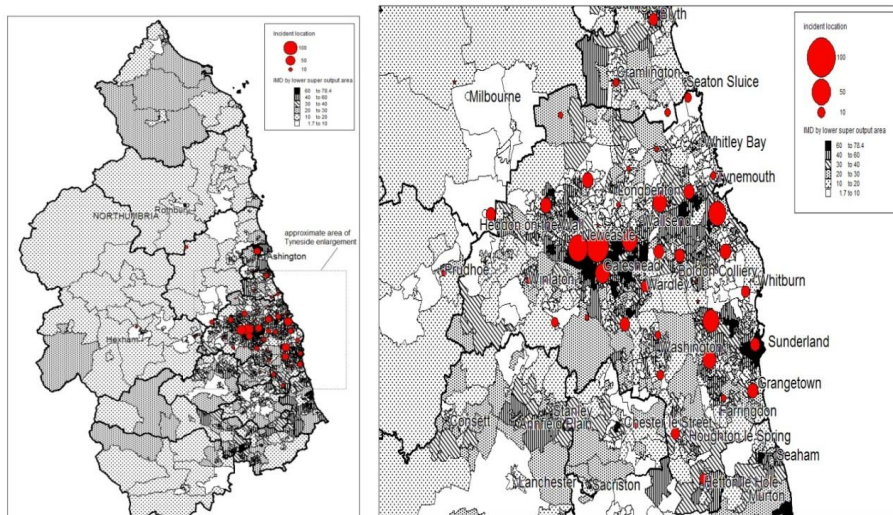

Fig 12: Incident location and IMD (Durham)

Fig 13: Incident location and IMD   **Figure 14: Incident location and IMD (Tyneside)**
(Northumbria)

Comparison with the maps of total ethnic minority populations suggests that these are predominately white (rural) areas. The high proportion of racist incidents in the deprived urban areas of the counties could potentially be linked to the fact that the majority of the minority ethnic populations in the region live in these areas although, as we note above, the relative concentration of minorities is not necessarily an indicator of the level of racist attacks. National statistics confirm that the most deprived areas of Britain are also areas with reasonably large concentrations of non-whites (see Cole 2011; Craig *et al.* 2012). However, again, in Durham county, there are several deprived areas with low concentrations of minority ethnic groups (white areas) but significantly high reported cases of racist incidents (compare Figs. 7-10 with Figs. 11 – 14).

4.2 The Victims

Although all police forces in the United Kingdom collect data in the 16+1 self-identification ethnic categories, police data is still published nationally in the following visual identification codes (i.e. codes based on visual identification by police officers):

- IC1 – White person
- IC2 – Mediterranean/Hispanic person
- IC3 – African/African-Caribbean person
- IC4 – Pakistani, Indian, Nepalese, Maldivian, Sri Lankan, Bangladeshi, or any other South Asian person
- IC5 – Chinese, Japanese, or South-East Asian person
- IC6 – Arabic, Egyptian,Tunisian,Algerian or Maghreb person
- IC0 – Origin unknown

All the police forces in the region provided their data to the research team in the above identification (IC) codes. Occasionally, a mixed heritage category was recorded. Obviously,

this classification is inadequate in capturing the true picture of ethnic victimisation in the region as far too many ethnicities are grouped together, the members of which, perhaps, would have preferred to be grouped separately.

Table 2 shows the ethnic origins of the victims of racist crimes recorded in all the three police data sets for the specified periods. 'South Asians' form the largest group of victims, accounting for more than 50% of the total number of victims. This group is followed but not closely by the 'white European' and 'African/African-Caribbean' ethnic categories respectively. In all three police areas, especially in Durham, there is a significant percentage of victims whose ethnicities were recorded as 'unknown'. Presumably these were IC0, and not missing data.

Table 2: Ethnicity of victim

	Cleveland		Durham		Northumbria	
	Frequency	%	Frequency	%	Frequency	%
White	102	19.5	83	12.9	147	13.1
Mediterranean/Hispanic	1	0.2	15	2.3	36	3.2
African/African-Caribbean	39	7.4	60	9.4	171	15.3
South Asian	310	59.2	274	42.7	647	57.8
Chinese Japanese, Oriental	11	2.1	15	2.3	22	2.0
Arabic, Egyptian, Tunisian, Algerian, Maghreb	7	1.3	25	3.9	60	5.3
Other	3	0.6	50	7.8	0	0.0
Unknown	51	9.7	110	17.1	37	3.3
Not applicable	0	0.0	10	1.6	0	0.0
Total					1120	
Missing	0		0		94	
TOTAL	**524**	**100.0**	**642**	**100.0**	**1214**	**100.0**

4.3 Types of racist offending, venues and distribution by ethnic groups.

Research has shown that the most common form of racist offending is racist harassment and verbal abuse (Adamson *et al.* 2009). Although the data for the North East shows that there is a high percentage of cases of racist harassment, there is also a noticeable presence of acts involving the use of violence or threats of violence, including common assaults, Actual Bodily Harm (ABH), Grievous Bodily Harm (GBH), fear of violence and other violence. Criminal damage to property also forms a significant percentage of the racist crimes committed (see Table 3).

Table 4 shows that racist offending can take place in a variety of places. Whereas the majority of racist offences in the region took place on the streets, in private dwellings, fast food ('take away') shops and retail stores, racist incidents also took place in rather unusual places such as a cemetery, inside a police vehicle, footpaths, a farm and by text messaging. Schools, taxis, business premises, public houses, restaurants, post offices, hospitals, residential homes, newsagents, parks, highways and emergency service buildings were also listed as venues where racist incidents had occurred. The variety of venues listed could be viewed, pessimistically, as an indication of the extent of racist offending in the region or,

more optimistically, evidence of an increasing awareness of racist incidents and therefore an increase in the willingness of the local public to report these crimes.

Table 3: Type of offence

|	Cleveland		Durham		Northumbria	
	Frequency	%	Frequency	%	Frequency	%
ABH	41	7.8	37	5.8	134	11.0
Burglary	3	0.6	1	0.2	0	0.0
Common assault	88	16.8	46	7.2	117	9.6
Criminal damage	79	15.1	78	12.1	107	8.8
Drugs	1	0.2	0	0.0.	0	0.0
Fear of violence	0	0.0	0	0.0	108	8.9
Fraud and forgery	9	1.7	0	0.0	0	0.0
GBH	5	1.0	3	0.5	4	0.3
Harassment	267	51.1	413	64.3	739	60.9
Other notifiable offences	3	0.6	59	9.1	0	0.0
Other violence	19	3.6	0	0.0	0	0.0
Robbery	1	0.2	2	0.3	0	0.0
Theft and handling	7	1.3	3	0.5	0	0.0
Wounding	0	0.0	0	0.0	5	.4
Total	**523**					
Missing	1		0		0	
TOTAL	**524**	**100.0**	**642**	**100.0**	**1214**	**100.0**

Victimisation appears to have followed the settlement pattern of the various ethnic groups. As the majority of minority ethnic groups in Britain have settled mainly in urban areas, it is not surprising that the main bulk of the cases were in urban areas. However, for the South-East Asians (mainly Chinese), their victimisation was more widespread, following their known pattern of settlement (Craig, Adamson and Cole 2005; Adamson and Cole 2006). (See Figs. 15 – 17 for the pattern in each police force area).

