



EQUAL
INCLUSIVE
RIGHTS

**A FIVE-YEAR ANTI-RACISM AND INCLUSION
STRATEGY AND ACTION-PLAN FOR THE CITY OF YORK**

Developed by IERUK 3.0



BLACK WOMEN ARE FOUR TIMES MORE LIKELY TO DIE FROM CHILDBIRTH THAN WHITE WOMEN

ROMA, GYPSY AND TRAVELLER PEOPLE FACE EXTREMELY HIGH LEVELS OF RACIAL ASSAULT, AND POOR HEALTH (BRITISH COMMUNITY STUDY)

BLACK PEOPLE ARE 90 TIMES MORE LIKELY TO BE STOPPED AND SEARCHED BY THE POLICE

68% OF MUSLIMS LIVE IN AREAS WITH HIGHEST UNEMPLOYMENT RATES

ASIAN PEOPLE ARE 18 TIMES MORE LIKELY TO BE STOPPED AND SEARCHED BY THE POLICE THAN THEIR WHITE COUNTERPARTS

WOMEN OF COLOUR FACE “CULTURE OF EXCLUSION” IN THE MEDIA INDUSTRY

BLACK PEOPLE ARE SEVEN TIMES MORE LIKELY TO DIE AFTER RESTRAINT BY POLICE

ACCESS TO HEALTH AND SOCIAL CARE SERVICES IS A LARGER ISSUE FOR ROMA PEOPLE THAN ANY OTHER ETHNIC GROUP. THEY ARE 2.5 TIMES MORE AT RISK OF NOT HAVING ACCESS THAN THE WHITE POPULATION

SLOW PROGRESS MEANS TOO FEW BLACK JUDGES UNTIL 2149

BRITISH MUSLIMS ARE NOT TREATED WITH DIGNITY

FOR THE FIRST TIME, RACIAL HATE CRIME EXCEEDED 1,000 IN NORTH YORKSHIRE

GENDER PAY GAP AS HIGH AS 31% FOR MINORITY ETHNIC WOMEN

SURVEILLANCE AT WORK IS MORE LIKELY TO AFFECT YOUNG, WOMEN AND MINORITIES

BLACK CHILDREN ARE 11 TIMES MORE LIKELY TO FACE POLICE STRIP-SEARCH

**EQUAL
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RIGHTS**

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TIME FOR CHANGE

On 21 October 2021, City of York councillors approved the motion: Making York an Anti-Racist and Inclusive City. It became the first city in the North of England to set this aspiration and commitment to tackle the rising issues of racism and discrimination. One of the most compelling reasons for the endorsement of the motion was the 239% increase of racial hate crime between 2010–2021¹.

Following the passing of the motion, Inclusive Equal Rights UK 3.0 (IERUK)² was formed to fulfil the mandate of the motion with an overarching objective to develop a long-term anti-racism and inclusion strategy and action plan. The five-year anti-racism strategy, actions and recommendations are entirely based on data and research collected, collated and analysed. The evidence clearly shows the imbalances, injustice, and violence towards many minority communities in the city. It is now time to acknowledge that systemic racism and prejudice are prevalent in the City of York. Together, we can do something about it.

IERUK recognises the importance of building relationships and working in partnership with stakeholders, including institutions, agencies, and the private sector to collectively work together and seize this momentous opportunity to effect a positive change. It is our collective responsibility to set a precedent for the future of the city and for the next generation.

We hope you find the strategy to be an engaging read. It is important to stress that the strategic plan of actions proposed for implementation are data and evidence-based and must be considered to ensure we collectively address the issues of racial inequalities.

We look forward to working with you.

¹ The hate crime data covers from 2010 until March 2021 and does not provide the full year of 2021. If you would like a copy of the motion, please contact IERUK by visiting our website.

² To learn about IERUK, please visit www.ieruk.org.uk.

WHY THIS MATTERS

This work matters because the data widely documents that racism in York is systemic and structural. It is manifested in many forms that disproportionately and negatively impacts the lives and livelihood of people of colour. Here's three examples:

1. In the last school year, there were 558 fixed term exclusions. 5.6% of the exclusions were of minority ethnic background. Of these 2% were of Roma, Gypsy and Traveller background. This is a disproportionate number given their population number within the school population as a whole;
2. Police stop and search data shows that non-white residents with Black-related backgrounds have approximately 90 times the stop and search rates as those of White background; and those of Asian or Asian British background are 18 times more likely to be stopped than White people; and
3. The second largest health organisation serving the City of York is the Tees, Esk and Wear Valleys Mental Health Trust. It employs 734 staff of which 5% are Black, Asian and Minority Ethnic (BAME). None of its senior managers in the York area are BAME even when evidence shows that people of colour overwhelmingly use the mental health services more than any other racial groups.

This matters because the evidence-based data reveals the non-adherence of the Human Rights Act 1998 which state “to treat everyone equally, with fairness, dignity and respect.”

It matters because we all hold the power to do something about the disparities and injustices that this strategy has highlighted. We have the voice and the ability to take action and effect change that will make a difference for the lives of those impacted by racism and discrimination.

WHO IS THIS FOR?

The anti-racism strategy and action plan has been designed to focus on both the public and private sectors. It analyses data based on the ethnicity profile in the City of York and any evidence of disproportionate inequalities within institutions and organisations.

It has been a painful journey reviewing the data in these sectors; however, we strongly believe that this is a crucial step to collectively come together to address the issues of casual and structural racism in the city.

The strategy is also for young people from all backgrounds. The strategic plan of actions outlined below aims to significantly reduce the disproportionate levels of inequalities for you and for the future. We ask you to join us and be part of the changemakers.

If you an individual, a leader in your field, a business owner or a policy maker, this strategy is for all of us. It is a human right for everyone to have equal access of services, and opportunities; and to be treated fairly and with dignity.

We look forward to hearing as many voices as possible.

EVIDENCE-BASED RESEARCH AND OUR APPROACH

The need to develop an accurate profile of the local BAME population in York was recognised as critical to our work, as well as establishing the issues which were important to them. As a result, much of IERUK's first full year's work focused on building a comprehensive research programme. The research programme has been developed into two strands which are set out below.

Quantitative research: IERUK's Working Group (WG) made a decision to focus on the issues of education, healthcare and policing as the main priorities for data collection. However, as the research progressed, it became clear we needed to expand the research remit and investigate other sectors, which we have also included in this strategy. IERUK's research explored the extent of data available in these sectors, relating to the BAME population.

Baseline data has been collected largely through Freedom of Information (FOI) requests, through the voluntary cooperation of some organisations and other sectors, supplemented by early releases of the 2021 census on ethnicity published by the Office of National Statistics. In some cases, we have obtained data from more than one source which appears contradictory³. This issue has led to some responses which could be viewed as confusing. We hope to work with concerned institutions and resolve the contradictions in the coming months.

While some organisations have been forthcoming in providing data in a timely fashion, there were some challenges the team encountered. These were:

- Some sectors did not respond to our requests;
- Some institutions provided data which was difficult to analyse because of the high proportion of non-responses and/or refused to provide the additional requested data. This may suggest that some organisations did not regard the pursuit of race equality as a matter of priority. Our message to all those engaged in this process is to emphasise the value of collaboration to make this work a success. We want to make sure the collection of data is robust, accurate and clear;
- Some institutions did not collect data in a way which identifies its interests in York alone. In addition, we found that the collection of data indicates that they did not factor in the dimension of 'race' and ethnicity; and
- We found that data was not collected consistently using common categories. To solve this challenge, one solution is for all institutions to use the major categories used in the census so that different ethnic profiles are comparable.

³ The collection of data was proven difficult as there is inconsistency of how institutions and organisations collected data. For example, we found that there were large responses of "prefer not to say". It is important to correct this issue.

Qualitative research:⁴ An online survey was created by the Working Group which remains open. It seeks to gather brief information on the attitudes and experiences of discrimination in the City of York and respondents' suggestions on sectors to concentrate our efforts.

The Voices of the People 1 covers the responses of the first tranche of respondents to the survey as at in April 2023.

The "Voices of the People 2" research programme is being managed by a group of researchers from York St John University under the terms of a memorandum of agreement agreed between IERUK and the university. It focuses on in-depth interviews with members of different ethnic groups within the City of York to collect a representative and more detailed sample of experiences relating to racism⁵.

4 The qualitative research is summarised in sections titled 'Voice of the people' on pages 35–47.

5 "The Voices of the People 2" qualitative research is a summary report of the findings. If you would like the full report, please contact IERUK.

DEMOGRAPHY OF THE CITY OF YORK

York has a deep history and culture which incorporates both considerable change and areas of continuity. Historically, it was seen as the ‘second city’ after London. Its historical and religious importance remains significant to this day.

York has had a minority ethnic population since Roman times. For instance, Black slaves were buried in the city in around 200AD, while other remains suggest there were high status and wealthy people in York from all over the Roman Empire, including North Africa. It has been suggested by one historian that at around that time, the population of York, largely a military garrison town, was predominantly Black. Yet for most people, visitors, and residents alike, ethnicity remains a hidden characteristic in both official and unofficial reports.

Despite the creation of various policies and practices, ethnicity has long been ‘invisibilised’ in many areas in the City of York. Some examples below help illustrate this problem:

- The City of York Council Fairness Commission – a few years ago, this report intended to address the difficulties faced by marginalised groups in the city. However, the report failed to mention the issue of ethnicity despite the overwhelming evidence that minorities were generally amongst the most disadvantaged in the city;
- The Clinical Commissioning Groups (CCGs) which were responsible for providing primary healthcare to the city’s population prior to the last two major health reorganisation, admitted at a public meeting that the CCGs had not considered the issue of ethnicity in the development of their policy and service framework; even though a huge amount of research and policy development demonstrated how critical the delivery of appropriate and sensitive healthcare is for ethnic minorities; and
- The Chief Constable of North Yorkshire Police has also publicly acknowledged the problem of racism in the police force which is only now beginning to be addressed.

WHAT THE DATA DEMONSTRATES

According to the 2021 census, York’s population increased by 2.4% to 202,400.

The population of York’s Black Asian and Minorised Ethnicity (BAME) population, grew to approximately 14%. That is, one in seven people, are from ethnic minorities (i.e., non-White British). This is an increase from about 12% (using the same definition⁶) recorded by the 2011 census. It is worthy to note that this is a slower rate of growth than other local authorities within Yorkshire and Humberside. For instance, it is a 3.7% increase for the region as a whole, (a figure which is depressed overall by some areas, particularly within North Yorkshire, which have very low minority populations).

⁶ Some organisations record minorities in a much more restrictive way, focusing only on visible minorities. City of York Council’s Business Hub produced ward profiles which in 2021 suggested that York’s minority ethnic population was 5.7%. At the same time, another department in the CYC was publicising a figure of almost 10%. It is also known that the census and other counts substantially undercount certain minorities, including some South Asian minorities and Travellers, for example, because of non-response for various reasons.

There are currently approximately 100 different ethnicities represented in the City of York, and the same number of languages spoken. The largest minority group within York is Chinese (1.4%), followed by Other Asian (1.0%), Indian (0.9%), and White and Asian mixed (0.8%). Whilst ethnic minorities are mainly resident in the York Central parliamentary constituency, there are some wards with even more substantial minority populations. For example, Fishergate (27%), Guildhall (24%) and Hull Road wards (20%). There are other wards in the York Outer constituency where a significant minority population is now beginning to emerge at a relatively rapid rate. Examples of these are Wheldrake (4.4%–40% increase from 2011), Copmanthorpe (4.5% – changed ward boundaries) and Haxby and Wigginton (4.6%–48% increase from 2011).

