



Empowering Scotland's Ethnic and
Cultural Minority Communities

Local Authorities and Race Equality Research Outline Report

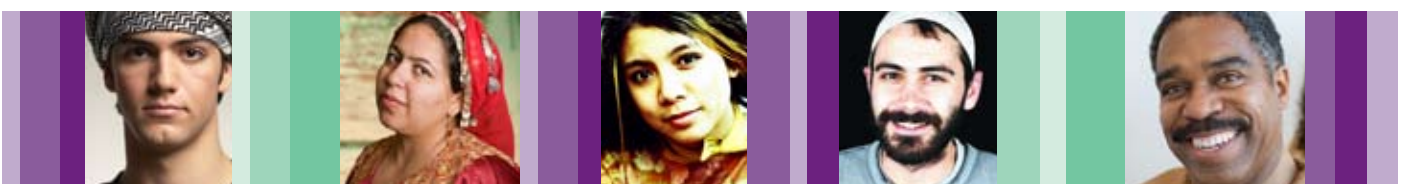


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Foreword

This mapping exercise has been developed and conducted fully within a positive approach to exploring and identifying areas of support where Local authorities can be assisted within complementing their efforts to adhere to race equality duty. Thus, the points recorded here are presented within a clarification framework and a progressive scope we all, voluntary sector organisations and local authorities, can coordinate cooperation in a mutually supportive and constructive manner.

Carrying out and receiving information for this piece of work has not been an easy process as responses were secured through extensive follow up work with concerned personnel in local authorities. This was attributed to various factors within the local authorities varying from busy workload of expected respondents, confusion regarding whose responsibility to respond, confusion around what can be documented, and in some instances lack of knowledge on how to respond to the proposed questions. Although this could be marked as disappointing, we have to complement the efforts given by respondents and the sincere willingness to share thoughts and concerns directly with us beyond the framework of this piece of work. We aim to address these issues within our future follow up support work to local authorities.





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Contents

Race Equality Duty on Councils	2
Research Approach	3
Main Findings	3
Recommendations	11
Appendix	
List of Participating Authorities	12

1. Race Equality Duty on Council Services

Scotland has a diverse population and this is increasing. Two percent of the total population are from a minority ethnic background. And, population rate has increased in recent years due to the migration from Eastern Europe.

Against this background councils have to deliver services which meet the needs of these diverse communities. Under the race equality legislation councils have a duty to eliminate racial discrimination and to promote equal opportunities and good race relations.

The duty has two elements: a general duty and a specific duty. The general duty requires councils to:

- **Eliminate unlawful discrimination**
- **Promote equality of opportunity between people of all racial groups**
- **Promote good relations between people of different racial groups**

The specific duty requires councils to create a race equality scheme and action plan. These should summarise a council's approach to race equality and its corporate aims. They should also say how a council plans to carry out individual parts of the specific duty:

- **Consulting minority ethnic communities**
- **Monitoring and assessing its performance**
- **Supporting and training staff**
- **Publishing reports on its overall performance**

Finally councils must also conduct comprehensive employee monitoring by ethnic group and publish an annual monitoring report.

The benefits for ethnic minority groups would be:

- **Council engages with ethnic minority groups and takes account of their views**
- **Council staff communicate respectfully and are knowledgeable about cultural background & concerns**
- **Improvement of and fair access to services**
- **Reducing inequalities**

The benefits for councils would be:

- **Greater openness on policymaking**
- **Encourage policymakers to be aware of problems and need for improvements**
- **Contribute to more informed decision making**
- **Improve delivery of suitable and accessible services that meet varied needs**
- **Increasing confidence in public services especially among ethnic minority communities**
- **Helping to develop good practice.**

This report details the findings and recommendations from a survey undertaken by BEMIS amongst local authorities on a number of key issues relating to ethnic minority communities.

