

RACE EQUALITY STATEMENT

This Statement sets out our approach to race equality over the next three years. It is placed within the context of fast changing demographics, the current economic and global challenges facing Scotland and its communities, and the shifts in the equality landscape. It is informed by, and will contribute to, the delivery of the Scottish Government's economic strategy and its national objectives and outcomes. It is designed to indicate a direction of travel for race equality work in the short term and to lay foundations to assist us all, central and local government, voluntary and public sector bodies and communities to make the changes necessary to advance race equality in the longer-term.

In this statement, the Scottish Government;

- Sets out the key headline issues and our overall approach to achieving race equality; to increasing refugee integration and to addressing race discrimination in Scotland
- Identifies broad objectives which provide the basis for action that will be taken in the next three years to make progress on race equality

This statement is not a description of all that is being done or planned on race equality by the Scottish Government. We expect race equality to be an integral part of our work across the range of policies and activities, the detail of which is provided in the Scottish Government's Race Equality Scheme, published in November 2008. This Statement is focused on the activities to be taken forward by Ministers with regard to the overarching work on race equality.

OUR VISION

Our vision is for a more equal Scotland that is fair and just. A Scotland which embraces diversity whilst also fostering a sense of common purpose and goals. A place where people from all backgrounds - irrespective of their race, faith, belief and place of birth - feel respected, have a sense of belonging and are confident that they can achieve their potential. Where we acknowledge our shared aspirations and common goals as we work for the good of Scotland. A Scotland where all of our communities are recognised as threads which make up the tartan of our nation's life.

We aspire towards a Scotland where

- Equality and fairness are evident
- Racism, discrimination and prejudice are eliminated
- We have tackled the significant inequalities in our society
- Diversity of backgrounds and personal characteristics are positively valued and respected

- Everyone is enabled to achieve their potential, and is not held back by prejudice and discrimination. We all feel safe to live free from fear, harassment, abuse or threats and our human rights are respected
- Our institutions have fully embedded equality and are responsive to and reflective of the communities they serve.

Taking into account our public sector equality duties and drawing on the evidence from our stakeholders, our Review of Race Equality Work in Scotland and the work of the Equal Opportunities Committee of the Scottish Parliament, we will structure our work towards race/ equality and refugee integration around the following themes:

Improved opportunities for people from minority ethnic (including Gypsy/Traveller), refugee, asylum seeker and faith communities – taking action to address the barriers which are at present preventing people from those communities from achieving what they are capable of.

More responsive communities, where people from minority ethnic (including Gypsy/Traveller), refugee, asylum seeker and faith communities are better supported by services, whether specialist or mainstream.

Safer communities, with lasting connections between people from all communities - minority ethnic (including Gypsy/Traveller), refugee, asylum seeker and faith communities and the wider community. Communities where all feel valued and able to live safely, respecting and valuing the contributions of all. Communities where hate crime based on race or faith is tackled effectively and where such crimes, in time, are reduced.

More active and vibrant communities, with increased participation by people from minority ethnic (including Gypsy/Traveller), refugee, asylum seeker and faith communities in all aspects of mainstream community and civic activity. Increased engagement will help the integration and strengthening of community relations and develop understanding of our shared goals and aspirations. It will also contribute to the delivery of better services and provisions as the needs of communities become better understood.

Over the next three years we will be working across government and with stakeholders, local government, community planning partners and communities to align our work to the wider equality agenda and to the new delivery landscape afforded by the Concordat with local government and the national performance framework.

Setting the context

Scotland looks very different today from a short time ago and faces a number of challenges and opportunities.

Scotland, like many parts of the world, is facing an economic downturn and the prospect of recession. At this time it is important that we properly draw on the talents and skills of all our workforce and that we remove the barriers which preclude

some in our minority ethnic communities from achieving their full potential in education, skills, training and employment. We also need to ensure that our minority ethnic communities are not scapegoated as the pressures of a recession bite.