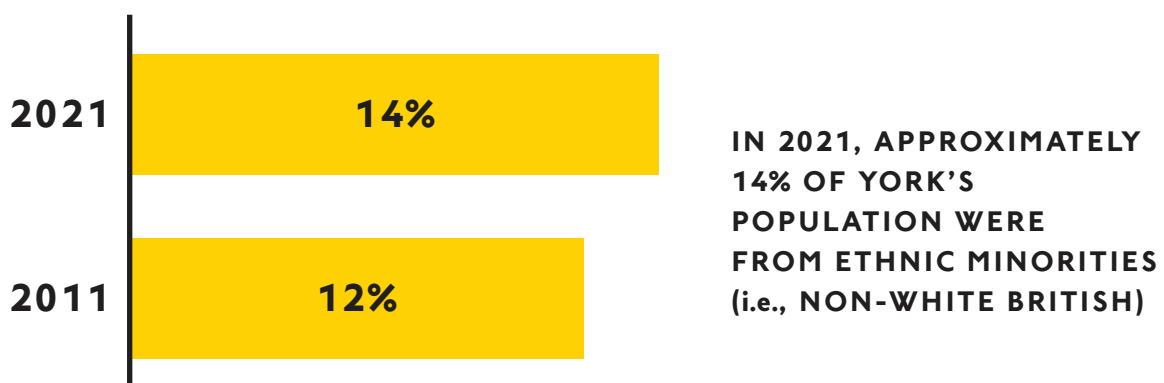
Direct comparison for some wards as between 2011 and 2021 was not possible because of ward boundary changes and mergers.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Why is the ethnic minority population of York rising slowly compared with many other local authorities including, neighbouring areas where the growth in BAME population has been significantly greater?
- Conversely, what makes a city ethnic-minority-friendly? It may be a combination of factors, such as a lack of specific facilities for different communities (given that there is no single dominant minority), policies which are discouraging (for example, housing policies), or the image York projects to a wider public. We were recently told that some minorities are leaving York because of the cost of housing.

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. A fully serviced, centralised, and resourced centre/facility led by BAME people which provides information and support to the BAME community. Many BAME people suffer in silence because of the structural barriers they endure and do not know where to go for help. This would replace the current fractured provision.
2. A centre for young people for the BAME community where they can gather, connect with one another, and feel a sense of belonging.
3. To identify funding sources for youth services and youth club provisions with steps to meet the needs of young people from BAME communities.



CITY OF YORK COUNCIL

A collaborative and productive meeting took place with approximately 70 senior staff members of City of York Council to explore whether and how systemic barriers affect the way the services are delivered. Some of the proposed solutions have been included in the actions and recommendations below.

WHAT THE DATA DEMONSTRATES

According to City of York Council's data, 6.3% of their 2,600 workforce are BAME⁷ which has increased from 5.0% in 2019. This is compared with 10.1% across the national public sector, and 19.5% of the national population. Of the nine members of City of York Council's senior management team, one is identified as someone from the BAME community. The figure of 6.3% applies equally to full-time staff (2,110) and part-time staff (493). The largest single ethnic category, at 2%, is Asian/Asian British Indian. Asian/Asian British/any other Asian Background and Asian/Asian British. Bangladeshi constitute 1% each and all other ethnicities constitute less than 1% of the workforce.

The equalities data provided by City of York Council in relation to recruitment of staff shows that 17% of all applicants were BAME, 11% of all applicants received an interview and 12% of all BAME applicants were appointed.

Of the 1,710 applications reviewed in the year ending March 2021, the success rate for BAME applicants was 5.5% (of 292 applications), compared with a success rate of 8.2% for White British applicants (1,334 applications). There is no analysis available of the type of post applied for and whether success rates differ markedly by ethnicity for differing types of work (for example, administrative, managerial, manual etc). In relation to leavers, there was a significant over-representation of leavers with BAME ethnicity (about 8%) compared with White British leavers (about 5%) in the year ending March 2021.

City of York Council and political parties: Following the recent city council elections, City of York Council remains an entirely white council. This seems likely to remain the case for some years to come unless political parties make a priority of encouraging BAME candidates.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- What are the reasons for the very low proportion of BAME employees in City of York Council's workforce?
- What steps are actively being taken to increase the proportion of BAME employees in City of York Council's workforce?
- Is there a need for a review of recruitment policies and practices, given the significantly lower success rate for BAME applicants compared with White British applicants, and for retaining them? Is this a problem stemming from a lack of opportunities for promotion?
- Are BAME people concentrated tasks/departments or at particular levels within the workforce at either full-time or part-time status?
- There is a forum for BAME staff members within the city's workforce to give them a coherent voice within City of York Council. Does this have adequate resources to represent BAME staff and how effective is it in raising and following through key issues?

⁷ Based on 82% returns to a survey conducted by City of York Council (18% of the Council's staff declined to give an answer to this question).

- Apart from the senior management team, what is being done within the Council to ensure BAME people are adequately represented within more senior levels within the city's workforce?
- Why is the rate for leavers much higher for BAME staff than for White British?
- Does each of the four major political parties established in the city have specific policies related to recruiting BAME members and/or prospective candidate councillors and are these policies actively promoted?

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

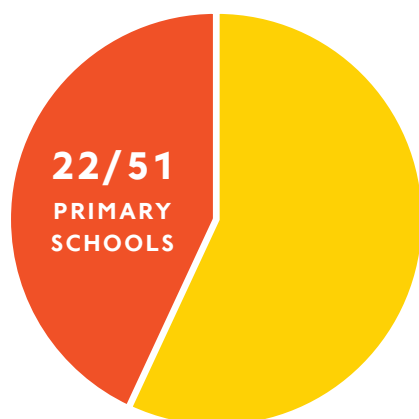
1. City of York Council to investigate the reasons behind the low proportion of BAME employees and take steps to actively increase diversity in the workforce. This could involve reviewing recruitment policies and practices to ensure they are inclusive and accessible to all.
2. The Council to examine whether BAME individuals are concentrated in particular tasks or at particular levels within the workforce and take action to address any inequalities, including reviewing promotion and leaving issues.
3. To build an inclusive organisation where the workforce reflects the city they serve and the needs of all citizens. To review and enhance its entire recruitment policies and employ a Diversity and Inclusion team to ensure highlighted barriers are adequately addressed.
4. The Council to address the issue of undercounting of certain minority groups in the City, such as the Roma, Traveller, Gypsy group⁸, by initiating an exercise to establish a true figure for their numbers in the York population. This could involve consultation with representatives of these groups to ensure their voices are heard and their needs are taken into account.
5. City of York Council to review the work and membership of its Equalities and Human Rights Board to ensure the dimension of 'race' and ethnicity is appropriately represented.
6. Progressively build relationships with the BAME community and regularly organise meetings to listen to their voices and address their needs.
7. To identify funding sources to reinstate youth services and youth club provision with specific steps to meet the needs of young people from Black communities.
8. Political parties in the city to make it a priority of recruiting BAME candidates and consider establishing a Forum for BAME members to give them a coherent voice.
9. Political parties to identify an Equality & Diversity Lead to work to work on improving community engagement and representation. In addition, to source effective diversity training for all councillors.
10. Political parties to invest in positive action programmes to equip people from BAME communities to participate in local politics and have a voice in party decision-making.

⁸ There is, as shown by a range of national and local research, substantial undercounting of certain minority groups for various reasons which thus understates the presence of those groups within the city and affects policy and practice – including service levels – by various agencies towards them. The most obvious example of this is the York Roma, Traveller, Gypsy group which the 2021 census suggests numbers around 300 in York. We believe this is not the case. Other groups likely to be affected by undercounting include migrant workers, and certain minority ethnic groups, particularly those likely to have a lower level of literacy in English.

SCHOOL EDUCATION

WHAT THE DATA DEMONSTRATES

There are three secondary schools (out of nine) and twenty-two primary schools (out of fifty) that have a minority pupil population which is greater than their presence in the York population. That is 41% of all schools (other than special schools/pupil referral units).



**22 OUT OF 51 PRIMARY SCHOOLS
HAVE A MINORITY PUPIL
POPULATION % GREATER THAN
THAT OF THE POPULATION
OF YORK.**

There are some large populations of pupils from minority groups. These are St Wilfrid's RC Primary school with 47%, St George's RC Primary school with a 46% population and All Saints Secondary School with 25%. This growth of the school BAME population is significant when compared with 2011. There were three schools across the city with a minority ethnic pupil count proportionately larger than the city's population 2011 and this is a potentially significant trend suggesting that York's minority population will grow rapidly over the next few years, with all other things being equal⁹. There may be specific reasons why some schools have a larger than average minority population. For example, primary schools close to the University of York such as Badger Hill which has a 33% minority population, and Lord Deramore's, Heslington with 34% each have large minority child populations. Also, there may be a strong correlation between areas of low-income housing population and numbers of minority child populations. For instance, Fishergate (24%) and Scarcroft (23%) primary schools. Conversely, the data shows that areas with relatively high income show up as having schools with relatively small minority school populations; some examples include Skelton (8%) and Poppleton Ousebank (9%) primary schools.

Major private schools in the city such as the Mount, St Peter's and Bootham have yet to respond to our multiple requests to gather data.

In the last school year, there were 558 fixed term exclusions, which usually lasts for a day. 5.6% of exclusions were of minority ethnic background. Of these 2% were of Gypsy/Roma/Traveller background. This is a disproportionate number given their population number within the school population.

For permanent exclusions, there were 14 during the last complete school year, 2 were of minority ethnic background (one of which was Gypsy/Roma background).

Nationally, it has been shown that some children of ethnic minority parents are over-represented as having some forms of special need, but minorities are under-represented in relation to other needs.

⁹ An earlier study found that some minorities were leaving York because of the low availability and the cost of housing (both private rented and owner occupation). This is an issue which has been acknowledged widely across the city.

3,525 York children were 'statemented', that is, they were formally recognised as having special educational needs during the last full year, although there is no data available yet as to the reason for the statement or what these needs were¹⁰. 6.7% of these were of minority ethnic background. It is known that, because of high thresholds for obtaining a statement which creates difficulties for parents in negotiating for their children, there may be many more children technically eligible for having a statement but unable to get one. As a result, this may affect parents of children of minority ethnic backgrounds more than other parents.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Does the profile of teachers at primary and secondary levels match the ethnic profile of pupils at these schools?
- Is there a requirement, set by City of York Council, for schools to teach Black History and is there a common curriculum developed by local teachers, including those of minority ethnicity?
- Does the private education sector in the city recognise the importance of anti-racist work for their own work and would they be prepared to work with us? These schools are often distinguished by their concentration on parental income and wealth, but this may mask deeper issues of 'race' and ethnicity which do not get discussed.
- What statutory requirements are there for private schools to publish the ethnic profile of staff and students?
- How is ethnicity factored into the process of statementing?
- Are those responsible for assessing the needs of BAME children for statementing, culturally trained and experienced to undertake this task?
- Given the rapid growth of the BAME population in schools in the City, and in the immediate future, is there a need for reviewing the school allocations policy of the City? For example, so that schools are adequately prepared for larger minority populations and that school populations and resources are equitably and appropriately distributed?

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. An analysis of data regarding special needs by ethnicity and type of need will be useful to reveal specific issues which needs to be addressed.
2. The development of a Black History curriculum and the culture of other ethnic minorities through the curriculum for primary and secondary schools, led by appropriate teachers for the City. For example, this might be focused on the kinds of issues raised by prominent people from the past – widely celebrated within the City – whose activities have impacted strongly on BAME people, such as William Wilberforce and Joseph Rowntree (both heavily involved, in different ways, with the slave trade) and former Mayor John Carr.

¹⁰ Presumably some were for linguistic needs, others for emotional or psychological needs and some perhaps for physical needs such as specific disabilities.

3. To encourage private schools to provide data on their ethnic profiles and to collaborate with IERUK's efforts to address issues related to ethnicity in education.
4. There is a need to encourage private schools to recognise the importance of anti-racist work and to state their commitment to this cause.
5. To ensure that the ethnic profile of teachers matches the ethnic profile of pupils at primary and secondary schools, particularly given the likely growth in the number of BAME pupils.
6. To provide cultural, sensitivity and unconscious bias training to those responsible for assessing the needs of BAME children for statementing.
7. To develop and implement an allocations policy to ensure that school populations and resources are equitably distributed to accommodate the growth of the BAME population in schools in the City.
8. To conduct further research on the disproportionate number of Gypsy/Roma/Traveller children who are excluded, both fixed term and permanently, from school. This should be followed by the development of targeted strategies to address this issue.
9. To provide additional support and resources to schools with larger minority populations to ensure that they are adequately prepared to meet the needs of BAME students.
10. To explore ways to address the challenges faced by parents of minority ethnic backgrounds in negotiating for their children to obtain a statement of special educational needs.
11. To develop a BAME teachers' forum, in conjunction with education trades unions, within the City for mutual support.
12. To develop an independent advocacy team to support BAME families engaging with educational authorities.
13. To commit to proactive engagement of BAME mentors and role models, and tailored support. To pledge to actively recruit more BAME teachers, to ensure children and students have people they can identify with in the classroom.
14. To pledge to dedicate resources for more learning of Black culture through the curriculum, library and learning centre resources and wider enrichment activities
15. Consult with schools and teachers (including BAME teachers) to implement the NEU's Anti-Racism Framework in local authority schools.¹¹
16. To take steps to ensure each school or educational institution Board of Governors has BAME representatives, to avoid the common pitfalls of the "lone voice".

