
BOX 1 - INTRODUCTION

The Commission for Racial Equality (CRE) is a publicly funded, non-departmental public body, established under the Race Relations Act 1976, with a remit for Great Britain (GB). It has a statutory duty to work towards the elimination of racial discrimination and the promotion of equality of opportunity and good relations between people from different racial groups, and to keep the Race Relations Amendment Act 2000 under review. Further information about the CRE can be found at www.cre.gov.uk.

The CRE sees significant benefit in the regular, reliable and accurate collection of comparable data outlining demographic changes and developments on an EU level. Such data would make an important contribution to the informed planning of national measures to meet the challenges of an ageing society, and as such would be of relevance to governments across the EU and beyond.

The planning of a sustainable response to the demographic challenge cannot only be considered in terms of an increased immigration approach, nor can immigration policies only be considered in terms of meeting the demographic challenge. The CRE agrees that immigration from outside the EU will inevitably play an important role in reducing dependence on less popular measures to adapt to demographic change, such as the arbitrary enforcement of later retirement, or politically unacceptable increases in income tax. Nonetheless, an intensified immigration strategy has important implications for other policy areas and has some limitations, not least that the length of time for which a migrant is economically active is also limited by age.

The talent and entrepreneurship present in immigrant populations make significant contributions to creating economic and cultural dynamism and strength. However, immigration is a multi-dimensional debate which becomes more complex when factors relating to demographic change are concerned. Planning around immigration must go hand in hand with a package of other policies. These include adapting healthcare strategies, ensuring the ethical conduct towards the third world, pension reform, changing public attitudes towards migrants, effective implementation of EU anti-discrimination legislation and other measures, raising the welfare and attainment of youth, tackling deprivation, and as a priority, fostering integration among all communities living in the EU, not only among migrants and ethnic minorities.

TERMS OF REFERENCE:

In common UK usage, 'ethnic minority' refers to distinct ethnic communities, particularly Black and Asian communities, of which several generations have been born and live in the UK. Therefore, in this response 'ethnic minorities' and 'ethnic groups' will refer to what this Green Paper terms immigrants and their descendants, as well as most migrants. In the 2001 Census ethnic minorities made up 7.9% of the UK population. The ethnic groups represented here are:

White: British; Irish or any other White background

Mixed: White and Black Caribbean; White and Black African; White and Asian or any other Mixed background

Asian or Asian British: Indian; Pakistani; Bangladeshi; any other Asian background

Black or Black British: Caribbean; African; any other Black background

Chinese or other ethnic group

Ethnic minorities make up an estimated 2 per cent of the over 60s population. In contrast demographic factors mean that children from ethnic minority groups are making up an increasing proportion of the child population in the UK. According to the 2001 Census 15 per cent of children in England and Wales were from a minority ethnic group (compared with 9 per cent of the total population). This share is set to increase to the extent that by 2010 one in five schoolchildren will be from a minority group background.

With these factors in mind, the CRE welcomes the publication of the Green Paper "Confronting demographic change: a new solidarity between the generations". We value this opportunity to clarify some

of the ways in which proposed measures could impact on efforts to combat racial discrimination, foster integration and promote EU fundamental rights. We would also welcome the opportunity to be involved in any further discussion or to provide more details on any of the points raised in this response.

BOX 2

Evidence shows that not all migrants who originally seek work abroad for economic reasons will necessarily return home, particularly in old age, a fact proven by the presence of settled ethnic minority groups in most European member states. This factor holds important implications for planning around the availability and nature of elderly care structures. Moreover, the demographic make up of ethnic minority groups in the UK and other member states means that ethnic minority groups are a growing proportion of child and youth populations. Although, the availability of quality childcare and elderly care is important to all ethnic groups, particularly for all women, it impacts on each ethnic group differently.

White and Indian groups have older age structures and are therefore more likely to both provide and need care. This has important considerations for the ability of women from these groups to participate in the labour market.