Demographic changes –. Asylum dispersal since the year 2000, followed by migration from the A8 and subsequently A2 states, has produced the most rapid change in our demographics in living memory. And while asylum dispersal has been largely located within the City of Glasgow, EU migrants have settled in all parts of Scotland, bringing diversity to new areas. In a climate of declining population, migration is enabling Scotland to meet its population targets. However the new patterns of migration are different in character to that which we have been used, they are more fluid and longer term trends are harder to predict. Further exploration of the issues which arise from these changes is required. The impact of the current economic downturn on inward migration and retention of migrant workers is yet to be determined. However, creating a positive environment free from racism and xenophobia will be important in the fight to maintain Scotland's reputation as a place to live and work. Scotland's population is ageing but the age profile of minority ethnic communities is much younger. Our plans for the future need to reflect this.

New relationship between national and local Government - The political context in Scotland has also changed, most obviously following the election of the Scottish Government in May 2007. Not only has Government been streamlined but it has also forged a new relationship with local government and has shifted its focus to delivering on and improving outcomes for the Scottish people. This means improving the 'opportunities for all of Scotland' as indicated in its overall Purpose: "To focus Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth." In order to measure how well progress is being made the Scottish Government has identified a suite of national economic targets and outcomes, a number of which have particular relevance to race equality: to have tackled the significant inequalities in our society; we live our lives safe from crime, disorder and danger' and 'we take pride in a strong, fair and inclusive Scottish identity

Security – events such as 7/7 and the Glasgow Airport attack have created a very different environment for all of our communities. Issues of security impact on community relations and so not only do we need to tackle violent extremism, from whatever source, but we need to engage communities in that work. We share a common goal in tackling terrorism and in building the resilience of our communities.

New equality framework – There is a new equality landscape. Discrimination law has been extended to cover religion, sexual orientation and age; public sector equality duties now exist for race, gender and disability and a new Equality and Human Rights Commission has been established to cover the range of equality issues and human rights (also the SHRC). We expect further changes with the introduction of a Single Equality Bill and with it a single equality duty. In addition we are working with the EHRC and partners to ensure that the equality framework we develop in Scotland is fit for the 21st century, helps develop a shared understanding of equality and enables us to measure progress. Over the next three years we will work to ensure that race equality is properly placed within this broader framework

without losing focus or diminishing our effectiveness in bringing about change and improvement.

Dialogue- All of the above have led to a debate about issues such as identity and community relations, and what these mean in a Scottish context. We wish to see this debate extended and developed and will take forward actions which will enable this to happen. Furthermore we believe that academics and practitioners have much to offer in helping the discourse around these issues and we will explore how best to engage both.

Race Equality – for Whom?

Sometimes people assume that race equality or tackling racism are issues for and about minority ethnic communities. They are not – they are matters for all of us. We believe that the changes we make to improve the life experience of minority ethnic communities or to promote good relations between communities, will be of benefit to all.

We should also make very clear that we include Gypsies/Travellers in this statement. During the period of the current Spending Review, i.e. to March 2011, we will commit significant resources towards improving the position of Scottish Gypsies/Travellers where it is in our power to do so. We have been guided in the development of this Statement by the Equal Opportunities Committee's second Inquiry and the work of the former Commission for Racial Equality in this area as well as the Strategic Group which we convened to examine issues for Gypsies/Travellers. We have also drawn on the ongoing contacts with communities.

One important area in which it is not in our power to make change is in relation to the legal recognition of Scottish Gypsies/Travellers as an ethnic group. Race legislation is a reserved matter. However the Scottish Government continues to recognise Gypsies/Travellers as an ethnic group for its work and encourages others to do likewise. A recent judgement in relation to an employment tribunal (K. MacLennan v Gypsy Traveller Education and Information Project) has set a precedent in this regard, which is an important step forward for this community, which is particularly marginalised and discriminated against.