2. Research Approach & Objectives

2.1 Background

Black and Ethnic Minorities Infrastructure in Scotland (BEMIS) is a strategic partner of the Scottish Government. One of our aims is to assist Scotland's councils with the implementation of their legislative duties under the Race Relations Amendment Act 2000 and beyond. As part of this process BEMIS administered a self completion questionnaire amongst the thirty two local authorities in Scotland. The survey was sent to Equality Officers and the main objectives of the survey were to ascertain the following:

- **Quality of information councils have on ethnic minority communities, sources used to gather the information and ways in which they consult with these communities**
- **Race Equality training provided and who it is available to**
- **How progress on Race Equality is monitored within the council**
- **Extent to which councils have comprehensive information on ethnicity within its workforce and whether Positive Action Programmes have been implemented**
- **Impact of the concordat between Scottish and Local Government and the Single Outcome Agreement**
- **Suggestions on how BEMIS can help councils engage and consult with ethnic minorities.**

As noted earlier the questionnaire was sent out to Equality Officers in each of the thirty two Local Authorities. Twenty nine completed questionnaires were returned giving a positive response rate of 91% The next section outlines the main findings from the survey.

3. Main Findings

3.1 Information and Sources used to gather data on Ethnic Minority Communities:

Respondents were asked to indicate on a scale from excellent through to poor the sufficiency of information and data on ethnic communities within their area. As can be seen from the table below around a third (34%) indicated the information was good and over two fifths (45%) reported the information as fair. It is also worth noting that almost a fifth indicated it was poor.

Table 1: Sufficient Information on Ethnic Minority Communities

Response	Percentage
Excellent	0
Good	34
Fair	45
Poor	17
No response	*

Base 29 *Denotes less than 1%

A wide range of sources are used to gather the information and each local authority is using a number of different sources. The sources cited are shown in the table below. The two most widely used sources are the recent Census and through local groups such as equality networks and forums. It was noted that the Census information would be out of date. There was some comment on the fact that the information available is limited and not always reliable.

Table Two: Information Sources

Organisation	Percentage
Census	59
Equality Groups /Networks/Forums	41
Consultations and Events	27
Commissioned Research	24
Council Research Staff /Council Services	21
Other public sector organisations (police /health service /education employment)	17
Racial Equality Council	10
Household Survey /	10
National Insurance Registration	10
GROS	10
ESOL Learners	10
Outreach work	7
Other	7
Scottish Government Publications	*

Base 29 * Denotes less than 1%

3.2 Engaging with Local EM Communities:

On being asked whether councils proactively engaged with ethnic communities encouragingly the overwhelming majority (93%) said yes. A number of formats are being used including:

- **Organising dedicated events for minority communities**
- **Working in partnership /support stakeholders and partners**
- **Working in partnership with community groups and or relevant organisations**
- **Development of an engagement database which is an internet resource on equality and diversity for members of the public, voluntary and public sector organisations**
- **Research; focus groups, questionnaires, citizens panels**
- **Engagement and consultation on specific initiatives e.g. hate incident work, developing interpretation services**
- **Contact with and attendance at meetings on community groups**

Two authorities indicated they were not consulting with ethnic minority groups. One attributed this to the fact that they do not have any ethnic community groups within the area. This authority has tried to engage with individual families using a survey but with little success. The other claimed to have equality embedded in their approach to equality engagement and aim to engage with hard to reach /minority groups through Local Area Community Planning Groups. The purpose of the latter is to gather views on how people would like services to be delivered within their area.

3.3 Training:

The format of training on race equality and who it is provided for was also established. Positively the vast majority (96%) of councils are providing race equality training as part of overall equality training. Of these councils, five are also providing stand alone training. And, two indicated stand alone training only.

The table below illustrates at what staff level training is being provided for. As can be seen there is relatively good coverage for councillors and staff. However only around half are providing training for senior staff.

Table 3: Staff level training is provided for

Response	Percentage
All councillors	76%
Senior Councillors	24%
Senior Staff	52%
Beyond Senior Staff	83%

Base 29 * Denotes less than 1%

3.4 Monitoring Progress:

A key objective of the survey was to understand how equality is monitored. First, it was established when councils last carried out a Race Equality Impact Assessment (REIA). Encouragingly, a majority (73%) had undertaken one in 2009. Additional feedback from these authorities centred on the fact that impact assessments cover all aspects of equality and diversity. A small number highlighted that impact assessments are carried out on all new policies and procedures.