When experiences in the health system and hospitals are recorded, feedback from Black and minority ethnic elders is especially negative. As work by the charity Help the Aged and the Policy Research Institute on Age and Ethnicity have shown, the experiences of older members from ethnic minorities in health system are often marred by language barriers, insensitivity to their religious and cultural beliefs and habits, and implicit or in certain cases explicit racism. The introduction to the Green Paper indicates that the countries with a younger working population from which the EU could draw on include Africa and the Middle East. As it cannot be assumed that migrants will return home in old age, factors such as language barriers, cultural attitudes and eliminating racism among staff providing care services in ethnically diverse societies would need to be given careful consideration.

According to the UK Office of National Statistics (ONS), people from White British and White Irish backgrounds together with Indian people are most likely to be providing informal care (unpaid care to relatives, friends or neighbours). 10 per cent of each of these groups in Great Britain provided informal care in April 2001. This pattern to some extent reflects the different age structures of the different ethnic groups, as informal care is most likely to be provided by people aged 50 to 60.

The availability, flexibility and affordability of quality childcare is also essential to the readiness of all women to join the labour market, a fact recognised in the Barcelona 2002 Summit Conclusions. However, the need for access to quality childcare provision is particularly prerequisite for single parents, who are more likely to be women. Of those women, Afro Caribbean women are disproportionately represented and improved provision of childcare could improve the ability of this group to access employment.

BOX 3

To what extent can immigration mitigate certain negative effects of demographic ageing?

As outlined in the introduction to this response, the CRE believes that immigration from outside the EU will inevitably play a role in developing measures to mitigate the impact of falling population sizes within the EU -25 between now and 2025. The benefits of immigration to economic dynamism are clear, though the drawbacks should not be ignored: migrants also age. Moreover, immigration should not be a substitute for difficult and complex reforms in other policy areas:

- **PUBLIC ATTITUDES:** Increased immigration will require a fundamental shift in public attitudes towards migrants and ethnic minority groups. Addressing racial discrimination towards settled and new ethnic minority groups, a key barrier to integration across communities, is core to achieving this. For example, evidence shows that discrimination experienced by both young and older ethnic minorities of working age, means a valuable source of talent and economic potential continues to go to waste.
- **UNEMPLOYMENT RATES AND MIGRANT WORKERS:** According to the UK Office for National Statistics in 2001/2002 people from minority ethnic groups had higher unemployment rates than White people. This was the case for men and women. Bangladeshi men had the highest unemployment rate at 20 per cent - four times that for White men. The unemployment rate among Indian men was only slightly higher than that for White men, 7 per cent, compared with 5 per cent.

For all the other minority ethnic groups, unemployment rates were between two and three times higher than those for White men. This pattern was the same across different age groups. For men from all ethnic groups unemployment was much higher among young people aged under 25 than for older people. Over 40 per cent of young Bangladeshi men were unemployed.

Young Black African men, Pakistanis, Black Caribbeans, and those belonging to the Mixed group also had very high unemployment rates – they ranged between 25 per cent and 31 per cent. The comparable unemployment rate for young White men was 12 per cent. The picture for women was similar to that for men (Source: <http://www.statistics.gov.uk/cci/nugget.asp?id=271>).

Independent studies would suggest that a similar picture can be seen across member states. However, due to a lack of robust data collection in this area by most other national governments, repeated patterns of discrimination cannot be reliably determined. In any case, it is clear that the presence of racial discrimination would continue to hamper the potential economic contribution of immigration or temporary migration.

- **INTEGRATION AND MIGRATION:** these policies are closely intertwined and this fact needs reinforcing on an EU level. The OECD has strongly endorsed this position:
 "The success of migration policies relies on the ability of countries to boost integration of migrants into domestic societies. But the current experience shows Europe has so far not proved very successful in achieving this."

The CRE believes that a successful integration strategy will aim to bring about change in both the settled and new migrant communities of all ages. An effective integration strategy would need to be founded on three tenets:

EQUALITY: the effective enforcement of race equality and anti-discrimination measures introduced by the EU, particularly the bedding down of the Race Equality Directive 2000/43/CE as a practical tool against racism for all those living in the EU.