We recognise that people from minority ethnic communities may also experience issues as a result of their gender, age, faith, sexual orientation or disability – compounding the disadvantage or discrimination. Our work will continue to explore the complexities of people's multiple identities and the links between the other equality strands.

This Statement includes specific reference to faith issues to the extent that it sets out work which is being taken forward around faith which impacts on the race equality agenda and therefore should be considered at the same time.

Building Links

Race equality has to be embedded across the range of our activities. Key strategic initiatives being taken forward by the Scottish Government, including the anti poverty strategic framework; Equally Well; early years strategy; work on population and demographics and international branding will also influence and be influenced by, this Statement.

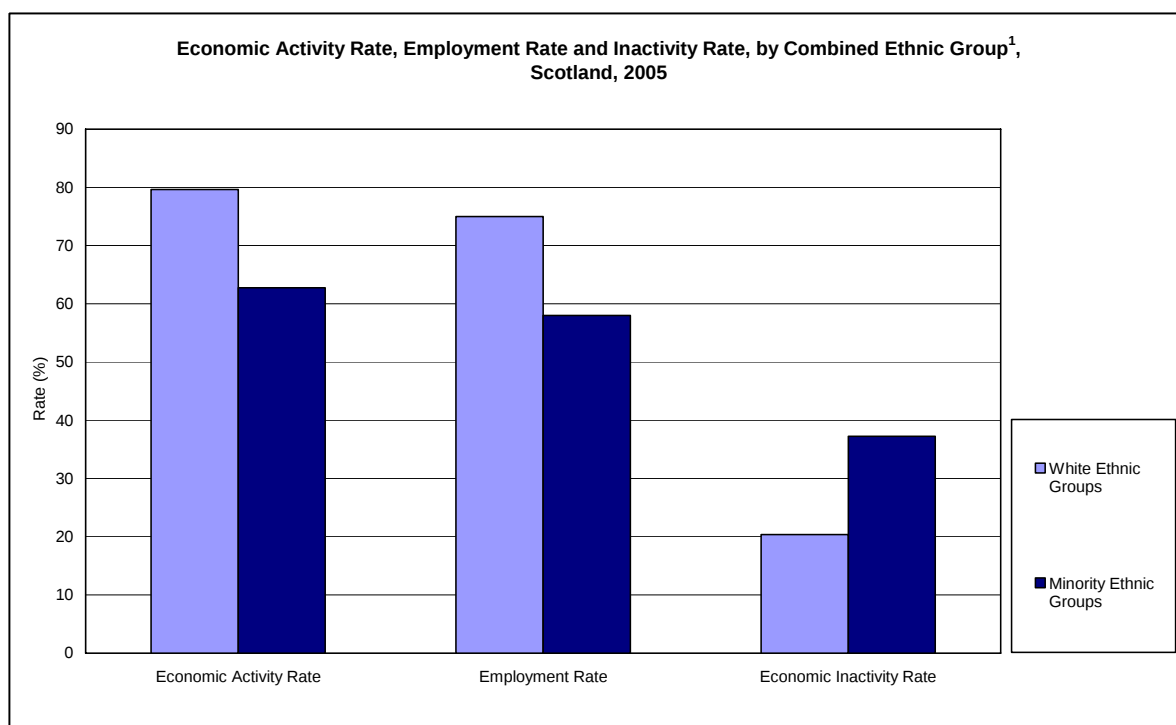
The public sector is an important partner in any work to promote race equality and tackle racism and religious intolerance. Through our shared responsibility to meet the race equality duty and in the context of the new Concordat with local authorities, there is now the possibility of greater coherence across Scotland to work in this area. As the new relationship with local authorities in particular continues to evolve there will be a need to explore how future work to advance race equality can best be supported and delivered.