Additional comments from these authorities included:

- **Equality and Human Rights Impact Assessments are carried out on all new policies and procedures where required and this includes a race equality impact assessment**
- **Integrated Equality Impact Assessment Toolkit been utilised since 2006 which incorporates all the equality strands to assess council policies strategies and procedures for likely impact on different groups of people and individuals. Twice a year council's strategic management team receives a report detailing the EIAs that have been completed and those planned for each period.**
- **Key aspect of approach is to ensure equality considerations are part of process to forming new policies rather than once a policy has been developed. Policy development training is offered and at the core is assessing impact on equalities.**

A further 10% had undertaken an assessment in 2008. One council made no response at all and the remaining five gave one of the following responses:

- **It's a continuous/ongoing process (2 respondents)**
- **Race forms part of generic IA(Impact Assessment) tool (one respondent)**
- **All IAs are now multi characteristic and includes race (one respondent)**

It was also ascertained whether councils had implemented an Integrated Equality Scheme. Almost half (48%) said yes

The same proportion had not (48%). Of those who hadn't, authorities are either in the process of doing so, planning to move this way or will do once the new equalities bill comes in.

The remaining authority indicated that it has an integrated approach to core aspects of corporate equalities schemes for race, disability, gender etc and a separate version of the scheme is published every three years for race disability and gender.

Finally respondents were also asked if their equality scheme was reviewed on an annual basis and for a majority (72%) this is the case. Of the remaining authorities six review every three years and progress is reported on annually. The remaining two authorities indicated that there are plans to review annually.

3.5 Local Authority Workforce:

Looking now at equality in respect of council workforces, the findings revealed that all the authorities with the exception of one indicated that they have comprehensive statistics on ethnicity of their own workforce. One or two reported that new HR systems would improve the quality of the information. There was one comment that the quality of the data is dependent on the equal opportunities questionnaire being accurately and completed. One authority reported that it can be difficult to attain at the recruitment stage whilst another two highlighted that staff are not always willing to provide the information.

The one authority that doesn't have these statistics does have the information for new starts and is planning a survey of the whole workforce.

Regarding positive action programmes for ethnic minority communities with the aim of increasing diversity around two fifths (41%) of local authorities claim to have implemented these. The programmes undertaken included:

- **EM communities are supported to access employment, training or education. There has been some success in recruiting IT staff, home carers and teaching support**
- **Advertising through a variety of methods in order to attract a diverse workforce is an ongoing objective. Recruitment and selection process operates within a framework to safeguard applicants from bias**
- **2006 - Conference for migrant workers and their families to access information and support from a wide range of agencies. Conference to explore potential for wider collaboration on a regional basis and a DVD was commissioned which drew on migrant workers contributions from across three council areas. Community conference celebrating the work and contribution of the community**
- **Outreach programme with EM communities to raise awareness of the council's application selection and training process. Work placements for young people from EM communities**
- **Workshops/surgeries with EM to provide advice and guidance on the application process and interviewing skills**
- **Links with relevant organisations/set up Local Employment Partnership and work with Trade Unions including the STUC's One workplace Equal Rights project**

- Working with positive action in housing /training programme has raised awareness on how diversity dealt with
- Multi cultural events /race employee network initiatives
- Positive action traineeship to provide practical experience within different sections of the museum service enabling the trainee to compete more effectively for employment. City Building LLP Construction for All, a positive action programme for apprentices
- Supports positive action in housing, Job fair for ethnic minority community to promote job opportunities
- Equality awareness week to help employees understand what equality is, highlight good practice and what support is available. This was also linked to number of events at a national level such as Black History Month, Show Racism the Red Card awareness week

However around half (52%) have not implemented any positive action programmes. Of these, one indicated that the ethnic minority population in the area is less than 1%. One other had attended the EM Housing Recruitment Fair. Two other local authorities reported they had tried to implant positive action but had had little success.

3.6 Concordat between Scottish and Local Government:

A key objective of this survey was to assess Local Authorities views on the impact of the concordat between Scottish and Local Government. Thus respondents were asked whether the Concordat would affect the practical delivery of services to diverse communities and if it had already done so. Over half (55%) claimed they that it will affect the delivery of services whilst just over a third (35%) said that it wouldn't. Of the respondents who perceive it will have an impact the effects were anticipated to be mainly positive as can be seen from the comments below.