11 neu.org.uk

POST-16 FURTHER AND HIGHER EDUCATION (FE AND HE)

WHAT THE DATA DEMONSTRATES

At all Further Education (FE) and Higher Education (HE) establishments in the City of York, the ethnic mix of students will vary from year to year with admissions depending on a combination of personal choice (with parents means having an impact), institutional admissions policy across a wide range of institutions within the UK, and the menu of courses available. For some universities, where the population of the area in which the university is based is very diverse, this is reflected in the ethnic blend of students, many of whom prefer to live at home.

York College offers a range of courses for students from 16 year of age. There are 52 full-time and 4 part-time senior managers. 1 is of ethnic minority. Of the 294-tutoring staff, 5 are ethnic minorities and of the 328-support staff, 5 are of ethnic minority background. Refusals were very low. Amongst the 60 manual staff, 3 are of ethnic minority ethnicity. This totals to 838 staff of which 14 (less than 2%) were from ethnic minorities, mainly of South Asian origin.

Askham Bryan College, a land-based degree-awarding college on the periphery of York (but with a presence in Wakefield, Saltaire and Middlesbrough), has approximately 400 full-time staff, including 147 part-time staff. A recent analysis of data gathered by the college shows that 3% of full-time staff and 1% of part-time staff for whom data was held were of non-White British ethnicity. However, a very large proportion of staff either did not respond or responded 'prefer not to say' in answering to relevant questions.

Further analysis of this data, for example in terms of type of occupation (as between manual and non-manual staff for example) is not available. Six full-time staff were of BAME ethnic origin but again there was a very considerable number of non-responses (over one-third of all responses) making this data unreliable. Almost half the total workforce is classified as part-time. Three BAME people occupied senior managerial or administrative roles, but it is not known how many of these posts there are overall.

At **York St John University**, 87% of staff (total 1,028) classified as White. 9.7% of the staff were of BAME ethnic origin; 4.2% of the 356 part-time staff classified as BAME. All 20 (of 21) senior managers who responded to the ethnicity question were classified as White. The refusal rate for answering this question was relatively low at 5-6%

The University of York employs 5,480 staff. Non-responses were around 20% of the total. 82% of the 3,735 full-time staff and 85% of the 1,745 part-time staff responding were White British (8% of full-time and 7% of part-time staff were BAME). This data does not disaggregate the roles played by staff other than for senior management roles where 6% of senior managers were of BAME ethnic background.

The University of York's ethnicity and gender pay gap report of 2022 shows that the mean pay gap between white and minority pay is almost 15%, slightly down on previous recent years but still high. The university has publicly committed itself to becoming an anti-racist organisation and measurement of the pay gap is seen as a key indicator in pursuing this task.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Can the education institutions follow the University of York's example by publishing data on pay gaps between white and minority staff? Can they publish data relating to the gaps for different roles within the workforce?
- Do these institutions collect data regarding recruitment in terms of ethnicity including, as with City of York Council, in terms of the different stages of the application process such as applications, interviews and appointments made?
- Are there plans to emphasise the need for greater proportions of minority ethnic people in recruitment drives at the educational institutions?
- A more detailed analysis is needed at all institutions of the specific roles played by BAME staff and whether, for example, they are disproportionately represented amongst non-academic roles, especially in low paying jobs.

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. To commit to addressing the demonstrated inequalities, it is important for institutions to review their data collection. To achieve accurate and usable data, it requires completeness which helps staff to answer questions about their ethnicity.
2. To publish data on pay gaps. We ask comparable institutions to follow the University of York's example and publish data on pay gaps between white and minority staff. It is also important to publish data relating to the gaps for different roles within the workforce to identify any patterns or trends.
3. To collect data on recruitment. Institutions must collect data on recruitment in terms of ethnicity, the different stages of the application process such as applications, interviews, and appointments made. This data will help identify any disparities in the recruitment process.
4. To commit and emphasise diversity in recruitment. We recommend plans to emphasise the need for greater proportions of minority ethnic people in recruitment drives at all institutions. This can include targeted outreach and recruitment efforts to reach a more diverse pool of candidates.
5. Analyse specific roles played by BAME staff. A more detailed analysis is needed at all institutions of the specific roles played by BAME staff and whether they are disproportionately represented amongst non-academic roles, especially in low paying jobs.
6. It is important to determine whether BAME staff, both part-time and full-time, are scattered randomly across the full range of roles within the universities and colleges or concentrated at particular levels. This can help identify any potential issues with diversity and representation in leadership roles.
7. A review of entry requirements. We have heard from some parents with a concern that minority students from deprived backgrounds or otherwise disadvantaged may be further disadvantaged by not being accepted by the college because of their grades rather than for example, looking at their educational trajectory or other special considerations.

8. Do BAME staff and students have adequate mechanisms to give them a voice in relation to policy and practice development?
9. To take steps to ensure each school or educational institution Board of Governors has BAME representatives, to avoid the common pitfalls of the “lone voice”.
10. To commit to proactive engagement of BAME mentors and role models, and tailored support. To pledge to actively recruit more BAME teachers, to ensure students have people they can identify with in the classroom.



NO
PLACE
FOR HATE

POLICING

North Yorkshire Police is in a period of upheaval, with the last Police and Crime Commissioner resigning and recently calls for the present commissioner to follow suit. The force has also been placed in special measures which indicates unsatisfactory performance. This may account for the ambivalent stance towards IERUK's work which we have experienced in our contact with them

WHAT THE DATA DEMONSTRATES

In 2022, hate crime incidents in the North Yorkshire Police area exceeded 1,000 for the first time. Approximately, two-thirds were 'race'-related hate crimes. Around one-quarter of all hate crimes were recorded in the City of York which is roughly proportionate to that part of the total population covered by the North Yorkshire police force.

Three key issues relating to policing were identified for exploration in our research, although there are many more which could be open to detailed investigation. These are:

- 1. The extent to which the ethnic profile of the North Yorkshire police force (which also covers York) adequately reflects the population it is tasked with serving;**
- 2. The issue of Stop and Search. The powers given to the police under the national legislation and regulations to stop and search people whom police regard as behaving suspiciously; and**
- 3. The issue of hate crime with a racial basis.**

It is important to note that the first request for data under FoI provisions was rejected on the grounds that it would take a disproportionate amount of time to collect it. However, the police agreed to provide the data if the request for "very detailed information" was amended in IERUK's request. Below details the data that was received.

1 THE ETHNIC PROFILE OF THE NORTH YORKSHIRE POLICE FORCE

When asked in official counts for their ethnicity, most police staff refused to respond. However, it was known that until recently, there were only a very few (less than 10) minority ethnic police officers. A senior police officer identified as BAME has recently retired from the North Yorkshire force.

There has been a recent recruitment drive as a result of further funding being made available by the Home Office which has replaced some of the staff lost since 2007 (when there were around 3700 staff within the force). This led to a positive impact on the number of BAME staff within the North Yorkshire Police force. The Positive Action team within the police force suggested there were now approximately 50 staff within the police force of BAME background, including some senior officers¹². The most recent count of staff within the police force suggests a total of approximately 2,900 staff in all sections.

¹² At a meeting in April involving some police officers, a figure of 150 was mentioned. It would be useful to have a firm agreed figure.

2 STOP AND SEARCH INCIDENTS IN YORK

By reason

In the three-year period, 2018–2020, there were 2,371 stop and search incidents where the reason was recorded. Data does not suggest how many incidents were not recorded. The major areas were 1,472 (drugs and cannabis were more than 62%), stolen goods (295), theft (191) and bladed article (148).

Separate data suggests there were 424 recorded stop and search incidents in 2022, more than half of which were for drugs reasons; about 7% of these involved non-White British people. This figure alone ought to dispel the easy association of minority ethnic groups and drug-related behaviour.

By ethnicity (where recorded)

The overwhelming majority were White British (1,843 incidents); small numbers were recorded for Other Asian background (33), Caribbean (24) with another 11 White and Caribbean mixed heritage, Pakistani (21) and African (13). What this data fails to provide is the cross-tabulation between 'reason' and 'ethnicity' or simply a list of the reasons for all those of Black African and Black Caribbean origin, which might raise some issues familiar to those concerned with the use of stop and search powers, although the absolute numbers may be too small to make strong conclusions possible. However, the table below shows that in relation to ethnicity, the proportion of stop and searches per 1,000 resident population were as follow:

White	0.046
Asian or Asian British	0.807
Black or Black British	0.829
Any other Asian background	1.668
Any other Black ethnic background	4.225

This suggests that non-White residents with Black-related backgrounds have about 90 times the stop and search rates as those of White background, and those of Asian or Asian British background are 18 times more likely to be stopped than White people.

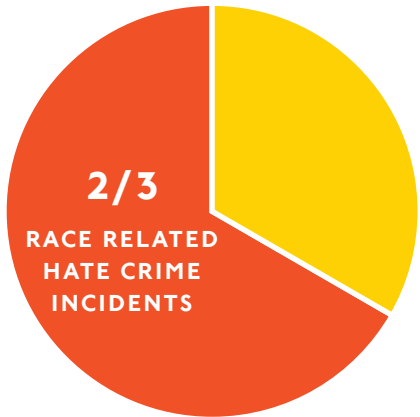
In the period between January–June 2022, of the 180 stop and searches conducted, only 15% had an outcome and 83% had no outcome recorded. This, taken with the data on ethnicity above, raises further cause for alarm. It is important to know why so few stops resulted in an outcome as many of those within this category will be members of BAME communities. Wider research has suggested that much stop and search activity in relation to minorities is in fact comprised of 'fishing' expeditions and do not relate to actual evidence to support the search.

3 'RACE' HATE CRIMES

The table below depicts recent figures for the City of York racial hate crime reporting.

Year	2019	2020	2021
Number of racial hate crimes reported	150	182	230

This is a worrying set of figures. The numbers are high in absolute terms and the increase over the two-year period is more than 50%. The corresponding figures for religious hate crimes in York are 11, 13, 8 which shows a reduction of almost 30% over the same period.



IN 2022, HATE CRIME INCIDENTS IN THE NORTH YORKSHIRE POLICE AREA EXCEEDED 1,000 FOR THE FIRST TIME, OF WHICH AROUND 2/3 WERE RACE RELATED HATE CRIMES

Total hate crimes, York only

By contrast, the data for all hate crimes in the York area are as follows:

Year	2019	2020	2021
Total number of all hate crimes reported	228	266	366

Geographical focus (all hate crime incidents, York)

This has largely remained the same over the three years in terms of the York wards/areas where the majority of offences are concentrated (see table below). However the total for 2021 for these five wards is 105 which is less than 30% of all incidents in the city, suggesting that the problem of hate crime is likely to be city-wide. Next to them is the proportion of ethnic minorities in the ward. There are 22 wards in the City so the average number of all hate crimes per ward is 17.

Guildhall Inner	42	18.6
Heworth	23	11.5
Fishergate	14	21.4
Skelton, Rawcliffe and Clifton Without	14	6.3
Clifton	12	13.5

The two wards with total numbers of hate crime exceeding the ward average (Guildhall and Heworth) are also wards with high minority ethnic populations (as defined by the 2011 census¹³). Fishergate has the highest ward BAME population and is near the average for hate crimes. This suggests the opportunity for a clear geographical targeting strategy for the police. It is possible that the large hate crime figure for Guildhall is partially skewed by the larger visiting/ tourist population likely to be in that part of the city.

¹³ At a meeting in April involving some police officers a figure of 150 BAME staff was mentioned. It would be useful to have an accurate firm number to work with.