National and local government, in addition to the voluntary sector, will have their own roles to play, and we will work closely with all partners to ensure resources are maximised and that we drive change together. Our strategic partners in the voluntary sector (BEMIS, CEMVO and the Scottish Refugee Council) have particular responsibilities to deliver on many of the themes of this Statement through the funding agreements we have negotiated with them. They will therefore be accountable alongside the Government, through our reporting on progress on the national performance framework.

Our partners in local government have responsibilities across all of their functions to ensure the elimination of racial discrimination, and the promotion of race equality and good relations. While this Statement sets out the actions which the Scottish Government will take over the next period, our work will complement that of local authorities across Scotland. The provision by local authorities of important services such as social work, education and housing can have a major role to play in ensuring that all people in our communities have access to services that are appropriate for their needs and that they do not experience disadvantage or discrimination. Our voluntary sector partners equally have an important role in providing specialist services, and providing expertise to inform mainstream services. Over the next three years we will build capacity in the voluntary sector to ensure that there is a lasting legacy of our work.

Evidence base

The information which we have on the experiences of people from minority ethnic and faith communities in Scotland is improving. There are numerous sources of information, including the Census, large surveys such as the Scottish Household Survey and smaller studies. For example the high level summary of equalities statistics shows that, in 2005, adults from minority ethnic groups have a markedly lower employment rate (58%) than those from white ethnic groups (75%); a difference of 17 percentage points¹. A similar difference can be observed for economic activity rates. Correspondingly, people from minority ethnic groups have higher economic inactivity rates (37%) than people from white ethnic groups (20%)¹.

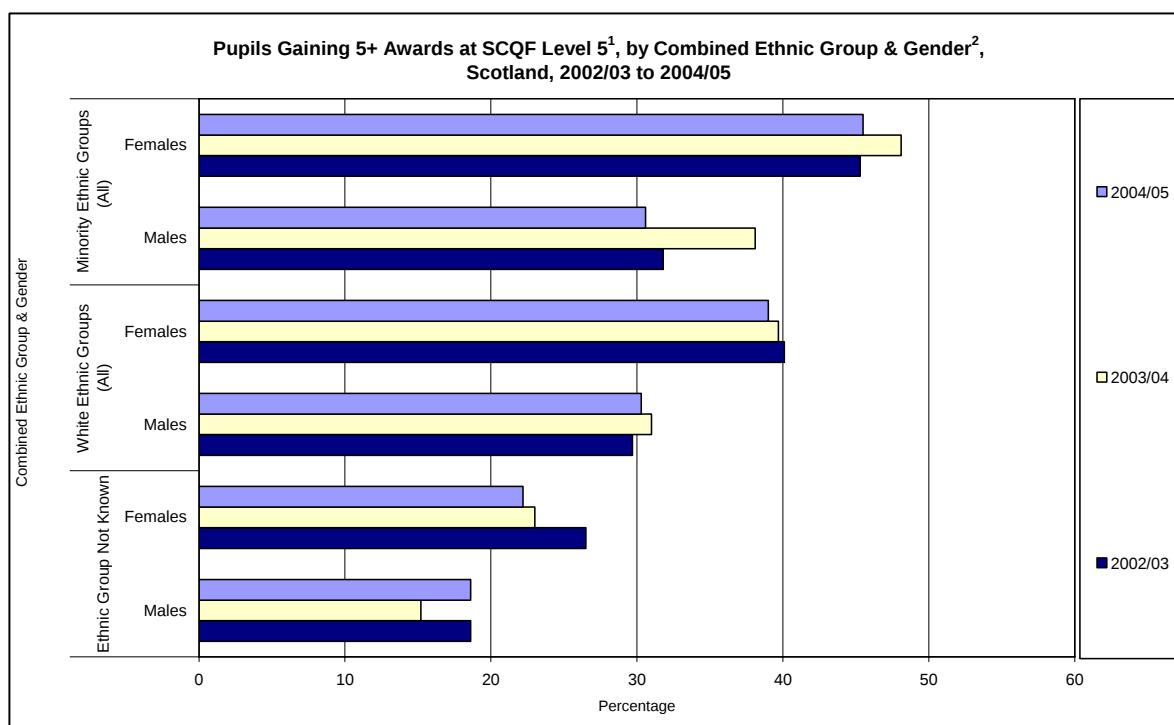


Source: Annual Population Survey in Scotland, 2005

Notes: 1. Rates for minority ethnic groups are based on small sample sizes and as such, these data are subject to a high degree of sampling error.