- Ring fencing is a concern to voluntary sector but hasn't made a difference to race equality in council
- Expect partnership working to provide enhancements for services
- Council in process of developing Single Equality Scheme and will incorporate actions contained in both the community plan and the SOA in order to harmonise equality objectives with both documents
- SOA has led the council to consider issues facing minority communities when developing the scheme. As the SOA is a partnership document it has become easier to join up work to help deliver equality outcomes
- 'The happy to translate' initiative that we have supported and has been praised as a success to encourage the provision and usage of interpretation services
- Reports are provided in line with EHRC guidance
- EM communities should benefit from more integrated local services
- Equality scheme linked to single outcome agreement in order to monitor impact on people across equality strands
- The partnership working between public agencies encouraged by the Concordat and the SOA should mean that ethnic minorities will benefit from more integrated local services being delivered in the future

- The government's strategy tackling poverty, inequality and deprivation and the targets within that will affect service delivery to ethnic communities. This includes breaking down structural barriers, capacity building, and gendered approach.
- Mechanisms and structures that assist this are community planning, SOA, embedded in the organisation improvement plan, diversity alliance group and that council is looking at equality/ diversity and depopulation
- Council group looking at equality diversity and depopulation
- In our equality scheme we have directly linked single outcome agreement to work on equality in order to monitor the impact of our outcome progress. In time will be able to monitor performance indicators for EM and enable us to target resources to improve performance if appropriate.
- Concordat and single outcome agreement are foundations for the work carried out to develop a single equality scheme. All council services have actions within the Action Plan of the Single Equality Scheme that focus on people and improve services and access to services for all.
- It will affect delivery as it is the single biggest change in relationship between government and local authorities. Council welcomes new focus on outcomes. As part of the concordat and SOAs and is seen by Scottish Government as an exemplar by the manner it has developed equalities related outcomes in the SOA. Council has improved linkage between SAOA and EDHR scheme and this is focussing activity on key equality priorities
- Council has a partnership compact with the voluntary sector on its role in helping to deliver SOA. Community planning p/ship has formed sixteen community reference groups for ten community planning realities and six equality strands to challenge and validate the SOA S
- Positive impact as we can deliver on what we need for our communities
- Over time would expect that as we progress with SOA in particular partnership working will help tackle improving services to diverse communities. Already seeing evidence of this.

One authority did comment that it is not known at this stage but given changes in finances associated with the Concordat (removal of ring fencing) it may become increasingly difficult to retain / improve dedicated services for diverse communities. Another council indicated they believed it was important for ethnic minority groups to be visible and heard within planning processes to ensure needs aren't overlooked. At the same time it was thought important for service providers to ensure this happens and as such the equality proofing of budgets will be imperative.

The question was also asked as to whether there are any specific implications in the councils work with ethnic minority communities related to the Single Outcome Agreement. A slightly higher proportion (52%) indicated no and 48% indicated yes.

The Local Authorities who indicated that there were specific implications commented on:

- **SOA is encouraging councils to become more outcome focussed, gradually developing partnerships for equalities with Community Planning Partners. Last Community Equality Conference was a joint one with partners.**
- **Partnership goals through the SOA are likely to have a positive impact for all communities**
- **Examples of impact on the delivery of services include: work of multi agency partnership on violence against women and children and raising awareness of domestic abuse of ethnic minority women.**

- **Work of multi agency partnership on hate crime being extended to all equality strands and work programme of council equality partnership under development**
- **SOA contains a local outcome to reduce disadvantage based on race, disability, gender, age, sexual orientation and religion or belief. One of the indicators for this outcome is the proportion of racial incidents reported to the police. This is one means by which connections are made between the work of the local multi agency diversity incident monitoring group and the SOA.**
- **Hope to get clear picture of this over time once this monitoring process starts to realise results**
- **Through the Fairer Scotland Fund projects are funded that provide support for ethnic minority communities**
- **The SOA is driver for equality and while National Outcome 7 specifically relates to equalities and these have included indicators throughout the document referring to equalities.**
- **Through consultation with ethnic communities implicit in the SOA, issues like funding housing needs for elderly population within the Chinese community and new emerging communities have been identified. Commitment to working more closely with our community planning partners and our communities to secure equality of opportunity for diverse communities is stated in the SOA and is influencing work on this agenda in terms of work proposed and the collaborative manner in which this will be undertaken.**
- **Council's membership of a multi agency partnership designed to monitor and address racial harassment provides measurement of the number of such incidents in the council area which in turn is used as a performance indicator in the SOA.**
- **As part of SOA all partners will aim to deliver services which fits the needs of communities and we will jointly commit to making equality a regular part of mainstream policy process by ensuring equality issues are integrated into the services delivered to the public and employees**
- **Incorporated equality into service planning process to ensure that equality issues are integrated into the services delivered to the public and employees. This has implications for EM communities but is not restricted to EM.**
- **The Single Outcome Agreement makes specific reference to tackling hate crime**
- **Hate incident reporting and increasing numbers of new learners supported by ESOL.**