Race hate crimes, ethnicity of victims (York only)

In 2019–2021, ethnicity (self-defined) was ‘known’ for 128 victims of race hate crimes, of which 31 were accounted for by ‘not stated’. However, over this period, 562 incidents were recorded. This means that in fact 97 (128–31) had ethnicity recorded and 465 did not have ethnicity recorded. This demonstrates an extraordinary problem.

There is clearly a serious issue of recording which affects the ability of the police to be able to understand and respond to disparities in their practice.

Those groups most prominently recorded as victims include Pakistani (15), Chinese (11), Indian (11) other Asian background (17) and African (16). In relation to religion, only 7 victims had their ethnicity recorded.

The picture is similar for all hate crime incidents. The ethnic groups where ethnic group was known over these three years were Indian (11 incidents), Pakistani (15), Chinese (11), other Asian background (18), African (15), other Black background (16). The vast majority of victims had no ethnic group identified.

Finally, in 2022, (the most recent cumulative figures available), there were 367 hate crimes recorded in the City of York area, with the wards with the highest numbers being Guildhall Inner (85) (a remarkable figure again probably due as much to visitors as to residents), Westfield (40), Clifton (33) Micklegate Outer and Heworth (both 25). In almost two-thirds of these cases, ethnicity was not recorded.

We met virtually with the Police and Crime Commissioner earlier this year. It was discussed that further information will be sent to IERUK to fill in some gaps in our knowledge, however, this has not happened yet.

The IERUK team held an initial and in person productive exploratory meeting with the Police Positive Action Team where we agreed to further meetings and the delivery of further data. However when we shared IERUK’s report on the “snapshot of racial inequality in the City of York”¹⁴ with them, we were abruptly told that our report contained nothing that the police were not already aware of and therefore they did not see the need for continuing discussions with them.

This is very disappointing as there are serious issues of racism to be addressed. On 24 May 2022, the Chief Constable acknowledged that policing in the area still features racism, discrimination, and bias.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- What explanation is there for the disproportionate numbers of stop and search incidents involving BAME citizens?
- Why is some data, including reasons and outcomes on stop and search incidents, and ethnicity more generally, not recorded?
- How is the police force addressing the rapidly growing numbers of ‘race’-hate crimes in the city?
- Is there any analysis on retention rates for police staff, and especially for BAME staff.

¹⁴ You can find this report here www.ieruk.org.uk/racial-disparity-in-york-report

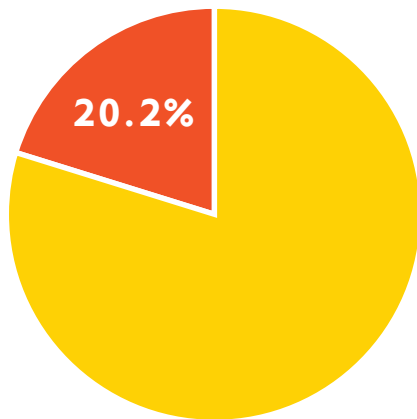
ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. To address and solve the issue that ethnicity is not recorded in many incidents of Stop and Search.
2. To commission an independent racial inequality, review of Stop and Search with criminal justice and equality impact assessment expertise. This must include input from the local BAME community including young voices. Actions to remedy the unequal use of these police powers and build mutual trust between the police and the community.
3. To cross-tabulate the data on Stop and Search incidents in terms of 'reason' and 'ethnicity'.
4. Reviewing Stop and Search policies: The police force should be encouraged to review its policies and procedures to ensure they are not discriminatory and are being used appropriately.
5. Monitoring outcomes of Stop and Search incidents: The police force should be encouraged to monitor the outcomes of Stop and Search incidents to ensure they are being used effectively and fairly. The low percentage of outcomes recorded in the period January–June 2022 is concerning, particularly given the high proportion of non-white residents being targeted.
6. To produce a report on the implementation of the lessons learned from the Stephen Lawrence Inquiry (1999), the Lammy Review (2017) and Equality & Human Rights Commission (2016). To provide evidence of progress made, key performance indicators and any targets to make further progress.
7. To identify a lead Equality & Diversity Manager for liaison and share current equality action plans in place for review.
8. To establish annual mandatory cultural, sensitivity and unconscious bias training which includes a community listening and learning events towards changing attitudes and improving community relations.
9. Ensure there is BAME representation on every recruitment & selection panel and promotion board.
10. To state what support is given to BAME staff to encourage development and career progression. For example, coaching, and training programmes.
11. The police force needs to acknowledge the serious issue of racism and hate crimes in the area and take appropriate measures to address them. This may include increasing accountability for recording and responding to hate crime incidents.
12. Increasing diversity in the police force: North Yorkshire Police should aim to recruit and retain more staff from BAME backgrounds to better reflect the population they serve. The recent recruitment drive is a positive step, but more needs to be done to ensure that the police force is ethnically representative of the local population.
13. Collaboration with external groups: The police force needs to collaborate with external groups, including IERUK, to share information and work together to address issues of racism and hate crimes in the area." It is important to work together to identify areas for improvement and to ensure that the police force is accountable in this way.
14. A series of organisations including some libraries and voluntary organisations are being used as hate crime reporting centres. We recommend a joint discussion to review third-party reporting processes to ensure it is sufficiently resourced with appropriately skilled people.

HEALTHCARE

WHAT THE DATA DEMONSTRATES

There are 11 health providers in the city; the overwhelming majority of ethnic minority health workers work in either the York and Scarborough NHS Hospital Trust or in the Tees, Esk and Wear Valleys Mental Health Trust. Both are NHS institutions and serve an area which is geographically much wider than the City of York itself. The Mental Health Trust main office is based in Darlington.



YORK AND SCARBOROUGH HOSPITAL TRUST EMPLOYS A TOTAL OF 8,839 STAFF OF WHICH 20.2% ARE BAME

York and Scarborough Hospital Trust employs a total of 8,839 staff of which 20.2% are BAME (28% full-time and 12% part-time, mainly Indian and variants of Black). 34% of clinical staff are BAME. One of the 16 board members is BAME¹⁵ and of the 384 senior employees, 102 are BAME (31%), of which 47 are of Indian ethnicity, are clinical consultants. When requesting data, we were referred to the Trust's Annual report for further information: this report is 223 pages long and does include an overall breakdown by ethnicity of all and a short reference to a BAME staff network.

The second largest health organisation serving the city of York is the Tees, Esk and Wear Valleys Mental Health Trust. It employs 734 staff of which 5% are BAME. None of its senior managers in the York area are BAME. Very few BAME staff occupy non-clinical roles. Most other health providers, generally quite small, did not respond to our enquiries, claiming exemption from FoI requests because of their private status.

Ambulance services provided in York come under the remit of the Yorkshire Ambulance Service NHS Trust, headquartered in Wakefield. 216 full-time staff are employed within the York area of which under 2% are of BAME ethnicity. 86 staff members are working part-time, of which 4.7% are of BAME ethnic origin. There are fewer than five senior managers working in the York area and data on ethnicity is therefore not available.

¹⁵ These are appointed following advertisement and interview.

YORK AND SCARBOROUGH NHS HOSPITALS TRUST

(Note that many figures do not add to 100% because of the category 'unspecified' or 'not stated')

Total full-time workforce: 5,155

Of which

- 3,712 (72%) are White British
- 245 (4.8%) are Black/Black British/Black African
- 242 (4.8%) Indian (0.5%) Black/Black British/African
- 148 (2.9%) Other Asian Background (not Indian/Pakistani/Bangladeshi)
- 1433 (27.8%) are BAME (total not white British)

Total part-time workforce: 3,684

Of which

- 3,225 (88%) are White British
- 42 (1.1%) are Indian
- 23 (0.6%) other Asian
- 21 (0.6%) Black/Black British/African
- 345 (9.2%) are BAME (total non-White British)

Total workforces count 8,839 of which 1,789 (20.2%) is BAME.

Clinical and non-clinical staff:

- Of f/t clinical staff (3,140), 1,910 (61%) are White British, 1,079 (34%) are BAME
- Of p/t clinical staff (2,278), 1,957 (85.9%) are White British, 243 (10.7%) are BAME
- Of all clinical staff (5,428), 3,867 (71%) are white British and 1,322 (24.3%) BAME
- Of all f/t non-clinical staff (2,015), 1,734 (86%) are White British, 345 (17%) are BAME
- Of all p/t non-clinical staff (1,406), 1,268 (90%) are White British, 101 (7.2%) BAME
- Of all non-clinical staff (3,421), 3,002 (88%) are White British and (13%) BAME

There are 102 ethnic minority (senior employees) a category defined in the hospital's own terms, as being band eight wage levels or above. We are awaiting the equivalent figure for White British staff.

One of the 16 Hospital Board members is from an ethnic minority.

TEES, ESK AND WEAR VALLEYS NHS FOUNDATION TRUST (MENTAL HEALTH)

Total workforce: 734, of which 469 are employed full-time (f/t) and 265 part-time (p/t).

- 419 f/t are clinical and 181 non-clinical (admin, cleaners etc): total 600
- Of those working f/t in clinical roles (419), 24 are non-White (6%)
- Of those working f/t in non-clinical roles (50), none are non-White
- Of those working p/t in clinical roles (181), 10 (5%) are non-White
- Of those working p/t in non-clinical roles (84), 3 (4%) are non-White
- Of the total workforce (734), 37 (5%) are non-White

None of the eight senior managers in the York area are BAME.

The main minority ethnicities present (although none in more than about 1%) are Indian, Pakistani, mixed White/Asian and Black British/African.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- In relation to the Ambulance Trust, why is there a significantly higher (3 times) proportion of part-time staff employed of ethnic minority origin compared with those of full-time staff?
- What are the roles occupied by non-clinical BAME staff in the two Trusts and are they concentrated in particular sectors?
- Is there any analysis available on retention rates for all staff?

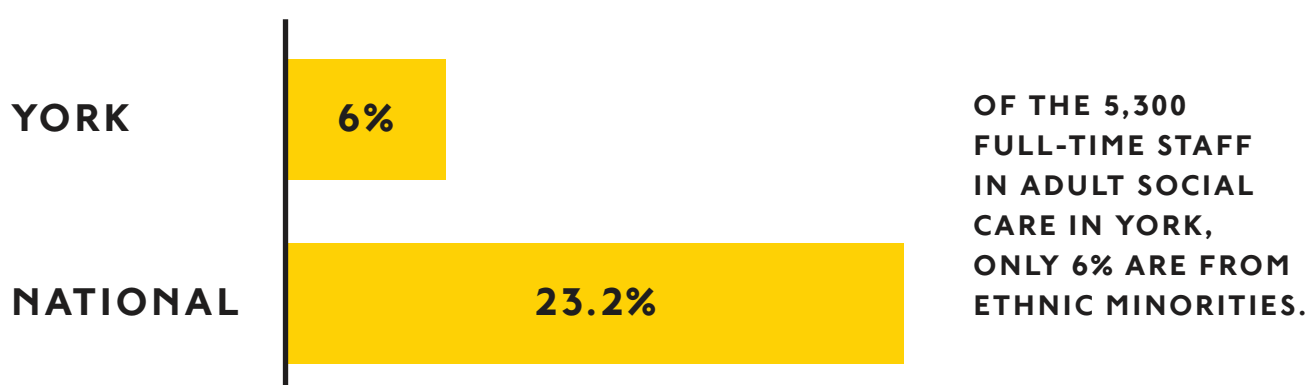
ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. Detailed analysis is required of the profile of staffing by ethnicity and status at the two health trusts to establish the distribution of minority ethnic staff at different levels and in different roles (e.g., nursing, consultant, junior doctor, manual, administrative staff) within the Trusts.
2. Analysis could be done along the lines of the University of York's report on gender and ethnicity pay gap, to establish whether this represents one form of institutional racism within the two major health providers in the city.
3. Private providers to be encouraged to provide data for completeness and comparison, but also to establish whether there is any discrimination against minority ethnic people in this part of the health sector.
4. Given the data provided, it seems likely that BAME people are considerably under-represented in both higher waged categories (this remains to be confirmed) and in the management of the Hospital Trust.
5. Given that the Mental Health Trust covers at least three local authorities, the Trust should be encouraged to provide data which refers solely to York's workforce.
6. Increase diversity: Efforts to be made to increase the representation of ethnic minority staff in the Tees, Esk and Wear Valleys Mental Health Trust, which has a very low proportion of BAME staff compared to other NHS institutions in the city.
7. Address disparities: National data and many research studies shows that BAME service users are treated poorly in terms of access/referral, diagnosis, and treatment by mental health organisations. It is important to explore whether this finding relates to these organisations to address such disparities and ensure that all patients, regardless of their ethnicity, receive equal access and quality of care.
8. Collaborate with local communities: Efforts to be made to engage with local minority communities and ensure that their needs are met. This could involve setting up community outreach programmes, working with local organisations, and addressing any cultural barriers that may prevent some individuals from accessing health services.
9. To identify what steps are being taken to address under representation of BAME communities in the NHS workforce, particularly in higher-paid specialist roles and at senior levels.
10. To invest in positive action programmes and pay audits by ethnicity to support employees from BAME communities to advance their careers, achieve equal pay and have a voice at all levels of decision- making.
11. Ensure there are BAME representatives on each recruitment and selection panel and promotion board.