Table 4: Venue of offence

	Cleveland	%	Durham	%
Public place (street or road)	183	37.4	206	32.0
Dwelling/house/flat/hostel	71	14.5	94	14.6
Take away/fast food shop	58	12.0	46	7.1
Retail store/department store/shopping centre/supermarket/food store/convenience store	38	7.8	190	29.6
Taxi	35	7.2	0	0.0
Public house/leisure/licensed premise/club	15	3.1	19	3.0
Footpath/bridleway	14	2.9	0	0.0
Newsagent	11	2.2	2	0.3
Emergency service building	10	2.0	0	0.0
Park/garden	9	1.8	0	0.0
School or college	7	1.4	8	1.2
Restaurant	2	0.4	19	3.0
Business premises	0	0.0	7	1.1
Road/Highway	0	0.0	8	1.2
Police station	0	0.0	4	0.6
Bus station	1	0.2	4	0.6
Public transport/Bus coach	3	0.6	1	0.2
Post Office	1	0.2	2	0.3
Off-licence	2	0.4	1	0.2
Hospital	5	1.0	2	0.3
Police vehicle	0	0.0	1	0.2
Residential home/Care home	0	0.0	2	0.3
Text messaging	0	0.0	1	0.2
Farm	1	0.2	0	0.0
Cemetery	1	0.2	0	0.0
Car	4	0.8	1	0.2
Airport	0	0.0	1	0.2
Others	18	3.7	18	2.8
Unknown /missing	35	6.7	5	0.8
TOTAL	**524**	**100.0**	**642**	**100.0**

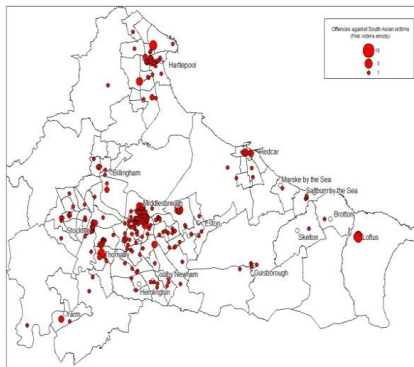**Fig 15: Ethnic distribution of victims (Cleveland)**

IC1: Whites
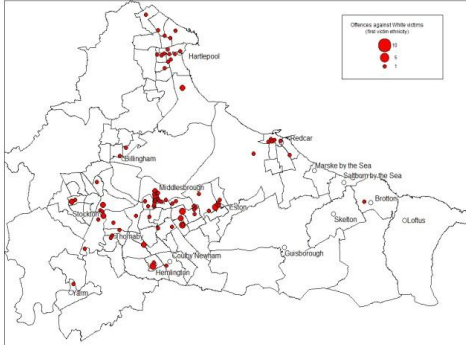
IC3: African/African-Caribbean
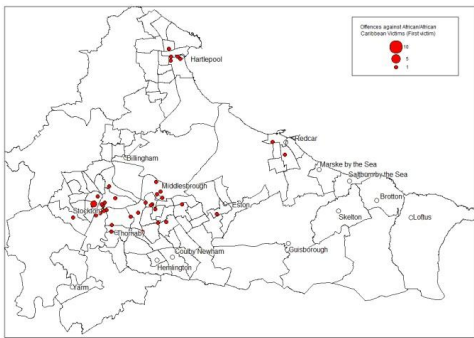
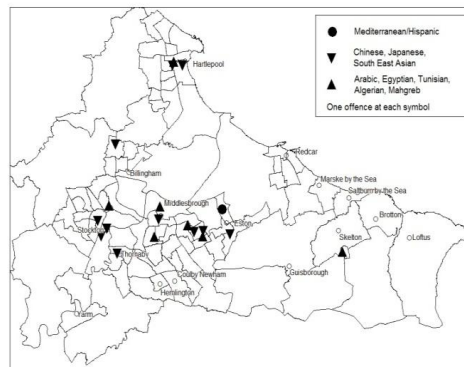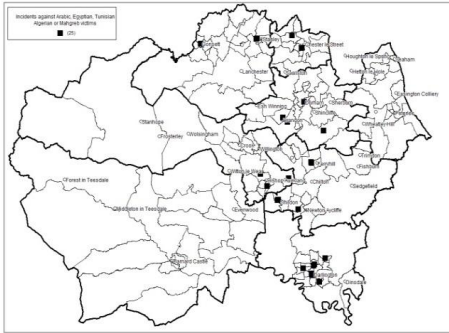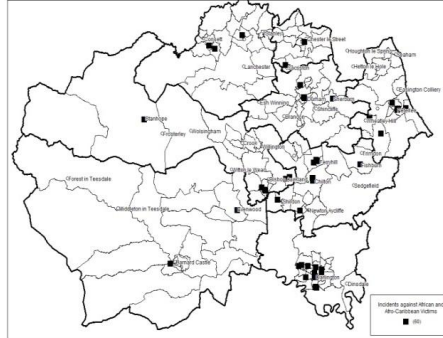**IC 4: South-Asians**   **Other Ethnicities (IC2, IC5 and IC6)**
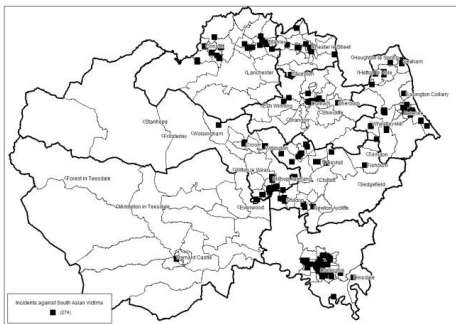
Fig 16: Ethnic distribution of victims (Durham)
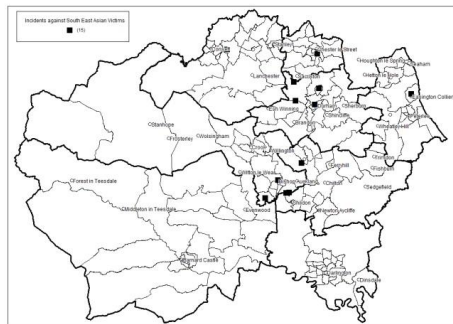
IC2: Mediterranean/Hispanic **IC3: African/African-Caribbean**