On a similar note it was asked whether the abolition of ring fencing had resulted in any changes be they positive or negative in working with ethnic minority groups. Around three quarters (76%) of authorities said no that there had been no impact. A minority (14%) said yes. One authority indicated a positive change namely, the development of partnerships for equalities with community planning partners. The other highlighted that the quality of life funding had ceased and that this has led to an overall reduction in funding available to DGMA. Another reported that there had been concern for funding for 'violence against women' and Fairer Scotland funding for EM groups but that this had been resolved. The remaining minority of 10% believed it is too soon to make a judgement

3.7 Support from BEMIS:

Finally respondents were asked in what ways if any could BEMIS help Local Authorities. Opinion was fairly evenly divided with over half making (55%) making no comment and 45% making some suggestions. Suggestions are noted below but it is worth noting that the most prevalent is a desire for advice and support on ways in which to improve engagement with ethnic minority groups and individuals. Also highlighted was the need for help with gathering relevant research /statistics and or information on ethnic minority groups and the issues they face. Finally there are signs of a desire for partnership working

- **Any assistance in reaching ethnic minorities through known contacts in the area who would be happy to engage with us would be welcome.**
- **Lack of EM community groups in the area; would welcome advice on how to engage with EM individuals and would also like advice in meantime on training surveys and equality schemes as needed**
- **Suggestions on ways to better engagement with EM groups**
- **Help with engagement and consultation**
- **Help to improve outcomes for ethnic communities in the area**
- **Advice on ways in which they can more efficiently engage with and consult with ethnic minority communities.**
- **Knowledge of any previous or planned activities in the area and any outcomes from that or expected from that**
- **Sharing any contacts BEMIS has in the local authority area, supporting development of AMECA, supporting the development of the Councils Single Equality scheme**
- **Acting as a first point of contact for ethnic minority issues**
- **As councils enhance and raise awareness of equality and diversity there will be a need to continue to develop our community engagement and involvement activities and council would be happy to engage with partner organisations to support us in these areas**
- **Assistance in gathering statistics /information on issues facing EM communities, population projections etc**
- **Community capacity building to enable local minority ethnic communities to play a more active role in all aspects of life in their localities is a challenge facing most authorities. The council is planning to implement a new minority ethnic community engagement and development strategy to pursue action on that front Organisations like BEMIS could assist by working directly with local communities to build their capacity for engaging with the statutory and private sectors. Various departments can also draw on relevant research and information available to BEMIS for equality impact assessments**
- **By bringing added value to the race equality debate in Scotland rather than researching what has already been researched All of the questions on this survey is already available as part of the recent race equality duty in the study by audit Scotland. BEMIS has great potential to provide local authorities with strategic advice on meeting legal duties, understanding current race equality research and forwarding relevant race equality best practice data. Also given that public sector have to move to more outcome based approach what would be better is a better definition of what EM communities want to see as priority race equality outcomes, building on the work of the UK equalities review and equality measurement framework for inclusion in SOA and equality schemes. Assistance with national events of relevance for the EM community and voluntary sector would also help**
- **Feedback from this survey**