SOCIAL CARE

WHAT THE DATA DEMONSTRATES

As of last year, there are approximately 5,300 full-time equivalent (full-time equivalent) staff in adult social care (covering both independent and local authority sectors) within the city. 6.3% are from ethnic minorities (the national figure is 23%). The jobs in adult social care cover the independent sector (88%), local authorities (6%) and jobs for individuals working for direct payment recipients (which are based on individualised contracts). Leaving aside direct payment staff, about 4,000 are direct care providers.



According to public data, Care Quality Commission (CQC), regulated services in York numbers 78. 41 were residential and 37 non-residential (i.e., domiciliary) services. Of the 400 managers in the sector within the city, 2.1% are from ethnic minorities (nationally 15.6%).

In relation to social care clients, 1.5% of adults and 13.7% of children are from ethnic minorities. Turnover of staff in this sector in York is very high at 46% compared with the national average of 30%. Around 20% are on zero hours contracts.

The majority of this data is based on information provided by Skills for Care, based in the City of Leeds, however, very little of it addresses the issue of ethnicity. This might be revealing when considering issues such as the reasons for leaving the social care workforce. Skills for Care has provided an analysis of variables influencing a worker's decision to leave the workforce, however, the issue of how these variables relate to ethnic origin is not discussed which we find unhelpful given almost a quarter of the social care workforce nationally is not White British. The data also demonstrated that pay levels are lower in the independent sector than in the public sector.

In terms of clients of adult social care in the city, there are approximately 5,400 of which it is estimated 1.67% are non-White British with Indian (0.2%) and various mixed categories (0.6%) the largest minority ethnic categories.

There are 1,123 children in social care as at late 2022. Of these 10% are of minority ethnic backgrounds.

National research into the issue of race equality, particularly following findings that Covid-19 disproportionately affected minority ethnic communities, has led to the development of a Race Equality Standard in social care particularly focusing on the issue of inequality in career progression and under-representation of minorities in senior leadership roles.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- What data is available regarding the Race Equality Standard for the social care sector in York?
- Why is the proportion of managers and staff of care homes from minorities so low compared with the national average?
- What is the ethnic breakdown of that part of the workforce on zero hours contracts?
- Do BAME staffing levels in the children's social care sector reflect the ethnicity of the children themselves?
- Are potential adult social care clients discouraged or disadvantaged by the relative lack of BAME carers?

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. We ask for more data on the Race Equality Standard for the social care sector in York, including whether it is being implemented and if it has had any impact on improving diversity and career progression for BAME workers.
2. There should be a review of the reasons for the under-representation of minorities in senior leadership roles and in the management of care homes in York.
3. Efforts to be made to address any barriers that may be preventing BAME individuals from progressing in their careers.
4. Data must be collected on the ethnic breakdown of the workforce on zero hours contracts in the social care sector, to determine if BAME workers are over-represented in this type of employment.
5. A review to take place of the ethnic breakdown of the children's social care sector in York to determine if there is an under-representation of BAME staff in relation to the proportion of children from minority ethnic backgrounds.
6. Steps to be taken to encourage more BAME individuals to work in the social care sector in York, including targeted recruitment campaigns and addressing any issues that may be discouraging BAME individuals from pursuing careers in this field.
7. To set up an organisation representing care workers from BAME backgrounds in York given that the combination of low pay, poor conditions and ethnicity may leave them substantially disadvantaged.

HOUSING

WHAT THE DATA DEMONSTRATES

In terms of tenancies of council housing, the ethnicity of almost 13% is not known. We are unclear why this is the case. Of those where ethnicity is known, approximately 3% are minority ethnic tenants, with Black or Black British African registering the highest single proportion at 0.4%. The 2021 census results demonstrated that England is more ethnically diverse than ever before in terms of housing.

Unlike many other cities, there are no social housing providers which are directed entirely or partially towards tenants of minority ethnicity. There are other social housing providers in the city notably the Joseph Rowntree Housing Trust (JRHT), which manages the New Earswick estate's social housing provision. (The population of New Earswick is around 2700, split between social housing tenants and owner-occupiers). Further details of ethnicity in relation to New Earswick's tenants has been sought from JRHT and we are awaiting their response. We asked City of York Council to provide us with recent data on homelessness in the city and its link with ethnicity. We were referred to a central government website which shows that the number of people effectively statutorily homeless in the city (people for whom City of York Council has a prevention /relief duty in relation to housing) was 180 in February 2023 of which 14 had an unknown ethnicity and eight were of minority ethnic ethnicity.

There are several reasons why minority ethnic people may be discouraged from coming to live in York. One such is the current policy for getting on the council housing waiting list. To do so you must have a pre-existing connection with York, such as through work or family for example. This is clearly a policy which discriminates against minorities.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- As noted, the recent 2021 census shows that England is more ethnically diverse and less segregated than ever before. Is this reflected in the distribution of BAME council housing tenants within the city?
- Nationally, 17% of households live in social housing (local authority and housing association). Of ethnic minority groups, only Indian (7%), Chinese (10%) and White other (11%) ethnic groups are less likely to live in social housing than White British tenants. The figure of 3% for York thus represents a very substantial under-representation of minorities in social housing in the city compared with the national picture (this data does not include recent migrants to the city as a result of special housing schemes for refugees and asylum seekers, of which York has latterly become a part of, and in any case is confused by the fact that many recent arrivals are being housed in hotels).
- What kinds of social housing are BAME tenants concentrated in?
- In what ways is the dimension of ethnicity factored into the allocation policies of housing providers in the city?

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. To conduct a detailed analysis of housing allocation policy and its outcomes in terms of ethnicity and ethnic mix in different areas of the city will provide insights and therefore support in constructing impact-focused solutions to issues of racial inequality.
2. To investigate why the ethnicity of almost 13% of council housing tenants is not known and to take steps to address this issue.
3. To determine how the dimension of ethnicity is factored into the allocation policies of all housing providers in the city.
4. To engage in a discussion on developing a scope for some social housing providers to be directed entirely or partially towards tenants of minority ethnicity, as is the case in some other cities.
5. To seek further details of ethnicity in relation to New Earswick and consider whether this could serve as a model for other social housing providers in the city.
6. To ensure that housing schemes for refugees and asylum seekers are factored into any broader analysis of housing allocation policy and its outcomes.
7. Overall, a more comprehensive understanding of housing and ethnicity in the city is needed in order to identify any disparities. In addition, it is crucial to develop policies and initiatives that promote fairness and equality in the housing provision. This might be an appropriate focus for freestanding research by a university in the city.

GOVERNMENT AGENCIES

There are several government agencies based in York (either as the head office or with significant presence). As representative of the government's practice, it would be a valuable exercise to assess the contribution of these agencies or organisations to race equality goals in their workforces. These may offer a microcosm view of the situation within their 'home' government departments, or an indication of whether local policies reflect national ones for each agency. Government departments would be expected to take a leadership position in terms of racial inequalities.

WHAT THE DATA DEMONSTRATES

The Environment Agency has 279 full and part-time staff based at five locations in York, some outside the boundaries of York. In the York offices of the agency, there are 193 full-time staff, there were less than 10 in all ethnic categories other than White British. For part-time staff, the same picture emerges.

The Crown Prosecution Service is responsible for advising police on whether proposed prosecutions should proceed to court. CPS Yorkshire and Humberside is the regional office responsible for actions in the region and has five offices based in Leeds, Sheffield, York, Wakefield, and Hull. In the York office, there are 53 staff of which 3 (5.7%) are of BAME ethnicity. No details are available as to the level and grade at which these three staff work.

The Food Standards Agency, based in Peasholme Green, was unable to provide data, citing section 4 of the Freedom of Information Act whereby numbers are so small in categories requested that it would enable identification of individuals. There is a large, privatised Food Science establishment at Flaxton, outside of York.

The Department of Environment, Food and Rural Affairs (DEFRA) also has an office in Peasholme Green. They acknowledged our request for information in October 2022, but no data has yet been made available, despite a reminder from IERUK.

The Health and Safety Executive (HSE) has a total of 224 staff employed within the city of York boundaries. Of these staff, around 5% (10 staff) are of ethnic minority ethnicity. 8.5% of those surveyed by the organisation gave no response or 'preferred not to say'. Almost one fifth worked part-time. About 8% worked at senior management levels but no analysis by ethnicity was available.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- The data was largely incomplete either because of small numbers in any one institution or because of non-responses. Whilst it is clear that the proportion of people of BAME origin is very small compared with the ethnic profile of York's population, it would be beneficial if agencies which are part of the government or closely associated with it work with us.
- It is not helpful for the government to appear to collect data in different ways in different departments or agencies. It does not serve as good practice.

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. To encourage and work with government agencies in York to collect and make available data on the ethnicity of their staff. This will enable better monitoring of progress towards race equality goals and identify areas that require improvement.
2. If not already in place, it would be important to encourage government agencies in York to take steps to improve the diversity of their workforces. This could include implementing targeted recruitment campaigns, offering training and support for BAME employees, and promoting diversity and inclusion initiatives.
3. To create a cross-sector representation or 'voice' for BAME workers in York. This could provide a forum for BAME employees to share their experiences, raise concerns, and propose solutions to improve the representation of BAME individuals in the workforce.
4. To raise awareness about the issue of race equality in the workplace and promote the benefits of a diverse and inclusive workforce. This could involve engaging with government agencies, businesses, and other organisations to promote best practices and encourage greater diversity and inclusion.

THE PRIVATE SECTOR

WHAT THE DATA DEMONSTRATES

We sent a brief and simple (6 questions) postal surveys to the 100 biggest private sector employers in the city, covering roughly 23,000 employees¹⁶, asking for details of the ethnic origin of their workforce. None replied.

Some of the companies approached include LNER (2,978 staff), Persimmon Housing (5,156 staff), Shepherd Building Group (1,876 staff), Nestle and Costcutters (579 staff).¹⁷

We acknowledge that private businesses are under no legal obligation to respond to our enquiries, however, IERUK's mission is to address and offer solutions regarding disparities and in particular racial inequality. We encourage businesses to be co-operative and collaborate with IERUK in solving the wide-ranging issues of racial inequalities in the City of York.

QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

One obvious question arising is why was there such a comprehensive lack of response to our survey designed to collect basic information?

ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. Given that private sector businesses and City of York Council are technically interdependent in terms of creating a local economy which is open, fair, and accessible, we suggest it would be appropriate for the council's economic development directorate and relevant senior members to meet with representatives of businesses to engage in a dialogue of advancing race equality.
2. To discuss how and if the Local Enterprise Partnership is suited to take a leadership role in working with relevant agencies in obtaining, analysing, and responding to data on ethnicity in the City's workforce.
3. To invest funds and resources in outreach initiatives to encourage, train and mentor aspiring BAME entrepreneurs.
4. Call for big businesses with local bases to pledge reserved apprenticeship opportunities and other positive initiatives to improve opportunities for BAME people.
5. A commitment from organisations to provide bespoke career focussed events for the BAME community which will prepare young people for the world of work.

¹⁶ This is equivalent to approximately one-sixth of the total working population in the City if all were to be based in York.

¹⁷ Given the lack of responses from this sector, it is not possible to say with any certainty what proportion of the workforce cited is based within York.