PARTICIPATION: increasing the representation of ethnic minorities in the decision making processes of political and policy making bodies at an EU level. Ensuring ethnic minorities have equal access to those who represent the interests of all those living in the EU.

INTERACTION: integration is a two way process between new migrants, settled ethnic minorities and the majority population. All sides must adapt to change.

Integration policy also needs to involve EU citizens AND refugees and asylum seekers. Economic migration in an increasingly globalised world will only be successful if grounded in integrated societies more widely. Each of these elements: equality, participation and diversity, are preconditions for a complete integration package.

- **POLICY FOR AGEING MIGRANTS:** As part of the pension planning around demographic change, measures must be put in place to assist migrants with arrangements around their personal

pension provision. Increased immigration to the EU cannot be a substitute for more complex reforms in pension systems; this is a responsibility that member states must not shirk.

Member states should offer practical advice on how migration across one or more countries, within and/or outside the EU can be reconciled with personal pension planning. This will be particularly important for those who arrive in the EU having made no adequate pension provision during a significant period of their working lives.

Regulation (EEC) No 1408/71: The EU should ensure that each member state informs migrant workers of basic Regulation (EEC) No 1408/71 on social security schemes and the free movement of persons. This long-standing piece of legislation, extended at the Tampere Summit to include third country nationals, would make a significant contribution towards ensuring fair treatment of third-country nationals and granting them rights and obligations comparable to those of EU citizens. As such, the rights conferred by basic Regulation (EEC) No 1408/71 should be explained clearly to migrant workers as central to their rights whilst working in the EU.

- **BRAIN DRAIN:** The Community must take steps to prevent the 'poaching' of skilled individuals from the third world, particularly workers who have been publicly trained. A responsible migration policy must pay special attention to sectors such as health care provision, where demand for services such as elderly care is already increasing as a result of persistent labour shortages nationally. The UK National Health Service stands alone among developed countries in operating a response migration policy in this area: the ethical international recruitment policy, which covers about 150 countries, does not permit recruitment from all sub-Saharan African countries. Although, this responsible code of conduct cannot stop people applying for jobs in the UK or prevent them from arriving in the UK, it makes a significant contribution to establishing guidelines for ethical conduct towards the third world on an EU level. Further research into measures to compensate third world states for the loss of skilled workers, would also be beneficial.

What policies should be developed for better integrating these migrants, in particular young people?

Policies looking to promote better integration should not only be limited to new migrants from within or outside the EU, or to new young migrants. If social cohesion and integrated societies are to be achieved fully, policies must also aim to actively involve young people representing the second, third and later generations of established ethnic minority groups who have been present in the EU for several decades.

As outlined in extensive detail under question 1.2. The CRE believes that a successful integration strategy will aim to bring about change in both the settled and new migrant communities of all ages. An effective integration strategy would need to be founded on the three preconditions of equality, participation and interaction.

How could Community instruments, in particular the legislative framework to combat discrimination, the structural funds and the Employment Strategy, contribute?

Making integration (equality, participation and interaction) a key feature of all Community instruments, non legislative initiatives, anti-discrimination law, the structural fund and the Employment Strategy could make a significant contribution to the integration of young ethnic minority people. To outline four specific examples:

- **TRANSPOSING THE LEGISLATION THAT WE HAVE:** Ensuring the effective implementation of the Race Equality Directive and the Equal Treatment Directive is a must. The CRE considers economic migration to the EU to be positive and to the benefit of the EU. However, racism remains an obstacle to the integration of migrant groups into the EU, despite an established legislative framework to combat discrimination. It is therefore imperative that the Race Equality Directive and the Equal Treatment Directive are effectively implemented by all member states and that the

standard of this implementation is stringently evaluated by the European Commission on an ongoing basis, particularly in relation to its impact on the daily lives of ethnic minorities.