4 Key Findings and Recommendations

- A majority of local authorities (79%) believe the sufficiency of the information they have on ethnic minorities is either fair or good. However, almost a fifth (17%) perceives it to be poor. In addition a wide range of sources are being used to gather this information and this potentially means there will be variation in the reliability of the data. The most frequently used source is the Census and it was recognised that this will not be up to date. Thus there is a need to improve the information and data available on Ethnic Minority Community Groups.
- Encouragingly the overwhelming majority (93%) of local authorities claim to proactively engage with ethnic minorities and this is done through a variety of ways including partnership working, dedicated events, research and consultation as well as direct contact through community groups and meetings.
- The vast majority of authorities also provide training on race equality as part of their overall equality training. A minority are providing stand alone training. It would be worth understanding how Local authorities assess the impact of staff training and whether there is a role for BEMIS / partner organisations to provide support on this aspect and or have input into the training
- Positively a majority (73%) of councils had undertaken a Race Equality Impact Assessment in 2009. The rest had done so in 2008 or saw it as an ongoing process or were undertaking as part of overall impact assessment.
- With regards to implementation of an Integrated Equality Scheme almost half (48%) have done so and those who haven't are either moving this way or planning to do so once the new equalities bill comes in. In addition a majority (72%) are reviewing their equality scheme annually.
- All local authorities (one exception but planning to do so) indicated they do have comprehensive statistics on ethnicity in respect of their staff. In addition around half have implemented positive action programmes with the aim of increasing diversity. Perhaps there would be merit in sharing this information with those authorities who have not yet implemented positive action programmes.
- Over half (55%) believe the concordat between Scottish and local government will affect practical delivery of services to diverse communities but not in an adverse way. A third (35%) believe it won't have any effect and only a small minority indicated that it may adversely impact on services. Similarly of the 48% who believed the SOA had implications for work with ethnic minorities these were not seen to be negative. And, the abolition of ring fencing was not seen to have resulted in any changes by three quarters of respondents. It is worth noting that albeit a minority there was a view that it is too soon to tell. Whilst these results are positive there may be merit in monitoring the impact of the concordat, the SOA and the abolition of ring fencing over a longer period of time. This may be particularly pertinent given the current economic climate.
- Finally it is clear there is a desire amongst local authorities for support and help from Bemis and this is mainly in the form of advice and support on how to better engage with ethnic minorities, how to understand the issues they are facing and, assistance with gathering information on these communities. It should also be noted that around half made no suggestions and it is not possible to ascertain why. It may be worth considering whether local authorities have a sound understanding of BEMIS and what they do. If not perhaps there is a need to raise awareness of the Organisations across all local authorities in Scotland.

5. LIST OF PARTICIPATING AUTHORITIES

- 1 Aberdeen City
- 2 Angus
- 3 Argyll and Bute
- 4 Clackmannanshire
- 5 Dumfries and Galloway
- 6 East Ayrshire
- 7 East Dunbartonshire
- 8 East Lothian
- 9 East Renfrewshire
- 10 Edinburgh
- 11 Falkirk
- 12 Fife
- 13 Glasgow
- 14 Highland
- 15 Inverclyde
- 16 Midlothian
- 17 Moray
- 18 North Ayrshire
- 19 North Lanarkshire
- 20 Orkney
- 21 Perth and Kinross
- 22 Renfrewshire
- 23 Shetland Islands
- 24 South Lanarkshire
- 25 South Ayrshire
- 26 Stirling
- 27 West Lothian
- 28 West Dunbartonshire
- 29 Western Isles

Vision & Mission of BEMIS

As a strategic national infrastructure organisation, BEMIS aims to empower the diverse Ethnic Minority third sector. We are committed to promoting inclusion, democratic active citizenship, recognition of diversity, human rights education, and wider representation, as well as effecting a proactive role in maintaining and enhancing pathways to influence government policy at local, Scottish, UK and EU levels.

Our vision is of a Scotland that is Equal, Inclusive, and Responsive: A society where people from the diverse communities are valued, treated with dignity and respect, have equal citizenship, opportunities and quality of life, and who actively participate in civic society.

STRATEGIC AIMS AND OBJECTIVES

The following role and remit constitute a reflection of our vision, strategic and operational principles:

BEMIS will have three overarching strategic aims.

- 1) To empower and build the capacity of minority formal and informal community organisations.***
- 2) To influence government and other public agencies to promote equality and respect for minority communities: (Strategic Partnership Role to the Government).***
- 3) To promote multicultural Scotland and active citizenship at local, national and international (European) levels.***





Empowering Scotland's Ethnic and Cultural Minority Communities

Promoting Equality and Diversity in Scotland.

BEMIS supports organisations, groups / individuals defined as being:

- Discriminated against on grounds of race; culture; colour; language; faith
- Have a history of being excluded
- Have difficulties in accessing mainstream services and decision making process.

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