NO

PLACE

FOR HATE

THE SURVEY

Below illustrates the brief details of the findings of the online survey which is available to those that have experienced racism and discrimination in some form. The survey is available on our website (www.ieruk.org.uk).

This is a snapshot of the approximate 70 responses to this survey. We expect to have a significantly larger number of responses in due course.

Of the approximate 70 responses, 45 lived in York and the great majority of the remainder both lived and worked in York. 25% lived in private rented property, and 56% were owner occupiers. 7% were council/social housing tenants. 43 of the approximate 70 (60%) had experienced some form of racism either at work, or in public places, and the vast majority of respondents had more than one experience, including witnessing racism even if it was not directed at them.

These experiences included abuse (physical, verbal, stone-throwing etc), various forms of microaggression, for some people frequently, (in a range of situations including school, supermarket, in pubs and bars, when at work in offices, shops and on public transport). Although a few respondents felt York was a safe place to be in, most respondents felt otherwise and had experienced frequent/regular negative incidents, largely because of their skin colour. In response to the question as to what should be done about it, most responses mentioned better education provision for people in some form, both at school and after, and an equally large number mentioned the need for better responses to hate crime. Some were clearly disappointed with the official response when they reported it.

Exactly 50% of those responding (that is, 36 respondents) gave their ethnicity as non-white British, i.e., minority ethnic group. This is a substantial over-representation of minorities compared with York's population as a whole (14% or one-seventh is of minority ethnicity) but it does raise questions about the role of 'by-standers' who have witnessed racism even when it was not directed at them. This is where hate crime messages directed at people who might not expect to be victims of it themselves might be an important action to develop.

EXPLORING EXPERIENCES OF RACISM IN YORK, UK: A QUALITATIVE STUDY OF INTERACTIONS WITH HEALTH, EDUCATION, AND POLICING SERVICES

PRELIMINARY REPORT

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1.0 INTRODUCTION

This qualitative research project contributes to an anti-racism and inclusion strategy developed by Inclusive Equal Rights UK (IERUK) for the City of York Council. It was funded through York St John University's Community Research Grants scheme and is associated with the university's Institute for Social Justice. The aim of this research is to examine the extent to which people identifying as ethnic minorities experience racism within the city of York, United Kingdom. The project explores people's general exposure to racism in the city and within three specific sectors: 1) health services; 2) education; and 3) policing services. The study incorporates data from 10 semi-structured interviews with people who self-identified as ethnic minorities and had a significant connection to York (e.g., residence, employment, etc.). This preliminary report precedes a more in-depth report that will follow later in 2023, which will incorporate a comprehensive examination of themes arising from participant responses, including disclosed coping strategies, perceptions of the demographics of York as a hurdle for progress, and distinctions between overt and covert racism experienced in the city. This preliminary report is limited to a discussion of findings and an overview of participants' testimonies.

This research sits within an expansive body of work acknowledging and critiquing structural and institutional racism and inequality across multiple sectors in the United Kingdom, including health services (McClean et al., 2003; Bradby, 2010; and Cobbinah and Lews, 2018), education (Bhopal, 2011; Brown and Jones, 2013; and Bradbury et al., 2023), and policing (Erfani-Ghettani, 2018; and Quinton, 2015). Findings from interviews with 10 people from minority ethnic backgrounds in York suggest that York is not immune to the structural and institutional racism experienced elsewhere in the United Kingdom and, for some respondents, the perception of York's population as white and older contributes to a belief that conditions may be worse in York than in other cities in the North of England and beyond. Respondents to this study illustrated their experiences of racism with examples of language, attitudes, and behaviours that they perceived to be racist and discriminatory. Some participants expressed that they had altered their own habits and routines to avoid being targeted for racist abuse in York. Based on the interviews, all three sectors – health, education, and policing – were impacted by participants' exposure to racism. Participants described feeling cautious, frustrated, and patronised following these experiences, and suggested that addressing racism within these sectors may include specific training, awareness-building, increased representation, and greater visibility of the experiences and impacts of racism in the everyday lives of individuals from minority ethnic backgrounds.

Section 2 includes an overview of the methods used within this study and demographic details for the anonymised participants. Section 3 explores participants' accounts of their experiences of racism in York more generally, including exposure in public and workplace environments.

Sections 4 through 6 examine explore participants' experiences of racism when accessing or engaging with the three target sectors of this study: healthcare, education, and policing. This preliminary report is concluded in Section 7 with an indication of the themes that will be examined in greater detail in the full report released later in the year.

2.0 METHODS AND PARTICIPANTS

This study involved the collection of qualitative data from 10 semi-structured, anonymized interviews conducted between March and May 2023. Both researchers were present in all interviews apart from one in which only a single researcher was present. At the participants' request, two interviews were conducted in the presence of a social worker (known to the participant). All participants were recruited via advertising the project amongst local networks and organisations serving ethnic minority communities. Five interviews took place face-to-face (YSJ campus) and 5 interviews were conducted online via Microsoft Teams. When interviews were conducted online, an audio record was produced for transcription purposes. All participants had access to an information sheet detailing the purpose of the study as well as the implications of taking part. A signed and/or recorded consent form was collected for each participant. At the start of each interview, it was emphasised to participants that all information shared would remain strictly confidential, and that all potential identifiable information would be removed or described in more general terms to ensure anonymization. It was also explained that once all transcripts were finalized, all recordings would be subsequently securely deleted.

Interviews lasted between 15 minutes and 1 hour, and participants were given a store voucher to thank them for their participation. Because of the nature of topics discussed during the interviews, the researchers were aware of potential feelings of fear, embarrassment or anxiety emerging. While the Information Sheet contained details about external organizations that could provide further support, during the interviews all participants were reminded that they could share as much or as little as long as they felt comfortable to do so.

The analysis presented in this report constitutes the first step of thematic analysis whereby initial themes emerging from the interviews are discussed. For ease, data is presented following the structure of the interview. All themes were discussed amongst the two researchers, and a more detailed analysis (using qualitative analysis software) will follow. To broaden the scope of the sample and illuminate a wider range of views, additional interviews may take place throughout Summer 2023. These will be included in a final report completed later in the year.

The age range of participants was 24–56 years old. Five participants described their sex as male and five as female. Nine participants described their gender to be the same as their sex registered at birth; 1 identified as non-binary. Participants described their ethnicity in different ways which included: Mixed (Arab, Asian); Asian British; Traveller; Gipsy Traveller; Black African British; Mixed (British Chinese), Mixed (Black, White and of Caribbean heritage), Chinese; British Indian. One participant acknowledged that identifying one's own ethnicity is not always straightforward, stating:

“On forms there is never the right one, so I always have to pick ‘Other’. So, I would say I am mixed race. I normally put British Chinese, but I am actually more mixed than that [...] Very mixed, and I probably could be a whole hour on that, so we won't go into much detail.” (Participant 6)

All quotes throughout the report are *ipsis verbis* as in the interview. Each quote in the full report will contain information about how each participant describes their own ethnic identity.

Out of the 10 participants, two were born in York, having lived in York all their lives (between 40 and 56 years). All others moved to York either to study or work. Their connections to the city ranged from four months to 15 years. Two participants travel to York for work, but live elsewhere. At the start of each interview all participants were given the following definition of Racism:

For the purposes of these questions, ‘racism’ is understood to mean (at the very least): actions, attitudes, behaviours, policies, language, etc. that people say, do, or think that may result in or are intended to result in unfair or harmful treatment of others on the basis of their actual or presumed race or ethnicity (see similar definitions: Cambridge Dictionary, Citizens Advice, Law Society, etc.).

3.0 GENERAL EXPERIENCES OF RACISM IN YORK

3.1 Extent and nature of exposure to racism in York

Eight out of 10 participants indicated that racism was an issue in York, with two stating that it was a ‘significant’ or ‘very serious’ problem. One respondent stated that they had not had enough exposure to living day-to-day within York since the COVID-19 pandemic to be able to assess the extent to which racism was a problem in York. A single participant indicated that they did not think racism was a problem in York. Participants provided a range of examples based on their own experiences and those of people they knew to illustrate why they felt that racism is an issue in the city. These ranged from exposure to verbal abuse, racist comments and language, and feeling suspected and targeted by the police and shop security for being an ethnic minority. The most common complaint was exposure to racist language, attitudes, and behaviours. For instance, one participant recalled an incident early on in their residency within the city in which they were followed around a convenience store by a shop employee. Another participant shared a similar experience in which they were approached by store security after leaving a shop and asked to reveal the contents of their pockets despite not having touched anything within the store.

Respondents’ exposure to racist language was both targeted and indirect, and it occurred within both public and workplace contexts. For instance, Participant 10 recounted a recent experience in which he had been referred to by a racial slur while passing two men on the street on his way between a carpark and his workplace. Participant 2 shared a similar experience of having been exposed to direct racist insults upon initially arriving in York in the mid-2000s:

“When I first moved here, my parents helped me to move from Wales. They came all the way from India. [...] Because my mum wears the traditional Indian attire, there were some builders – this was in Osbaldwick [...] – some builders were there and they spotted my mum [...] and they said ‘Paki!’. They were calling out ‘Paki!’. It just took me by surprise, because as I said, I’ve been in the UK for 25 years, and I’d never come across that.” (Participant 2)

Another respondent explained that exposure to direct racism in York was somewhat contingent on location, time, and context, stating:

“It depends where you are in York, what time it is in York, and what’s happening. Right? So, I’ve experienced the odd racist comment on nights out in different sectors. So, [at] an LGBT queer night – experienced racism. Experienced racism just generally in the streets, and I’ve also experienced racism in some of the fringes in York, so the different wards, in particular around, like, Tang Hall and places like that – when I’ve just been walking around, minding my own business, people say names to you and things.” (Participant 6)

Others expressed that they had observed, experienced, or were later notified about racism directed toward them within the workplace. Participant 8 explained that it can be difficult to identify racism at times, as colleagues' negative behaviour may be fuelled by racist attitudes, but they may not employ explicitly racist language in their direct communication. However, in some instances, direct racism was apparent. For example, Participant 9 stated that he was one of the only Black, Asian and minority ethnic employees in his role at work and described an incident around the winter holiday in which his line manager asked him 'Do your sort do Christmas?'. He also described a recent scenario in which colleagues shared with him an instance in which another colleague engaged in racial stereotyping, stating:

“It was brought to my attention that, you know, a colleague has said stuff about – I’ve got a diffuser on my desk – and said how it smells, so I thought ‘oh, that connotation must be cuz it smells nice’, but then they’ve mentioned about another member of staff who is Black [...] that their office smells when they haven’t got no diffusers and then said that person can’t [...] write proper English when that person’s got two Masters and a PhD.” (Participant 9)

In describing workplace racism, Participant 6 noted that discrimination can be subtle and can manifest as exclusion from participation in employment contexts, such as committees and decision-making teams.

Three participants' views on general exposure to racism in York stemmed from negative experiences with the police in the city. Participants 3 and 4 indicated that they felt that they or their children were targeted by the police for the way they looked. Participant 7 explained that while he had not had a specific negative experience with the police in York, he was distrustful of the police given how many times he was stop-and-searched as a younger man elsewhere in the UK. Another respondent cited a specific negative experience with the police as a reason for which she felt racism was a 'very serious' problem in York, stating:

“There have been a number of times where myself or my partner or someone we know who has experienced racism, and we have reported it to the police... [...] I once called 101, which is non-emergency police, to report a racial incident. The person I was speaking to [...] was very aggressive. She did not like the fact that I was reporting racism. She was questioning me, telling me ‘what you are reporting is not racism, therefore I am not going to log it in’. And I was not only angry, but shocked that the receptionist [...] tell me that I have not experienced what I believe I have experienced, and it got nowhere.” (Participant 5)

Respondents' views on the extent and nature of racism in York were framed around interpretations of overt and covert racism. While not all participants used the words 'overt' and 'covert' directly, all alluded to these concepts in their responses. Overt racism is racism that is typically readily identifiable, such as direct racist language or actions. Holdaway and O'Neill (2007: 400) explain that exposure to 'racist jokes, expletives, and [...] marginalization' constitute forms of overt racism. Covert racism and microaggressions are not as easily identifiable. As Salmon (2022: 3) notes, they do 'not rely on the conscious intent of the offender' and they may 'only be recognized as such by a victim who is aware of [...] racial stereotypes in that particular context'. They are 'cumulative, every day, and result in the psychological and bodily trauma to victims' (Dar and Ibrahim, 2019 cited in Salmon, 2022: 3). Most participants cited examples of both overt and covert racism with some emphasising one or the other. Generally, this distinction was used to illustrate how racism may have adapted over time or how racism in York may be similar or different to other places within the UK that respondents had lived. The next section explores respondents' comparisons between York and other cities.