CHANGING ATTITUDES: Changing attitudes of European citizens towards immigration and migrants is key. It is clear that without the contribution of migrants from outside the European Union, the Community will become unable to perform in the fast moving global economy. EU member states can simply not afford to lose out to our competitors in the global competition for migrant workers. Member states must therefore commit themselves to promoting immigration as central to long term economic planning to their electorate. Moreover, to counterbalance the negative debate which has taken place about migrants and migration, member states need to challenge prejudices exposed in the debate in the media and in other spheres. Reports from other international bodies confirm widespread xenophobia and racism in the EU and of inaccurate reporting by the press on migrants and ethnic minorities. There are existing community instruments which raise the profile of the positive contribution that migrants make to economic and cultural dynamism; these need to be exploited. For example, initiatives like the “For Diversity. Against Discrimination” campaign should grow as should educational projects highlighting the contribution that established ethnic minorities have already made to European countries over several centuries.

- **SOFT POLICY TOOLS:** the Open Method of Coordination can be used to address the issue of multiple discrimination. The OMC is one of few areas of the EU policy development process where benchmarking and mutual learning on national and local experiences can have a practical impact on the shaping of EU policy. It is therefore imperative that issues relating to gender and age do not ignore the added impact of race and religion or belief. This is to ensure that the concerns of those affected by multiple discrimination e.g. on the grounds of seniority or youth and ethnicity are represented on a more regular basis.
- **FINANCIAL TOOLS:** Addressing multiple discrimination through structural funds needs to be exploited. The structural funds could contribute to ensuring that issues relating to multiple discrimination are represented in the selection of projects, initiatives or in the terms of reference of research. As mentioned above, evidence shows that racial discrimination exacerbates the negative impact of age discrimination in a number of areas including educational attainment and employment rates.
- **IMPACT ASSESSMENTS:** when introducing new Community instruments, the CRE suggests that these be subject to an ‘impact assessment’. By ‘impact assessment’ we mean that a policy proposal should be assessed for its potential impact on minority communities of all ages and if there is an adverse impact which cannot be justified, this must be addressed in the planning stages. The process of impact assessment would also require research and consultation and to ensure its effectiveness, ongoing monitoring by EU Governments and institutions. The CRE believes such impact assessments would make a significant contribution to the efficacy of instruments aimed at integrating societies. A basis for such a measure is also provided the Race Equality Directive.

BOX 4

All ethnicities can attain. However, full engagement in school and smooth transition to working life could be improved by a schooling approach which introduces more innovative measures in education services. In particular, best practice has shown that increasing parent involvement in this process can significantly improve the academic attainment and employment prospects of ethnic minorities. This has been the case

where curriculum groups and after school support for Roma parents and their children have involved parents in daily school life of young children. Successes learned here could also be relevant to improving academic attainment among older students of other ethnicities and easing their transition to working life.

Implementing a zero tolerance policy on racial harassment and bullying in schools is also essential. Discrimination in the school system can hamper the attainment of all groups and clear procedures should be established, to ensure that racist incidents, racial discrimination and racial harassment are dealt with consistently, promptly and firmly.

BOX 5

Policies related to combating child poverty and poverty among single parents could make a significant contribution to improving the lives of ethnic minorities living in Europe. As outlined in the introduction to this paper, ethnic minorities have a distinctly younger demography compared to the UK population as a whole. Ethnic minorities make up 7.9 per cent the UK population, but 15 per cent of the children in England and Wales were from a minority ethnic group (compared with 9 per cent of the total population).

Ethnic minorities also experience discrimination most frequently, a fact shown in higher unemployment and lower pay than majority populations. Poverty affects the lives of ethnic minorities in different ways, for example:

- Over two-thirds of Pakistani or Bangladeshi children are in poverty compared with under a third of white children
- Ethnic minorities are concentrated in the most deprived areas of UK cities
- Half of Caribbean mothers are single and lone parenthood is closely associated with poverty. Caribbean women are the also most economically active ethnic minority group at 72 percent (74 per cent for White women), but they are significantly more likely to be counted among the working poor

Education is key to preventing future poverty and exclusion, and all ethnic groups have the potential to do well at school, however, as already discussed here school attainment varies drastically depending on class and ethnicity. Those on lower incomes and or from ethnic minorities are most likely to underachieve at school or drop-out of school.