IC4: South Asian **IC5: Chinese, Japanese, South-East Asian**
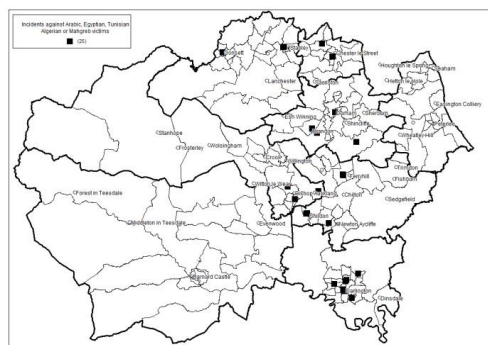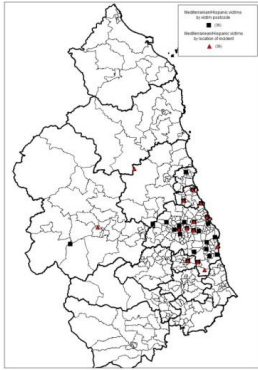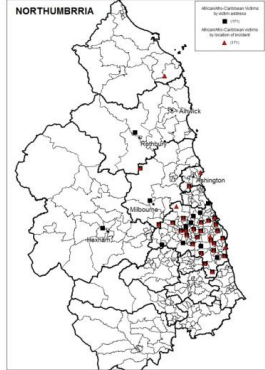
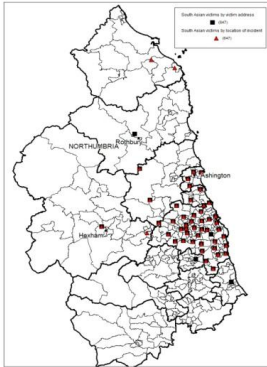**IC6: Arabic, Maghreb**

Fig 17: Ethnic distribution of victims (Northumbria)

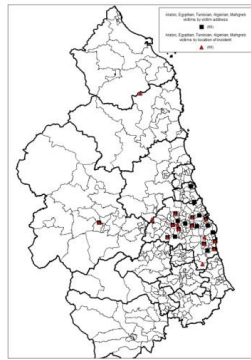**IC2: Mediterranean, Hispanic**   **IC3: African/African-Caribbean**
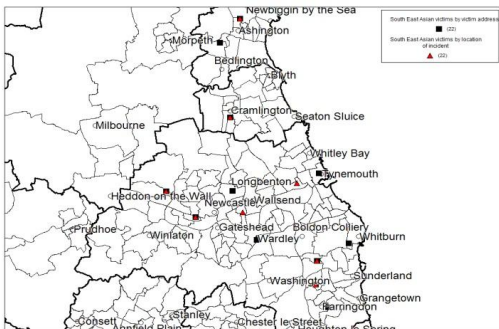
IC4: South-Asians   **IC6: Arabic, Maghreb**

IC5: Chinese, Japanese, South-East Asian

4.4 Gender and Age distribution of victims

Of all the three police forces, only Northumbria could provide data on the gender and age distribution of victims and offenders. Table 5 shows that the majority of victims were males (73.7%) and between the ages of 26 and 35 years (31.9%). Generally, the victims are more likely to be within the ages of 18 and 55 – the age groups when most people are likely to be victimised (Ministry of Justice 2010)

Table 5: Gender and age groups of victim (Northumbria only)

Gender	Frequency	%	Age Groups	Frequency	%
Female	293	26.3	10 to 17	68	6.4
Male	819	73.7	18 to 25	215	20.3
Total	**1112**		26 to 35	338	31.9
Unknown/not recorded/missing	102		36 to 45	263	24.8
TOTAL	**1214**	100.0	46 to 55	118	11.1
			56 to 65	48	4.5
			66 and over	11	1.0
			Total	**1061**	
			Missing	153	
			TOTAL	**1214**	**100.0**

4.5 The Offenders

Offender data was provided by Cleveland and Northumbria police forces. Table 6 presents the ethnicity of offenders and shows that the majority of offenders in both counties were white (IC1).

Table 6: Ethnicity of first offender

	Cleveland		Northumbria	
	Frequency	%	Frequency	%
White	332	75.3	786	96.3
Mediterranean/Hispanic	0	0.0	4	0.5
African/African-Caribbean	1	0.2	6	0.7
South Asian	13	3.0	9	1.1
Chinese, Japanese, Oriental.	0	0.0	1	0.1
Arabic, Egyptian, Maghreb	0	0.0	5	0.6
Mixed Heritage	0	0.0	3	0.4
Unknown	95	21.5	0	0.0
Unseen	0	0.0	2	0.3
Total	**441**		**816**	
Missing/not recorded	83		398	
TOTAL	**524**	**100.0**	**1214**	**100.0**

However, Tables 7a and 7b show that racist victimisation can cut across other, less familiar, ethnic boundaries, however small in extent. In Northumbria, the data shows that where the

victims were whites, a small number of the offenders were African/African-Caribbean (4.7%), Arabian (4.7%) and South Asian (3.5%). Similarly, a few Mediterrean/Hispanics (IC3) were victimised by South Asians (1.2%) and persons of mixed heritage (1.0%). African/African-Caribbean were also victimised by South Asians (1.2%) and persons of mixed heritage (1.2%). South Asians were victimised by all ethnic groups, including persons within the South Asian ethnic group itself. South-East Asians (e.g. Chinese, Japanese) and Arabs and North Africans (Maghreb) were victimised exclusively by whites. Similar analysis of Cleveland data showed a small percentage of victimisation of whites by South Asians (11.1%) and the victimisation of South Asians by African/African-Caribbean (0.4%) and persons within the South Asian ethnic category (0.8%). Leaving this aside, the dominant pattern is of racist victimisation by white people on those of non-white origins.

Table 7a: Relationship of offender and victim ethnicities (Northumbria)

Victims	Offender						
	African-Caribbean	Arabian	South Asian	Dark European	Mixed Heritage	Oriental	White European
White	4.7%	4.7%	3.5%	0.0%	0.0%	0.0%	87.2%
Mediterranean/ Hispanic	0.0%	0.0%	1.2%	0.0%	1.0%	0.0%	100.0%
African/African-Caribbean	0.0%	0.0%	1.2%	0.0%	1.2%	0.0%	96.5%
South Asian	0.5%	0.3%	0.8%	1.10%	0.30%	0.30%	96.80%
Chinese Japanese/ South-East Asian	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Arabic, Egyptian, Maghreb	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	96.9%

Table 7b: Relationship of offender and victim ethnicities (Cleveland)

Victims	Offender		
	African/ African-Caribbean	South Asian	White
White	0.0%	11.1%	64.2%
Mediterranean/ Hispanic	0.0%	0.0%	100.0%
African/ African-Caribbean	0.0%	0.0%	73.5%
South Asian	0.4%	0.8%	80.1%
Chinese Japanese Oriental	0.0%	0.0%	74.3%
Arabic, Egyptian, Maghreb	0.0%	0.0%	57.1%

The gender and age distribution of offenders provided by Northumbria alone revels that of the 816 cases listed, 640 (78.4%) were males and 176 (21.6%) were females. Whereas the victims were mainly between the ages of 18 and 55 years, the offenders were much younger, with the majority being between the ages of 10 and 25 years the age group when most offending occurs (Ministry of Justice 2010). Table 8 shows that the majority of female offenders were aged between 10 and 17 years (35.2%) while the male offenders were aged mostly between 18 and 25 years (39.7%). Available literature on the racist victimisation has

shown that a significantly large proportion of the offenders are children and young persons (see Chan *et al.* 2004; Adamson and Cole 2006; and Adamson *et al.* 2009 on Chinese victims). The Northumbria data confirms this picture.