2. Rates are for females aged 16 to 59 year and males aged 16 to 64 years.

These statistics are all the more striking when it is considered that the percentage of S4 pupils gaining 5 or more Standard Grades at credit level (or equivalent) in 2004/05 was markedly higher for females from minority ethnic groups (46%) compared to females from white ethnic groups (39%). There is little difference in attainment by males in each group (around 30% of males in both groups). These proportions have remained relatively similar since 2002/03.



Source: SQA Attainment and School Leaver Qualifications in Scotland: 2004/05.

Notes: 1. Figures are based on attainment in S4.

2. Ethnic groups have been combined due to small numbers.

We have located this Statement in the existing evidence base, and have used resources such as the Scottish Government's High Level Summary of Statistics as a source of data. The State of the Nation Report recently produced by the Glasgow Anti Racist Alliance also supported the development of the Statement, and is a very welcome addition to our knowledge about minority communities in Scotland.

However we are aware, however, that data is still limited in some areas and not always available on issues of interest to race and faith equality. We have committed to carrying out further work to develop a more complete evidence base. An area where data is particularly poor is on EU Accession state migrants. Better information will be essential to enable public services to be responsive as well as to aid longer term planning.

How will we achieve our Vision?

We recognise the importance of legislation in bringing about change and the opportunities for the race equality duty to lever considerable improvement across the public sector. However changes in policy, practice, attitudes and approach are also key to delivering real and substantial shifts in the experiences of our communities. Over the next three years we will progress our work in the following areas:

Race Equality Duty – Single Equality Duty

We will be working across Government to improve the embedding of equality into policy and within that the understanding and consideration of race equality. Our

Race Equality Scheme was published at the end of November and outlines our activities across a range of areas to advance race equality over the next three years. There is no place for racism in Scotland and there is certainly no place for institutional racism or discrimination. With the prospect of a single equality duty we will be working over the coming period to determine how best to ensure no diminution in the consideration of race equality issues as we move to a broader equality framework.

Challenging racism and religious intolerance – With our stakeholders and partners we will be moving the One Scotland campaign into a new phase linking into building a strong, fair and inclusive Scottish identity and beginning with activity to complement the Homecoming theme which will run through Government communications during 2009. We will be exploring other avenues to assist in preventing racism, challenging discriminatory attitudes and raising understanding including the development of new or updated educational resources. We will continue to work with the Association of Chief Police Officers Scotland and other partners to improve the reporting of race and faith hate crime.

Representation – we will support activity to increase the participation of people from minority ethnic and faith communities in all aspects of Scottish society including in employment and in democratic decision making structures. We will wish to particularly focus on the needs of women from minority communities in relation to representation and employment. We will work with a range of partners such as the Workers' Education Association and others to support projects in this area, such as looking at developing a leadership/ business network for minority ethnic women, linking into existing networks across Scotland, as recommended by the Equal Opportunities Commission's Moving on Up Report.

Community relations – we will support activity in local areas aimed at building strong, cohesive communities, in which all can thrive and feel safe. We will move forward, in concert with communities, now tackling violent extremism and ensure that disenfranchised groups feel they have a voice. We will ensure that the learning from our groundbreaking work to integrate asylum seekers and refugees is used to tackle issues arising in local areas from the arrival of new migrant communities. We will support local and national projects to support new migrants, provide information about their rights to lessen the risk of them being exploited and facilitate their engagement in local communities and at national level. Our One Scotland campaign will be a vehicle to help our local communities to work together to face and overcome issues which threaten their stability.