3.2 Comparisons between racism in York and other areas

Participants were asked the extent to which they believed racism was more of a problem, less of a problem, or about the same compared to other places they had lived. Two participants (Participants 3 and 4) had either never lived outside York or did not comment on experiences outside York. The remaining eight respondents had experiences living in other cities and regions such as London, Belfast, Hull, Oxford, Bradford, and Leeds. Participants 1 and 5 expressed that they believed racism was a bigger problem in York than it was in other places they had lived. For instance, Participant 1 stated that they had suffered more exposure to racism in York than they had in London, and Participant 5 exclaimed:

“York is the most troubling racist city I have lived in. In all the places I have lived in, I [did] not get up every day worrying about: ‘What am I going to get today outside? How am I going to handle it?’. I’ve never felt how I feel living in York, and I think that’s not good for anyone’s wellbeing or emotional being. It’s almost like I have to be on defence preparing myself [for] what I may get and how to respond.” (Participant 5)

Four respondents indicated that they believed racism was less of an issue in York than elsewhere. Participant 2 stated that their exposure to racism in York was comparatively less impactful than their negative experiences of racism in Northern Ireland. Participant 10 said that they suffered more racism in Bradford and Leeds than they had in York. The remaining respondents suggested that while racism in York was not necessarily a greater or lesser problem than it was elsewhere, but that racism in York was different.

As noted in Section 3.1, respondents distinguished between overt and covert racism, and where respondents noted differences in the nature of racism in York compared to other places, it was often described in relation to this distinction between readily identifiable forms of racism and racism that was subtler and more hidden. Participant 7 stated that their experiences in Hull were overt, as they suffered direct racist abuse, whereas in York, they anticipated that their experiences of racism would consist of more hidden discriminatory expressions. Participant 9 explained that they experienced everyday racism in exposure to the undertones within colleagues’ language. While Participant 10 explained that they perceived racism to be more covert in York, they also stated that they had been referred to by a racial slur by two men in the street. Providing their assessment of the differences between racism in York and elsewhere, Participant 6 explained that subtler forms of racism or, as they referred to it, ‘soft racism’, was in some ways more insidious than overt racism, as it was more difficult to identify and therefore combat. They stated:

“When I was in [town in Lancashire] – it’s quite a working-class town, and it’s one of the left behind, deprived kind of areas – and with that came very explicit racism. So, like, proper in-your-face racism. And sometimes physical violence, but a lot of verbal abuse. When I moved to York, the racism in York is very underlying. So, it’s not the same as it being like a physical racism, but it’s more of a softer – I often use the phrase ‘death by a thousand cuts’ – that kind of way of seeing it. So, it is very much more ‘soft racism’, more intentional in some ways, I would say. And more – very much around that intersection.” (Participant 6)

Some respondents attempted to identify why both overt and covert forms of racism might be a problem in York, citing the city’s demographics as older and white. Participant 7 surmised that expressions of racism in York might be explainable by their view that older white people might

hold 'old-fashioned' views about race and diversity, and Participant 9 cited York's perceived lack of diversity as a reason they may have been exposed to unsettling experiences, stating:

“Working in York, you do see yourself – as in myself – as a person of colour as the minority [...], because you do stand out. [...] I see York as a predominantly white area. When I was [working with] people in York, when they see you, it’s just a very different, you know, their facial expressions...” (Participant 9)

In addition to age and ethnic demographics, two participants reflected on the role that education may play in the adoption and maintenance of racist views. Participant 8 explained that they felt racist individuals lacked education about diversity and equality. In discussing possible solutions to expressions of racism within health services, education, and police services (see subsequent sections), participants often cited education as an important component in contributing to the minimisation of racism in these services. However, Participant 6 cautioned that education in itself may not necessarily result in a minimisation of racism, but simply its transformation from direct to indirect racism, stating:

“What we find, maybe because we are an academic city in York with two universities, you tend to have a lot of people who are, on the surface, very knowledgeable from an academic point of view, so say the right things do the right things, but actually in reality their practices doesn’t reflect their belief system or their knowledge system.” (Participant 6)

4.0 HEALTH SERVICES

In Section 3, participants revealed the extent to which their everyday experiences in York were impacted by exposure to both direct and subtle racism. Another aim of this research was to examine the extent and nature of participants' exposure to racism within three sectors: health services, education, and policing. This section features findings from questions targeted at exploring participants' exposure and experiences with health services. The researchers described health services to participants as anything ranging from accessing a General Practitioner (GP) and dentist to seeking emergency medical treatment at York Hospital's Accident and Emergency (A&E) department. The participants were encouraged to speak about experiences with both the National Health Service (NHS) and private providers. Compared to the other two sectors, education and policing, participants' exposure to perceptible racism within the health services was somewhat inconsistent. This did not necessarily translate as better or less problematic, but it reflected variability in the extent to which a) participants accessed health services at all in York; b) their specific needs (e.g. surgery, maternity support, GP appointments, etc.); and c) the nature of the racism or discrimination experienced.

Seven out of 10 participants reported that they had accessed a health service in York. Five respondents explicitly stated that they had been to see a GP in York, while two participants said that they had been to York Hospital for maternity services. Participants 5, 7, and 8 stated that they had been to a dental practice in York, and one participant stated that they had accessed mental health services in the city. Of the three respondents who had not accessed health services in York, one was relatively new to the city and was in the process of registering with a GP and two lived outside the city and accessed services in their cities of residence.

Out of the seven respondents who stated that they had accessed health services in York, five explained that they had not been individually targeted for racism, but one (Participant 6) stated that they had witnessed it when working in the sector. Participant 6 explained that racism was apparent

in multiple scenarios, including staff-on-staff (e.g. racist ‘banter’), staff-patient (e.g. employee not wanting to care for a person because of their race), and patient-staff (e.g. a patient not being cared for by someone because of their race). Participant 6 also stated that professional advancement within health services was difficult for people of colour, as discrimination contributes to a ‘ceiling’ that keeps people from minority ethnic backgrounds from reaching more senior roles.

Two respondents reported having direct exposure to discrimination in the health services. Participant 3 described a scenario in which her son was admitted to hospital for an injury he sustained from another individual. As this occurred during the height of the COVID-19 pandemic and her son tested positive for the virus, he was isolated in a room in York Hospital while he received treatment. His mother explained that this was reasonable given the conditions of the pandemic, but she was unhappy with a staff member’s interaction with her son, which she believed to be discriminatory and grounded in stereotypes and assumptions about the Traveller community. She stated:

“[T]his nurse, porter – whoever he was – come and approach my son – I wasn’t there, because I’d left to go back home to the rest of the kids – and then he approached him. And, bear in mind, he [Participant 3’s son] was admitted because he’d been attacked. He was the one who was assaulted. But then, my son who was 15 at the time, was approached and asked by a member of the staff, and asked if he was gonna be any trouble. “You’re not gonna give us any trouble, are you? You’re not gonna cause any carrying on or arguments?” And my son was like, “no”.” (Participant 3)

Participant 5 reported an incident she interpreted as discriminatory when, in her view, the midwife assisting with her pregnancy engaged in racial stereotyping by asserting that the participant would need the midwife’s approval before travelling with her baby daughter to the participant’s country of birth in Africa because of concerns around female genital mutilation (FGM). The respondent also reported that the midwife would speak to her slowly and deliberately as if she did not understand English despite being very educated. She explained that these experiences made her feel ‘horrified’ and ‘livid’ and resulted in her requesting a different midwife and questioning whether she wanted to stay in York.

Some respondents described racism within the health service in terms of subtleties of actions, behaviours, or attitudes that were not always immediately discernible, but nevertheless made participants uncomfortable or frustrated. For instance, while Participant 2 first stated that they had not been directly affected by racism in the health services, they later explained that conscious and unconscious biases are often present. Describing a scenario in which a receptionist or medical professional might make immediate assumptions based on a person’s name, Participant 2 explained:

“It is kind of inevitable when you see the name, you immediately create a bias. [...] Unknowingly, you make these kind of assumptions, which kind of is unstoppable. You know, however equality minded, you know, inclusive minded you are, this is inevitable. In my experience, this is inevitable. [...] That’s where the unconscious bias jumps in. [...] When you actually see, for example, a person when you actually have a face-to-face appointment with the doctor or with the nurse or at the – the first point of contact is at the reception, you know? So, you you go there, immediately, I think they make – they have some assumptions. So, I think that needs to stop.” (Participant 2)

Participant 3, whose son's experience was detailed above, reflected on the attitudes that arise the moment medical staff become aware that a patient is from the Traveller community, stating:

“I mean, like, people like look at the Travellers and say, “I could tell you’re a Traveller”. Well, how can you tell I’m a Traveller? Is it because I wear big earrings? Or is it because like the [medical] staff know we’re Travellers, because like, the staff know we’re Travellers, because they’ve got papers? I don’t know, like, if I just randomly walk in the hospital, they’re not going to know I’m off the caravan site, not until they see that paper, and they’re like “ughhh”. And then it seems to just change the, you know, the tones.” (Participant 3)

Participants were asked to reflect on possible changes to the operation of health services that they perceived might improve conditions and reduce exposure to racism. As some respondents did not have exposure to health services in York, and two did not have any recommendations on how to improve experiences, only four respondents had specific suggestions as to how health services in York might be improved. These centred on three themes: 1) training; 2) representation within recruitment; and 3) improved reporting procedures. Participant 2 stated that healthcare staff should avoid unconscious bias, and Participant 5 suggested that staff would benefit from sensitivity training that incorporated awareness of different cultures and backgrounds, stating:

“I think that they [...] need some sensitivity training or awareness of different cultures and backgrounds. I think some of them is the lack of knowing. That’s one, because they are serving people from all different backgrounds. So, that is hugely important. I also think that they need – there is an opportunity to make sure that, in terms of recruitment, they – it’s more representative so that when some people go to access services, they can at least see people that look like them, and that will give them that sense of assurance that “I will be fine here”.” (Participant 5)

Participants 6 and 7 called for greater awareness and conscious reflection amongst healthcare staff. Participant 7 stated that staff exposure to the statistics surrounding the differential experiences of people of colour, such as greater rates of stillbirths and infant mortality amongst Black people in the UK (see: ONS, 2021), might help build awareness of disparities in the health services. Participant 6 explained that building reflective practice into the healthcare service is necessary but difficult, as it requires time and resources that senior executives may not be willing to expend. This should be integrated, the participant stated, within existing person-centred strategies within health services that considered demographic characteristics. Diversifying staff within health services, particularly in senior roles, was deemed another appropriate method of improving experiences, as patients would be more likely to encounter people from minority ethnic backgrounds who may be able to incorporate cultural understanding within their patient treatment strategies. Participant 5 and 6 stated that greater representativeness amongst care professionals might help minimise racism and foster a culture of acceptance within the workplace.

5.0 EDUCATION SERVICES

This section highlights findings from questions targeted at exploring participants' exposure and experiences with education services. Only two out of the 10 participants had children who attended school in York. Both participants described positive experiences when interacting with schools in York. One participant however, despite not having children at school in York, shared the experiences of a family who decided to leave York due to experiences of racism in the school of their young daughter. Participant 5 described how after reporting a racist incident in a school in York, the incident was dismissed as 'That's just young people being mean...'. In recalling this experience, the parents of the child mentioned that all teachers in that school were white and did not take the incident seriously.