Table 8: Gender and age of offender at time of offence (Northumbria)

	Female		Male		All	
Age groups	Frequency	%	Frequency	%	Frequency	%
10 to 17	62	35.2	159	24.8	221	27.0
18 to 25	43	24.4	254	39.7	297	36.4
26 to 35	29	16.5	99	15.5	128	15.7
36 to 45	26	14.8	76	11.9	102	12.5
46 to 55	12	6.8	31	4.8	43	5.3
56 to 65	4	2.3	18	2.8	22	2.7
66 and over	0	0.0	3	0.5	3	0.4
Total	**176**	**100.0**	**640**	**100.0**	**816**	**100.0**
Missing					398	
TOTAL					**1214**	

Whereas studies have shown that most racist offending occur in groups (Adamson and Cole 2006; Adamson *et al.* 2009), data on the number of suspects per case was provided only by Cleveland and it suggests that in the majority of cases (73.1%), the offenders acted alone (Table 9). However, in 10% at least of the cases, attacks were perpetrated by 2 or more offenders.

Table 9: Number of suspects per case (Cleveland only)

	Frequency	Percent
1	383	73.1
2	39	7.4
3	12	2.3
4	7	1.3
Total	441	84.2
Missing	83	15.8
Total	524	100.0

Table 10 shows that in Northumbria, 97.7% of the offenders were accused of their crimes while in Cleveland the figure was much less at 41.5%. Being accused of a crime is not the same as being charged with the crime. However, it is a positive indication that action has been taken on the case.

Table 10: Status of Offender

	Cleveland		Northumbria	
	Frequency	%	Frequency	%
Accused	183	41.5	792	97.1
Suspect	258	58.5	7	0.8
Community resolution	0	0.0	8	1.0
Wanted	0	0.0	1	0.1
YOT Triage	0	0.0	8	1.0
Total	**441**	**100.0**	**816**	**100.0**
Missing	83		398	
TOTAL	**524**		**1214**	

4.6 Date and Time Information

The year in which the incidents occurred was extracted from the date information supplied, based on the earliest date at which an offence occurred. Table 11 shows the number of incidents by financial year in all three police force areas. The period of three years (two in the case of Cleveland) is inadequate to provide reliable robust evidence of change or trends, and the number of incidents shows no clear picture of consistent increase or decrease.

Table 11: Financial year of incident, based on earliest date at which offence occurred.

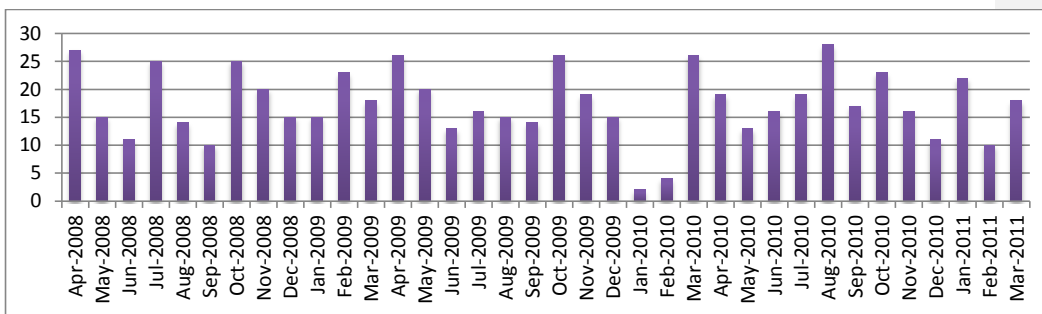|	Cleveland		Durham		Northumbria	
Financial year	Frequency	%	Frequency	%	Frequency	%
2008-9			218	34.8	16	1.3
2009-10			196	31.3	655	54.0
2010-11	324	61.8	212	33.9	543	44.7
2011-12	192	36.6				
Earlier dates	8	1.6				
Total			**626**	**100.0**		
Date missing			16			
TOTAL	**524**	**100.0**	**642**		**1214**	**100.0**

Figure 18 shows the months in which incidents occurred. In Durham, the highest number of incidents (28) is in March 2010 and there are high numbers of incidents (over 25) in April 2008 and 2009, possibly suggesting a spring time concentration. There are also more than 25 incidents in October 2008 and 2009 and in July 2008 and August 2010. By far the lowest trough in incidents is in January and February 2010, a reflection perhaps of current weather conditions. In Northumbria, there is little data from the financial year 2008 – 09. Presumably this indicates that racial incidents were not systematically recorded until 2009-10 as it is unlikely that there was a sudden increase at that point. Like Durham, there is no clear pattern although November and December seem to show lower figures in two years. In Northumbria, it seems likely from these data that there was no consistent and systematic recording of racial incidents until 2009/10 as it seems very unlikely that there would have been such a startling

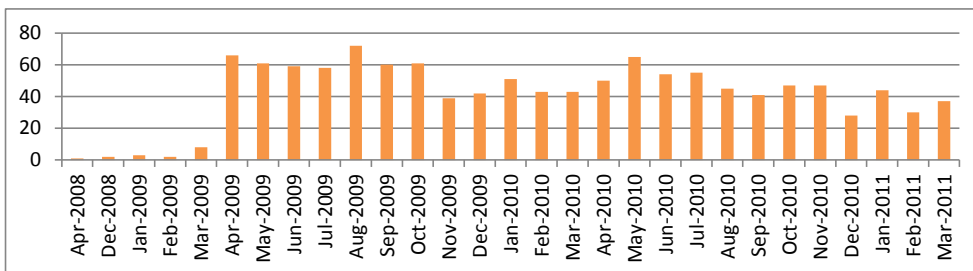**Figure 18: Monthly figures (April 2008-March 2011)**
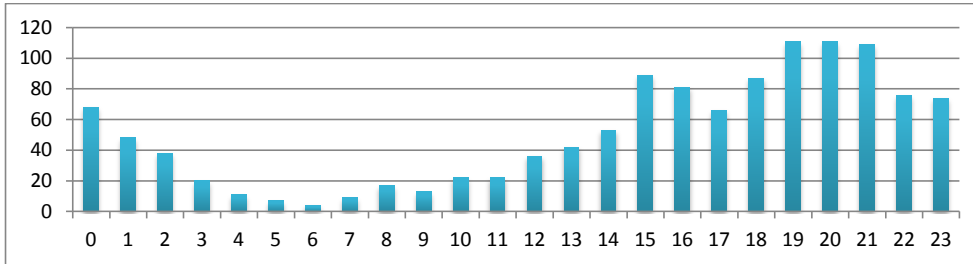
CLEVELAND
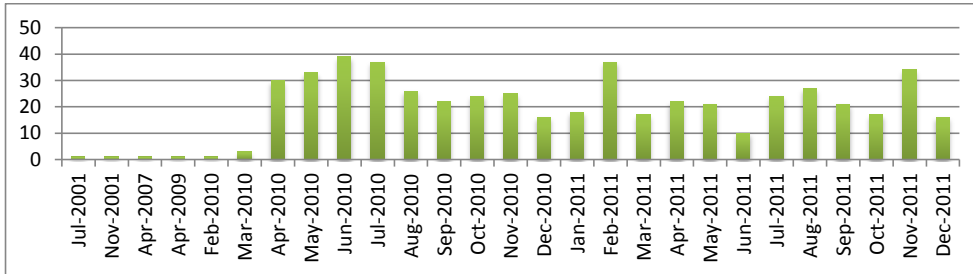
DURHAM