Identity – we will promote dialogue about identity, the meaning of multiculturalism/pluralism in modern day Scotland and encourage the development of a strong, fair and inclusive national identity. We believe this will be an important resource in strengthening community relations and building resilient communities which can withstand threats such as violent extremism from whatever source; further changes in demography or an economic downturn. We will commission new position papers from key thinkers to help stimulate debate.

The Race, Religion & Refugee Integration funding stream will provide around £2m per year to support work relating to the strategic objectives and national

outcomes of the Scottish Government. Projects supported through the funding stream, which must demonstrate outcomes linked to the four themes of Improved Opportunities, More Responsive Communities, Safer Communities and More Active and Vibrant Communities include:

- Projects such as the Govanhill Law Centre will be working to promote race equality and promote good relations in some of the most deprived communities in Scotland;
- Skillnet Edinburgh and the Bridges Programme will be working with minority ethnic communities to reduce unemployment and under employment;
- various projects, including the Gypsy/Travellers Education and Information project will be aiming to provide advice services and improve the lives of Gypsy/Traveller communities;
- a number of projects, such as Bridging the Gap, Dundee International Women's Centre, Amina and Saheliya will be working to improve employment opportunities and empower minority ethnic women;
- West of Scotland Racial Equality Council and the Edinburgh Interfaith Association, among others, will be working to reduce religious intolerance and promote interfaith activities, particularly among young people; and
- other projects such as Minority Ethnic Carers for Older People Project will help mainstream services meet the needs of minority ethnic people.

In addition, we propose to provide resources to take forward work in the following areas:

i. develop and implement an **education strategy for Gypsies/Travellers**, including Travelling Showpeople, provide funding for **transit sites**, support **community development** work with Gypsy/Traveller communities aimed at laying the ground work for the eventual emergence of representative bodies for the communities, and develop further **engagement work with young Gypsies/Travellers** for example to facilitate their input into work to increase the relevance of the curriculum for young G/Ts. Both the Gypsies/Travellers Strategic Group and the Equal Opportunities Committee in their Interim Report, identified these as priorities for action. **By March 2011**, we expect the education strategy to be in place and in the initial stages of implementation, with young G/Ts having had an input into its development; a number of transit sites to be operational, 2 – 3 local representative networks to be established.

ii. support the **capacity building** of existing **inter faith groups** and the development of new groups in areas without such provision. **By March 2011**, we expect to have an active network of local inter faith groups around Scotland, with 4 – 6 new groups formed, playing a role in relation to improving community relations their local areas and informing national policy making about the needs of faith communities in local areas.

iii. develop a framework for **relations between religion and belief communities** and those of no religion or belief to encourage constructive dialogue and promote positive activity between these communities. **By March 2011**, the framework will have been developed and implemented, with a positive impact on community

relations in local areas and the engagement of faith and belief communities in civic life.

iv. facilitate the development of **representative groups** for Scotland's **Muslim communities** and support activity aimed at encouraging the **participation of young Scottish Muslims and Muslim women** in civic society. **By March 2011**, we expect to have a recognised national body/bodies functioning and liaising with Government enabling the views of Muslim communities to be articulated, and a programme of activities in place for young Scottish Muslims and Muslim women providing them with opportunities to influence decision making locally and nationally.

v. take steps to address the deficit in **data** about Scotland's minority ethnic and faith communities, by for example commissioning an ethnic boost to the Labour Force Survey, carrying out a utilisation of skills audit and re-interrogating evidence from existing sources to enable the setting of appropriate **targets** to **boost employment** for people from minority communities, in particular women. **By March 2011** we will have through negotiation with public sector bodies, identified appropriate employment targets, although we anticipate it will be too early to have seen any positive results arising from the targets by this point.