Two participants (Participants 1 and 6) described moving to York to study at one of the universities. While Participant 6 describes generally positive experiences throughout his course, Participant 1 describes troubling experiences at University, particularly when the police is on campus (for awareness raising sessions or other purposes). Participant 1 describes how the presence of police on campus can create a hostile environment for international students (who are mainly from Black, Asian or other minority ethnic backgrounds), particularly when questions are directed at staff and students in relation to the status of international students. Participant 1 also described how measures to attract Black, Asian and minority ethnic students such as specific scholarships can create a false image of the university, when once on campus students are not able to find the support they need. Participant 7 who is currently a staff member at one of the universities, recalls being asked to be photographed for advertising materials. In his view, this was intended to attract students from minority backgrounds. However, similar to Participant 1, Participant 7 describes how Black, Asian and minority ethnic students may be encouraged to come to York on the false promise of a diverse and inclusive context. Both Participants 1 and 7 describe these measures as way to increase numbers of students from particular backgrounds, without the right structures in place to support these students (whether home students or international students). Participant 6, who was once a student at one of the universities describes the lack of support to international students as a 'missed opportunity' to engage with the topics of diversity and inclusion at university.

Six out of the 10 participants are staff members at one of the universities. As a workplace, participants described experiences of casual/covert and attributed this to the expected higher level of education of individuals. Participants described colleagues to use moderate language or be hyper aware of what they can and cannot say. Reflecting on this, participants described that this casual/covert racist behaviour can contribute to a hidden form of racism that is much harder to tackle. During the interview, several participants found themselves reflecting for the first time on whether certain behaviours (e.g. not taking a particular view into account during a work discussion, or not listening to certain perspectives) could be racially motivated. Participants also mentioned how current unconscious bias and/or equality training is mainly put together by white colleagues without much consideration of the experiences of staff and students from minority backgrounds.

When asked to reflect about any potential changes to education services, most participants spoke about representation and visibility. In terms of representation, the most suggested action was to recruit staff from minority backgrounds, particularly at senior levels. In doing so, universities can not only represent the communities they serve (particularly when thinking about international students, most of whom are from Black, Asian or minority backgrounds), but also increase awareness and influence change from within the institutions. While Participant 1 spoke about the need of having staff from minority backgrounds involved in the planning of particular events, so all experiences are represented.

In terms of visibility, while Participant 9 stated:

“Visibility is key. You don’t want to be the token person... but how do we have? So, I am a bit of an ambassador for mental health... so how do we have? First aid. So, if you are in trouble, you have first aid, now you have mental help first aiders, I think teams should have some kind of equality and inclusion officer and I think they should be [...] you need to have someone who is always there.” (Participant 9)

Several participants also spoke about the mental load and the strong expectations (internal and external) of creating/promoting positive change. Participants’ decision to speak out, to raise an issue or to start a conversation was often a trade-off between personal time and effort and making important changes that would prevent others from having the similar negative experiences. For example, Participant 10 described a work meeting in which a number of (white) colleagues needed to decide on terminology to refer to students from ethnic backgrounds. Not totally convinced by the suggested term which felt ‘patronising’, he reluctantly raised the question to the group. When asked about his decision, he replied:

“I don’t want to just be the kind of token person in the group... I want to be known for being a good [job role], not for being an Indian [job role] [...] But because there are just one of me, then it is tricky, I feel like I am carrying the weight of like a group of people really.” (Participant 10)

In schools, one of the suggested changes was to review the curriculum to include the history and experiences of people for minority backgrounds in York. Participant 6 stated:

“Culture. Schools are actually quite good at this now. They never used to be. Talking about different cultures, different experiences [...] I think in York, if they are doing history classes that are relevant to York, it’s about diversifying the people there were here. So, talk about the black people that used to live in York as part of the Roman Empire. Just things like that... and you know, during the roman empire York was really diverse as a place. And that idea that places aren’t static, they move, they flow, they are fluid, people change all the time. I think that would be great.” (Participant 6)

Similarly, participant 5 described how empowering young people with knowledge about themselves can increase feelings of belonging and self-worth.

Training and having the right processes and people in place able to deal with subtle forms of racism was also mentioned as a way in which schools can improve their interactions with students and families from minority backgrounds.

“Again, it goes back to training and being aware of racism, the different forms of racism the subtle racism or the outright racism and how to deal with that. To have some measure in place, when someone reports it, to have the right processes, and the right people – I emphasise the right people, because they need to have the understanding and the experience of dealing with racial discrimination. Because there is a lack of it. They don’t know, and they are afraid of it. And therefore nothing is done.” (Participant 5)

6.0 POLICING SERVICES

When asked about their experiences with policing services, participants described a wide range of experiences: from chatting with a police officer on the street to regular racial motivated stop-and-search actions. Participants also described several negative experiences in shops, e.g., being followed and confronted in a shop or being thrown out of a shop for looking a particular way. Negative experiences while reporting racist incidents was also mentioned.

5 out of 10 participants report incidents when themselves, or other close to them had been followed around shops. All stated that this was due to so called ethnic profiling. While some people challenged the police or security officer when unfairly targeted, others deliberately chose not to confront the situation. One participant described how ashamed he felt when put in the back of a police car as a close person watched while another used his skills working in Law to review any evidence (caught on CCTV) and demand an apology for the shop where the incident took place.

Experiences with the police and other security services evoked the most emotional reactions. When asked about how past experiences may affect how she interacts with the police, Participant 3 answered:

“Oh! I have no time form them [...] I won’t talk to them. Why should I? You know what I mean? They didn’t do anything for me.” (Participant 3)

Participant 3 refers here mainly to the many incidents when the police followed her son in the city centre and brought him back to the house without much explanation.

Having had many interactions with the police, mainly through reporting a series of hate crimes without much progress, Participant 5 stated:

“I feel we are not important enough; we are not a priority.” (Participant 5)

Lack of trust was perhaps the strongest feeling expressed in relation to the police and other security services. Even when the participant didn’t have a direct negative experience with the police, the mere sight of a police officer or the prospect of having to interact with a police officer and/or security officer would trigger feelings of unease and sometimes rational fear (Participant 7). When explored, it emerged these feelings were rooted in the knowledge of how the community with which the participant identified had been previously mistreated by the police.

“My interaction with the police is based on lived experience but also my community’s relationship with the police which is why I wouldn’t have a positive experience with policing and that’s to do with institutional racism [...].” (Participant 1)

Similar to the suggestions made about improving Health and Educations Services in York, participants mentioned representation as a key element to changes attitudes and behaviour within the police. A stop to all kinds of ‘ethnic profiling’, including targeted actions by the police in conjunction with other institutions was also mentioned. When asked about how the police could change to better serve all communities, Participant 4 simply replied:

“Speak respectfully to people, and you will get respect back.” (Participant 4)

Having a robust system in place that looks fairly at all racist incidents is also an important was also an important measure with the potential to increase trust in the police.

7.0 DISCUSSION

This preliminary report shows that experiences of racism in York are varied, and that reactions to racism are highly dependent on past experiences and coping mechanisms developed over a lifetime, sometimes going back generations. Although the report focuses on the experiences and suggestions for change, interviews delved deeper into the personal impact of experiencing racism in York and elsewhere. This point will be further explored in the full report.

Several participants spoke about two different forms of racism in York: overt and covert racism. As the report illustrates, both forms take place in York. However, when compared to other places in the UK, most participants reported that racism in York was subtler which makes it harder to tackle. Whether overt or covert, shared by all participants was the fact that racism does exist in York and impacts everyday life: from constantly thinking about tactics and strategies to avoid exposure to racism to 'carrying the weight' of a whole group of people in an attempt to create positive change for self and others.

Acknowledged by all participants was York's demographics as a not very diverse city with a general lack of exposure to individuals with diverse experiences and backgrounds. The main services were described as dominated by white people who may lack the skills to engage with minority ethnic community members. Although this societal structure may be the most challenging hurdle to overcome when it comes to experiences of racism in York, this and the subsequent full report hopes to contribute to efforts to make York an anti-racist city.

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THE CITY'S IMAGE

Many cities in the United Kingdom market themselves in different ways to help boost their local economy (for instance, tourism purposes). Although, there are some positive effects to this, it can also have negative consequences. For example, the report on “York without Walls” published several years ago and sponsored by City of York Council demonstrated that the costs of tourism were disproportionately born by people living in lower income areas (through pollution, traffic to meet tourists’ needs rather than those of local residents).

A growing number of cities including Bristol and Liverpool¹⁸ are exploring aspects of their city’s stories which have been ‘hidden from history’ and therefore, contributing to creating a more balanced image of their area. The purpose of these investigations is to explore and illuminate an alternative history through the interpretation of, for example, buildings and architecture and to challenge public images which have been developed since the Industrial Revolution.

York has some famous people and members of the so-called ‘good and the great’. We believe York should be aligned with this movement and examine the extent to which statuary, names of places, buildings tell a one-sided story of the contribution of people that have made to the mainstream account of the city’s history. This might include people and places such as prominent mansions funded by slavery proceeds, which may have had an impact in York, such as Harewood House and Thirkleby Hall.

Three of the most prominent names historically associated with York are those of Joseph Rowntree, founder of the confectionary company now owned by Nestle, William Wilberforce, a leading anti-slavery parliamentary campaigner, MP for Hull and then Yorkshire (including York) for 45 years and John Carr, regarded as the leading architect in the North of England, and was Lord Mayor between 1770 and 1785. He also designed Harewood House, owned by the late Queen’s cousin, largely built on the profits made from Caribbean sugar plantations.

The Rowntree’s name is associated with many places within the city including a theatre, two large parks, a collection of grant-giving trusts, and three streets. The Rowntree Society, an independent organisation funded by the three Trusts, is exploring the connections between the Rowntree family and slavery.¹⁹

There appears to be no public memorial to Wilberforce²⁰ (who had an equivocal stance towards the status of minorities once released from slavery), even though, as MP for York, he gave many major speeches on the Eye of York. We recommend exploring ways to honour the contribution to the emancipation of slaves. John Carr is similarly not extensively memorialised in any way.

18 At present, there are 130 local authorities that are undertaking this exercise.

19 Much of the cocoa used to make chocolate at the Rowntree works and other chocolate manufacturers in the city was brought from West Africa and Portuguese colonies where it was grown and harvested by slaves. The three Rowntree Trusts have recently published an apology for their involvement in the slave trade and have undertaken to support further research into the links between the Rowntree family and slavery.

20 There is a disability charity bearing his name, and only one street.

There are now, as noted, 130 councils in the UK conducting reviews of the way their public spaces engage with history. York can learn from these initiatives and join the growing movement to understand, contextualise and explain the way famous names have emerged in our city, offering a more rounded view of their contribution than is currently available.

One question which has arisen during this exploration is why York's minority population has historically been low compared with many other areas nearby, and why it has grown rather more slowly. This may be changing (as witnessed by school pupil profiles). The question is whether York projects itself as a place where minorities would feel comfortable to live. There is not a strong sense to a casual observer that York is an attractive place to minorities: but do ethnic minorities have a prominent position in the life of the city?

This may be an initiative that major organisations within the city can address together.

SOME ACTIONS RELATING TO YORK'S IMAGE

1. To explore a deeper study of the city's image and history.
2. It is recommended constructing an independent research project based on the Rowntree Society's early explorations of the Rowntree 'industry'.
3. A group of organisations to sponsor a review of the contribution of individuals to the life of the City of York.

WHAT'S NEXT?

The anti-racism strategy and action plan is not designed for one agency or organisation. It is developed for the City of York's council, organisations, and communities to come together to solve the problem of disproportionate racial imbalances that the data has demonstrated. It is therefore essential that the following takes place swiftly and seriously for the work to begin:

1. To swiftly arrange a meeting with relevant and interested parties in creating a body that oversees the implementation of the strategic action plans;
2. To identify quick wins and discuss to agree the short, medium, and long-term actions to be implemented;
3. To develop a reporting, tracking, and monitoring mechanism to ensure progress is achieved at agreed timescales;
4. To discuss to agree that this is a "living" document and must be open to be further developed if required; and
5. To develop a funding programme to ensure the proposed impact-driven solutions are sufficiently resourced to achieve racial parity in the City of York.

ACKNOWLEDGMENTS:

We want to express our sincere gratitude to individuals, agencies, and organisations that have supported the City-wide motion²¹ and helped with the development of the anti-racism strategy and action plan.

To list names and organisations would be an injustice because we would inadvertently miss one.

Thank you for believing that this work is needed. Thank you for taking the time to help develop this incredibly important work and thank you for believing our stories.

To our fearless and selfless volunteers, thank you very much.
We would not have done this without you.

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TIME FOR CHANGE

²¹ If you would like to see the motion: Making York an Anti-Racist and Inclusive City, please contact IERUK.



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