NORTHUMBRIA

and sudden increase at that point. Like Durham, there is no clear pattern although November and December seem to show lower figures in two years. The Cleveland data shows that there are fluctuations in the number of offences through the period but apart from low numbers in December both in 2010 and 2011 there is no evidence of seasonality. Generally, the figures show some fluctuations but no real evidence of significant changes within months. Thus, because the patterns are not clear or consistent, local and contextual knowledge will be required in their interpretation.

Figure 19 shows the pattern by time of day. In Northumbria, the largest numbers occurred in early evening and a lesser peak in mid-afternoon. Similarly, the Cleveland data shows that 37 per cent of the offences were committed in the evening from 7 pm and a further 21 per cent in the hours between midnight and 3 am. Few offences were committed in the early or later

morning. Additionally, the Northumbria data shows the pattern of offences by day of week, with higher numbers at the weekend (Figure 20)

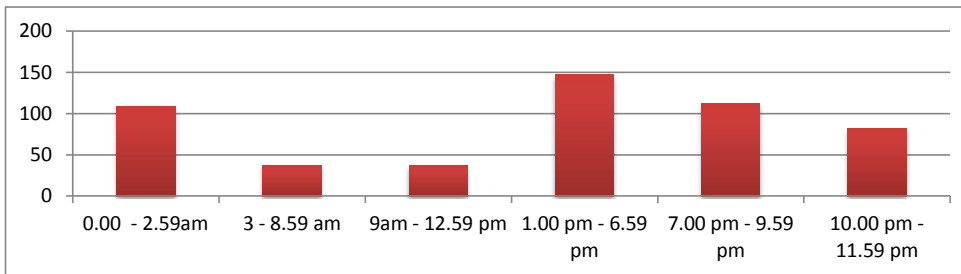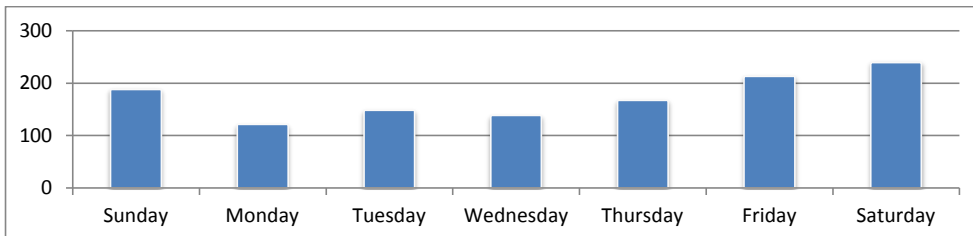**Figure 19: Hour of day**

NORTHUMBRIA

CLEVELAND

Figure 20: Day of week offence committed (Northumbria only)

4.7 Commentary

It is fair to say that the data provided by all three police forces in the North East are adequate in the sense that they provide the beginnings of valuable data enabling a preliminary assessment of the nature and extent of racial offending in the region. Generally, and based on research elsewhere, there is no indication that the North-East presents a picture of the pattern, type and nature of racist offending that is distinctly different from that in other UK police areas. A comparison with other crime types in the region may provide more evidence for

further analysis with regard to the amount of racist offending compared with other crimes committed. What is obviously disheartening is the inconsistency between the forces' data and, in particular, the significant number of missing data. The answer to this problem can only be revealed in further research on police recording practices and decision-making, but also in both better liaison between police forces and guidance from the relevant government departments. In the light of the well-attested fact that minority ethnic people are least likely to report crimes committed against them (Ministry of Justice 2010), the impact of these missing data in understating the real nature and extent of racist offending in the region should not be underestimated.

Section 5: The Chatham House seminar

A day seminar was held in Durham Castle under Chatham House rules (ensuring the confidentiality of specific contributions to the seminar) towards the end of the fieldwork period, at the end of November 2011. Those invited included a representative sample of BME –led community organisations, of criminal justice agencies from across the region (including probation, police, Crown Prosecution Service, Youth Offending Teams and Community Safety Teams) researchers from the research team and from other relevant University departments, and staff from the Ministry of Justice. Representatives of the research team outlined the scope of the project, work undertaken to date and plans for completing the project.

A fuller report of this seminar may be made available to all those attending. The purpose of this section is to outline some of the key issues arising during discussion sessions and the final feedback towards the end of the seminar. The comments have been anonymised in line with the agreement to proceed under Chatham House rules; individual comments have not been edited but comments have been consolidated where the same point was made by more than one delegate. Otherwise the comments are left in note form rather than being synthesised into a narrative, to enable the voice of participants to come through clearly. The section is organised into three parts: comments made by BME-led organisations in the region; more general policy observations from representatives of official/statutory agencies; and points raised in the concluding discussion from all sides.

5.1 Responses from BME-led community organisations in the region

- o Work is being done in the region around the Equality Act 2010, and in training those who will pass this on to community groups and members; understanding the Act is very important.
- o There is a vast amount of grass roots work ongoing in refugee communities across the region, often undertaken by volunteers in various organisations. This is having a big impact in supporting people to access relevant services, organisations and report issues of concern to them.
- o Gypsies and Travellers in the region do not want simply to be tolerated but accepted in communities and society. They experience a lot of prejudice against the Romany communities and are perceived as 'thieves' and 'liars'. Agencies and communities need to increase their understanding of Romany groups, challenge stereotypes and address the barriers faced by community members in relation to policing and local authorities. 'Lack of understanding has led to a lot of upset and harassment'. There is a need for a collective partnership approach to address the issues, the barriers to understanding and routes across diversity. With regard to reporting 'race' hate, 'people are afraid they will not be believed or understood; if they say it is the Traveller community then officials say it is their own fault because perceptions of Gypsies and Travellers are so negative'. . One local organisation has worked with the police to produce a leaflet which has helped to get crimes reported. It is also difficult for young Gypsy Travellers to gain employment, especially .if their address is a caravan site. Many have to use other organisations' addresses.
- o There was a general lack of research and reliable data into Gypsy and Traveller communities in the region..