vi. build the capacity of **business advisers** to provide appropriate services to clients from minority communities and consider developing support packages and benchmarking opportunities for employers, to promote the business case for race equality and diversity. These were identified by the Strategic Group on Ethnic Minorities and the Labour Market as actions which would improve employment opportunities for people from minority communities. The Equal Opportunities Commission's report 'Moving on Up?' which examined visible minority ethnic women's experiences in relation to education and employment identified **establishing a national network of minority ethnic women** as a key action. **By March 2011**, we expect to have a network of advisors specifically trained to support minority ethnic and faith clients working through Business Gateway across Scotland and to have established a route through which we can encourage businesses to tackle racism and promote race equality. In addition, we will have an established national network of minority ethnic women linked to existing women's networks where relevant, providing peer support and mentoring opportunities.

vii. support enhanced provision of **advice services** for minority ethnic and faith communities in **rural Scotland**. The need for advice services in rural areas was clearly identified by the Strategic Group on Rural Issues as an important aspect of building the infrastructure in rural parts of Scotland. **By March 2011**, we expect to have access to advice services in place in Highland, South West Scotland and Tayside enabling people experiencing discrimination in rural Scotland to access the support currently available in urban areas.

viii. implement the **Translation, Interpreting and Communication Support Strategic Framework** which will set national standards and establish good practice in the provision of these services. **By March 2011** we will have developed all the constituent aspects of the Framework.

ix. explore the potential for a **recognition service** in Scotland to match qualifications, training and experience which have been acquired in other countries with their Scottish/British equivalents and to help identify any additional learning required. This was a key action of the Scottish Refugee Integration Forum and was seen as greatly increasing employment opportunities for refugees, migrants and other new comers to Scotland who have much needed skills which can contribute significantly to the Scottish economy. **By March 2011** we expect to have scoped the possibilities for the establishment of the service, identified any potential location and have identified with key partners what considerations would be required for such a service to function.

x. fund **key infrastructure bodies** (BEMIS, CEMVO, Scottish Refugee Council), for work to meet the strategic and programme level outcomes detailed above.

Going forward

Within the next three years we will also

- Hold a **race conference** during 2009 hosted by Ministers to explore where we need to be on delivering race equality, and to focus on the theme 'We take pride in a strong, fair and inclusive national identity' – our national outcome 13;
- The conference will be used as a platform to establish a **panel** to assist in developing our thinking on issues such as identity and citizenship in 21st Century Scotland, tackling racism and religious intolerance, engaging with communities. Drawn from leading academics and others in Scotland, the panel will provide context and expertise to enhance the development of policy;
- Update the **evidence base** (research, consultation input and initiatives) on race equality/faith issues and discrimination in Scotland to assist with policy development and both national and local level. We will commission research into attitudes to race/faith/identity issues and the experiences of minority ethnic and faith communities in Scotland. This research will provide an important evidence base for our work, and fill a significant current gap in our knowledge and
- **Report on progress by November 2010.**

Strategic Groups' Reports

Many of the recommended actions identified by the four Strategic Groups¹ have already been either implemented or over taken by other developments. Others have been included in the section above for priority action. For completeness, we will publish an update report on the current position on all of the actions recommended by the Strategic Groups by Summer 2009.

¹ Four Strategic Groups met over 2006 to consider actions and priorities in moving forward race equality in four areas; Ethnic Minorities and the Labour Market; Refugee Integration, Rural areas; and Gypsies/Travellers. More information on these groups and the reports they produced is available on our website under the relevant sections; <http://www.scotland.gov.uk/Topics/People/Equality>

Conclusion

We have to believe that change is possible, otherwise there is no point in taking action. We all have a part to play in working for change and creating the kind of Scotland in which we all feel we belong and of which we can be proud. That is for us a Scotland which is fair and just and where there is no place for racism. We look forward to working with our public and voluntary sector partners and the Equality and Human Rights Commission over the next period to drive forward race equality in Scotland.

Equalities Social Inclusion & Sport
Equality Unit
December 2008