Other initiatives to reduce the risk of poverty and exclusion among young people in the Community include:

- using structural funds to increase employability while ensuring anti-discrimination tools are used effectively
- evaluating attainment levels among ethnic minorities in education systems and proposing measures to bring about improvements where necessary
- improving access to initiatives such as 'Second Chance Schools', the scheme piloted under the as follow-up to its 1995 White Paper "Teaching and Learning: Towards the Learning Society". Establishing similar initiatives on an ongoing basis to give young excluded people appropriate avenues back into education and employment
- Continuing to foster initiatives such as the Connect Youth programme, financed by the Community, which broaden the opportunities disadvantaged young people have to actively engage in political debate on Europe. Ensure that such fora are truly representative of the ethnic diversity in EU member states, involving ethnic minority young people.

BOX 6

No specific comments.

BOX 7

Civil society has a key role to play in ensuring that policy made in the EU on demography develops with their input. This is particularly important for groups representing ethnic minorities since they are heavily underrepresented in most other areas of EU policy making. By involving civil society it should be stressed that the EU should seek to consult actively those groups who are truly representative of the increasingly diverse ethnic make-up of European citizens today.

The Social Partners must play a strong role in promoting the case for migration in the context of the EU Lisbon strategy and the aim to make the EU more competitive. On the one hand, the business case for economic migration in terms of securing EU future economic growth in a global economy must be explained by Employers in terms which will be appreciated by the average EU citizen. On the other hand, Trade Unions must make clear the arguments in favour of the proper implementation of agreed commitments, such as Tampere, to support the fair treatment of economic migrants and prevent the development of a two tier workforce. In the UK the Trade Union Congress and Confederation of British and Industry have been important voices in highlighting the need for migration and arguing for increased equality.

BOX 8

No specific comments.

BOX 9

It is essential to readdress the issue of the financial penalty paid by women who choose to take a career break to raise children and/or care for older relatives.

Moreover, issues regarding race, ethnicity, religion or belief and racism, must form an integral part of all future planning around the gender equality at an EU level. For women in these groups, the combination of age and cultural expectations can militate strongly against the possibility of finding paid work. Less than a third of older women of Indian, Pakistani or Bangladeshi origin are likely to be in work in the UK. For Caribbean women, the difference between labour market participation compared to White women is small, however, inequalities persist in pay and development on finding work and these groups are more likely than White women to be present among the working poor.

BOX 10- CONCLUSION

The CRE welcomes this discussion on confronting demographic change. We hope this contribution to the debate draws specific attention to several ways in which seemingly neutral policies affect the welfare of new and established ethnic minority groups living in Europe.

It is with concern that the CRE draws attention to a lack of mainstreaming of integration and race equality into the discussion around demographic change. Furthermore, there needs to be a wider consideration of the lack of public acceptance of immigration and the continued discrimination experienced by settled

ethnic minority groups and their descendants. The solution to overcoming these barriers will require a long and sustained commitment to changing the terms of public debate, building bridges across communities at the local level and stringent enforcement of EU anti-racism law at Community level. The integration (equality, participation, interaction) agenda must be considered crucial to labour migration policies, both in terms of access to information and rights (we propose a clear statement of rights and responsibilities for all migrant workers) and in terms of preparing settled communities across EU.

We also hope that we have highlighted the indispensable contribution reliable national statistics can make to establishing the implications of developments in a range of policy areas for ethnic minority groups. It is our belief that such ethnic monitoring is fundamental to combating racial discrimination, fostering integration and ensuring the effective application of EU fundamental rights in ways which cannot be exhaustively discussed within the current consultation. We argue that ethnic monitoring is a valuable tool in developing targeted social inclusion initiatives for those groups most at risk. We would invite other member states to explore the options of making ethnic monitoring compatible within their national legislative structures, in partnership with representatives of equality bodies, social partners and civil society.

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