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- BME people are disillusioned with underemployment, unemployment, racism, bullying and discrimination in employment. People are struggling and there is frustration around a lack of 'fit' with educational qualifications from their home country and qualification expectations in the UK. People are frustrated at work, and are finding it increasingly difficult to stay in jobs. However, BME people also experience difficulty in starting their own businesses if they have no credit history. Continuing difficulties in making use of local organisations whose objective was to support business start-up were documented by some groups.
- Similarly, it was very difficult for some participants to access funding streams, despite the stated objective of these funders to help deprived communities. However, some government departments such as the Ministry of Justice believe that small amounts of money can generate a lot of activity and are willing to work with community groups to access it. There is virtually no funding on a cultural or 'race' basis, no regional funding strategy to empower BME communities.

  > **Comment [12]:** Is this the case? Not sure it is?? Suggest we delete? Or flag up with Nadia?

- For some participants there are some wider signs of changing attitudes to BME people but this is slow and the media does not help the situation with their portrayal of 'immigrants'.
- Institutional racism is experienced by some in relation to banks and building societies. The contribution of minority ethnic people to local economies and the role of migrants in creating jobs is not recognised. There is some experience of banks not lending to BME communities – 30 years on from the Scarman Report[10], ethnic minority people are still subjected to forms of racism. It was suggested that BME people will set up businesses and that this is a creative response to underemployment, unemployment and prejudice in employment but it was also hoped by the participants that this is not to the detriment of BME groups applying for and accessing employment.

  > **Comment [d3]:** Not sure if this fits here – was how it was in my notes

- A central tenet of community safety should be that every citizen expects equality and equal access to justice regardless of their background. Everyone deserves to feel safe in their communities.

  > **Comment [M4]:** Delete for and the brackets

- Participants also wanted the report produced by the research team to be accessed by the wider local society and not just the Ministry of Justice.
- Participants also felt that it is important to have a collective voice and forum to address the issues raised by the research. In particular, police and criminal justice agencies needed to ask BME communities what they want.

Policy issues

- It was agreed that drastic cuts in funding will significantly reduce legal aid, fewer people will be eligible for legal aid, and this may potentially disadvantage BME people. Gaps in legal aid will affect housing, domestic violence, children and family law and access to justice.
- Other important and current national policy issues are: the increase of right wing activity; the impact of national changes including police and crime commissioners – what will their priorities be? There is the potential for them not to take on board minority issues or to prioritise hate crime. Participants stressed the need to argue that the research enables the North East Criminal Justice Boards to have something concrete to give incoming commissioners when they come into area and into post. It is hoped that the research will have impact locally and regionally.

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[10] The report of an inquiry, chaired by Lord Scarman, into racialised disturbances in Brixton in 1981.

- Various current issues were raised in relation to the social/political context at a national level: for example, the summer 'riots' and the shooting of Mark Duggan as the catalyst; the Lawrence trial; football, Blatter's (FIFA President) racist comments; the Guardian newspaper report on sentencing disparity; 13 years on from Christopher Alder's unexplained death and the partial admission of culpability by Humberside police; media representations of minorities – Dale Farm and how it played out in the media – evictions, and gung ho local authority responses.
- More locally, it was agreed that work is needed with criminal justice agencies over accountability in a national context of transparency and localism. There needs to be a stronger push for more BME elected members, who can feed these issues into national policies.
- Other key issues emerging from discussions in the seminar include the differences between settled communities and others; section 95 data[11] – there has been no real change, disparity in stop and search has not changed. A lot of work has been done but there is a lot more to do, such as arguing for a government equality strategy implemented and embedded in policies and legislation. We need to look at the impact of funding cuts and how they will play out locally. It was felt that these examples all show a lot about how minority ethnic communities are treated at present.

Discussion

- Participants offered the following key points: The research report will highlight key issues and be used as leverage for dialogue on 'what happens next' in relation to race, crime and justice in the North East region..
- The Government has recently published its Integration Strategy – a sort of official race relation strategy. Why is there not actually a race strategy for government itself?
- Participants suggested the need for a regional Gypsy and Traveller study – it appears that the government is working on a Gypsy and Traveller strategy but there is no strategy for Roma at present.
- The research needs to be positioned so it can be effective in relation to addressing policing priorities; this will require work with criminal justice agencies.
- There needs to be work in the region on issues such as 'honour-based' marriage and violence (although there is some good work being done in this area); also to look at cross-cutting issues, think inter-sectionally around these issues. .
- There are some good relations with chief officers and good leadership shown but how does it trickle down?; are there high levels of receptivity and interactions with agencies? For BME groups, there is still a need for confidence and the mechanisms to take issues to the police.
- There are also issues around the completeness of data. At present, there are a number of issues with different agencies collecting different data or collecting the same types of data in a different way, which prevents an accurate quantification or comparisons across the region. Less target-setting may mean less data is available generally. However there are some possibilities: the MoJ has recently published court level data – publicly available – which can be looked at in terms of ethnicity: if there are gaps we need to ask why are some data missing and if it shows disproportionality, ask why?

> **Comment [d5]:** My notes may not be correct here

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[11] Section 95 of the Criminal Justice Act 1991 which requires statistical data to be collected by the criminal justice system to ensure that racial discrimination is avoided.

- There needs to be support for the development of a community legal service in the region, similar to (eg Bristol, Coventry, Nottingham) as a way of dealing with cuts to funding. The public sector needs to work creatively with the voluntary sector.

- There is a need for guidance on unlocking the potential for business and enterprise amongst BME communities and some help in demonstrating how to link in with the current agenda on business and enterprise.
- The key messages from criminal justice agencies at the seminar included: listening to and engaging with communities.. Hate crime underreporting is still a problem – police and crime commissioners need to make it a priority. At present, the volume of hate crime seems so low people can say it is not an issue. Criminal Justice agencies underestimate the levels of mistrust in communities – hence community engagement needs a lot of work.

- The research findings also document the need to build confidence through successful prosecutions. It is important to look at the numbers reported, that go through the system and are prosecuted - tracking the incidents from report to conviction as well as attrition. Criminal Justice agencies need to stay with victims through to the end of the process: at present a significant number of victims don't turn up to court, presumably because of a lack of understanding or confidence. Both sides need to take risks – Criminal Justice agencies need to listen to BME communities and BME communities have to risk going to Criminal Justice agencies.
- What can we learn from hate crime scrutiny panels? Third Party reporting centres are also an important aid to this process. It was suggested that getting prosecutions for hate crime are important symbolically – it shows BME communities that criminal justice agencies are listening to them and taking the issues seriously. However, there was still a long way to go in responding to hate crimes. One suggestion is that 'race' hate crime should be recorded separate to the mainstream recording and monitoring of crime.
- It is important to influence the media – especially to publicise successful prosecutions and outcomes! This can then provide a public statement to help increase confidence amongst BME people to report 'race' hate crimes.
- Participants stressed the importance of working together collectively to create change –for example, community safety, the police, Criminal Justice Agencies, housing providers and community organisations. There is a concern that people try to avoid reporting incidents to the police which might exacerbate tensions in communities . However, this requires BME groups to adapt and minimise the harm done to them rather than bring the offenders to justice. The case was cited of a person being told that he should avoid walking a specific street (which he happened to live in) because a group of youths who were harassing him were present there.

- There was a call for educating communities, raising awareness and challenging myths and stereotypes about BME groups. The experience of Northumbria YOT was cited as a good example of this..
- The Crown Prosecution Service national policy on race and hate crime is to prosecute, rather than resolving in other ways. It has taken a long time for people to take racist hate crime seriously. There needs to be wider institutional recognition that racism is unacceptable. It still needs to be accepted as serious crime – and this is a form of public education.

- There is a need for more BME people in the Criminal Justice System and in the police force in particular. – BME people think, who am I reporting to and am I taken seriously? The police are beginning to understand that they need to mirror the society/community they serve.

- The Police should ensure representation of minority ethnic groups in the police service. It was noted that there are insufficient minority ethnic officers in the North East. This was described as a barrier to reporting race hate crime. It was often felt that if a race crime was reported to a white officer they wouldn't take it seriously – so why bother reporting? It was reinforced many times that people are afraid to report race hate crimes. Many cite their personal experiences of calling the police and being disappointed – also, language barriers mean that some people cannot speak for themselves.
- It was agreed unanimously that it is essential to include all communities in discussions around race, crime and justice in the North East region and that the research conducted is unique in giving a sense of the similarities and differences between BME groups, generalist and white community organisations on the subject.

Section 6: Conclusions and recommendations

This short concluding section draws together some of the more important issues arising from this study. The study was, as noted earlier, intended to identify key issues facing Black and Minority Ethnic populations in the region, particularly with respect to the criminal justice system. Each of the earlier sections outlines key issues identified in different parts of the study – demographic analysis, analysis of networks of community organisations, analysis of police 'race' data, and the contributions made by individuals and groups in both individual interviews and two large-scale community consultations. We do not intend to repeat these sets of issues here in detail but to synthesise what seem to us to be the key issues which need addressing, either at the level of policy, data collection or practice.

In general, the first comment to make is that the Black and Minority Ethnic population is now of such a significant size that the issue of the dimension of 'ethnicity' in the development of policy and practice can no longer be ignored (not that it should have been hitherto). As Table 1 reveals, the non-white British population of the North East region is now around 7.5%, and is substantially higher than that in some urban centres; rural authorities are witnessing a growth in minority populations which is relatively more rapid than in urban areas and these authorities can also not afford to disregard the issue of ethnicity. The non-White British population in the region will soon exceed 200,000, the size of a small city. It is absolutely essential that, following the requirements of the Equality Act, the dimension of ethnicity is carefully examined by all policy actors in the development of new policies and in shaping future practice in all areas of welfare. In that respect, it is disappointing to observe in passing that the Fairness Commission established by Newcastle City Council has yet to address the issue of ethnicity and ethnic disadvantage. At the same time, as with the minority ethnic population more generally across the UK, it is important to develop policy and practice which recognises the increasing diversity of minorities and the differing histories and needs of, for example, long-standing settled minorities, migrant workers and refugees and those seeking asylum. For some of these groups, as we argue later, some work has been done; for others, a research and policy agenda has hardly begun to be explored.

Many of the minority populations present in the region have established groups to represent their interests. This study made a point of ensuring that the voice of minorities was clearly heard in developing this report, both through a series of individual interviews with those representing minority-led community groups, and through the vehicle of two wide-ranging community consultations, one specifically aimed at refugees and those seeking asylum, and the other, in the form of a Chatham House seminar, where a number of BME-led groups were able to express their concerns frankly in the presence of a range of other concerned organisations. We have also ensured that the messages from this research are fed back to those participating so they understand that their views are taken seriously by us at least. There is an implicit message here for policy organisations and those delivering services to minorities which is that not only is it necessary to identify the specific cultural and religious needs of differing minority groups, but there are very many means by which this can be done, through different forms of consultation with representative groups in the region. This is not in fact particularly difficult but it does require both the political will, broadly defined (i.e. a commitment to hearing the voice of the user), and the commitment of some, albeit limited, resources to ensure it is done effectively, including the use of interpreters on occasion. The benefits of doing so are not only that the moral case for regarding all citizen residents (and those aspiring to be so) in this country as of equal worth is acknowledged, but that needs can

be effectively assessed and met, thus avoiding the waste of resources which has characterised the delivery of welfare for so long in this country, by the inappropriate understanding of how needs can and should be met. The responses to our consultations showed clearly how such forms of engaging with BME groups in a sensitive and effective way, can enhance their confidence and the levels of trust they feel in political processes, broadly defined. The longer term benefits of this will be seen in, for example, greater engagement in formal political mechanisms such as voting and becoming engaged in wider democratic processes. It will also help to identify the true dimensions of some of the issues reported here. For example, there can be no doubt that the level of racist incidents is substantially understated because of the lack of confidence of BME populations in the police response to reporting, and therefore, the significant undercounting of such incidents.

At a time of downward economic pressure, it is hardly necessary to stress the importance of ensuring that resources do not continue to be wasted in this way. At the level of civic engagement, the growth of this wide-ranging network of BME-led organisations, together with the regional organisations which support them, is also to be welcomed although one clear pattern observed during our study, mirroring that across the whole of the UK, is that many BME-organisations, already funded at a fragile level, appear now to be disproportionately bearing the costs of the cuts in expenditure with many facing the prospect either of closure of or operating effectively without any sustainable funding at all. Many BME groups have to rely disproportionately on the use of volunteers and this is not a sustainable prospect for the Third Sector if it is to survive as an effective mechanism for identifying, advocating for and responding to the needs of local populations alongside statutory partners. This is an issue for all funders in the region and this study supports the findings of other reports which have looked at the position of the Third Sector more generally in arguing that specific targeted attention must be given to supporting BME-led organisations because both of their fragility and the importance of their role as voice for a growing part of the regional population and their contribution to community cohesion.

Educational institutions, including Universities, also have a role to play in supporting the work of these groups and enabling the process of economic and social inclusion. There is again some work going on in the region, through studies such as this one, and through specific organisational structures such as the Centre for Social Justice and Community Action at Durham University, with its focus on participatory research, but it seems likely that, at a time of considerable financial pressure, this kind of focussed outreach work is likely to come under particular financial stringency. However, where such engagement with local populations has been prioritised, it is often the case that educational institutions can see medium term benefits in terms of future student recruitment and in the institutions becoming seen as effective partners in the local policy arena. Universities, with their intellectual and research capacities, also have a particular responsibility for identifying research agendas, moving policy and practice agendas forwards through their research, and providing an evidence-based output for others to act on. This in turn, particularly where, as with this study, groups of local universities can collaborate to raise funds, undertake studies and determine key research findings, can impact on important national policy agendas. In this regard, the funding of the study by the Ministry of Justice and its willingness to participate in the research process and outcomes, can be a critical part of ensuring that the research findings have significant political purchase.

The key issue facing BME organisations and their constituent populations, in relation to criminal justice, the main focus of this study, is clearly the continuing high levels of racism at

both individual and institutional levels. This continues to be highlighted in research (e.g. Chakraborti 2010; Rowe forthcoming); the point is not necessarily that racism is worse in the region than in other regions but that the responses to it are yet to attract the epithet of 'best practice'. The feedback from interviews (Section 3) and the Chatham House seminar (Section 5) point to the difficulties minorities have both in terms of accessing services effectively, obtaining redress for poor services, and in believing that their needs are taken seriously when they are able to organise to press for improvements. Not only does feedback from participants in this study point to this deficit in working practices and in policy (issues which were confirmed at the Chatham House seminar by those responsible for delivering services), but as the police data across the region shows (however incomplete and inconsistent that data is), there remains continuingly high levels of racist assault and abuse across the region, and which is not limited to areas of higher than average BME population settlement. Racism, in short, is an issue for everyone across the region, however remote from the centres of BME settlement. Whilst there is evidence of generalist organisations campaigning against racism in the region, there is much more to be done and this work would be given a strong public boost if every organisation in the region were to review its own policies on equality and diversity to ensure that, in spirit and in practice, the issue of racial discrimination were properly and publicly addressed.

The police have, perhaps, a particular responsibility in this area and it is disconcerting to find that the data that is collected in this territory, which could underpin much better public understanding of the scope and extent of racism in the region, is collected in such an apparently haphazard fashion between the three police forces. The team managing this study not only had some difficulty obtaining such data as is available – and ought to be easily available publicly – but found that the data was often not consistent between the three police forces. One obvious step here would be that the three forces meet at a high level and agree to make their data collection effective and consistent so that comparable data, using commonly agreed definitions, can be examined between police forces, between areas and over time. This is clearly also an issue for the Ministry of Justice to take up with the Home Office. In addition, the high incidence of inadequate data is worrying since this suggests ineffective and wasteful data collection processes and may mask some important trends.

At an inter-agency level, there is clearly a need also, as respondents to our consultations additionally confirmed, for better detailed tracking of 'racist' cases, from initial reporting of incidents and apprehension of offenders, through to the prosecution and sentencing of offenders, to ensure that the victim's needs are understood and responded to effectively. At present, there are substantial levels of distrust between minority populations and aspects of the criminal justice system, the police in particular. Minorities do not feel that their issues are addressed effectively and, worse, that the response of the police is itself reflective on occasion of a racist culture as is seen, for example, in the continuing highly racialised nature of stop and search procedures.[12] The detailed qualitative tracking of a sample of racist incidents and their treatment through the Criminal Justice System could be one way in which minorities' experience is better understood and the practices of the differing elements of the CJS can be improved on. Until minorities feel their issues are treated sensitively, respectfully and seriously, we are faced with a circular problem: a lack of respect by minorities for the police and aspects of the Criminal Justice System (which also reflects, in some cases, their experience before coming to the UK) will mean that minorities remain reluctant to report

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[12] Recent data suggests that Black people are, for example, 26 times more likely to be stopped and searched than white people and Asian people, six times more likely.

racist incidents to the police, and this under-reporting will lead to a continuing downgrading of the seriousness of the issue.

However, although the police have, perhaps, a lead responsibility in this area, this does not excuse inactivity on the part of other policy agencies. Local authorities, health bodies, employment development bodies and educational institutions all have an enormous potential contribution to make in the fight against racism.[13] There has been some promising, if fragmented work in the region but much remains to be done and, it might be argued, particularly in those areas where BME settlement is a relatively recent phenomenon. Part of this contribution should be through funding and capacity building to ensure that BME groups have an effective voice to express their concerns; another important part of course is to ensure that policies and services are 'racism'-proofed. The private sector, which is often overlooked in this area of debate, also has a very significant responsibility to act, the more so perhaps since it remains excluded from legal provisions requiring it to promote race equality. For example, banks and building societies have to ensure that their lending and mortgage practices do not discriminate against ethnic minorities, as respondents to our discussions indicated they continue to do.

This relatively modest study was unable to explore some important contemporary issues, such as the position either of migrant workers, who are present in significant (but generally uncounted) numbers but who are making a considerable economic impact on the region, or of irregular workers who, whilst their numbers may be small, are likely to be working in the most exploitative conditions (see e.g. Kagan *et al.* 2011). Additionally, although the Romani population is relatively small, there is a strong argument because of their specific situation and extreme levels of deprivation for more focussed research into their situation; this gap has been noted elsewhere at the highest level (Hills *et al*. 2010). We hope these may provide a focus for future studies in the region and that many of the other issues outlined here can be explored more thoroughly once the 2011 census data comes available. However we would argue, with others, that for many minorities, the issue now is not that the need for further research should delay action but, as our report shows, that immediate action at policy and practice levels is a matter of urgency.

As this report was completed, the government published its latest policy guidance on the question of integration in England (DCLG 2012). The previous government's stance on inter-ethnic relations at local level was characterised by the policy approach known as community cohesion (CCIRT 2001). This was widely criticised both for not addressing the issue of racism at both individual and institutional levels, and for being linked to issues relating to the fight against terrorism, seen by many as an implicit attack on Muslim communities (Worley, 2005; Flint and Robinson, 2008; Finney and Simpson, 2009). The underlying tenor of recent policy has suggested that the drift of government policy reflects a move back from a concern with cohesion or integration towards the policy framework of the 1960s, characterised as assimilation. Whilst the DCLG's approach acknowledges that there is a need to combat extremism and intolerance, there is no mention of the issue of racism per se nor of the fact that this (i.e. widespread racism) will undermine one of the report's other aims, which is to increased participation of minorities in all aspects of social and economic life. On the other hand, the report does commit the government to improve the recording of hate crime and, in the light of the findings of this study, this is very much to be welcomed. We hope all agencies concerned with racial justice in the North East region will act swiftly on this commitment.

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[13] As have football clubs!

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