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RESEARCHING ETHNIC MINORITIES IN SCOTLAND

Report compiled by Reid-Howie Associates Ltd on behalf of the Scottish Executive

The Scottish Executive Central Research Unit 2001

The views expressed in this report are those of the researchers and do not necessarily represent those of the Department or Scottish Ministers.

ACKNOWLEDGEMENTS

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1.   INTRODUCTION

This report describes the proceedings of a workshop which was organised by The Scottish Executive, and held at Victoria Quay, Edinburgh, on Thursday 2nd March 2000, between 10.15am and 2pm.

The main purpose of the day was to inform the planning and development of a programme of work, with ethnic minorities in Scotland. As part of this programme, it is intended that a survey will be conducted with a sample of people from ethnic minority communities in Scotland, and will explore a range of aspects of their experiences in relation to areas of policy and service provision in Scotland (e.g. health, housing, social work, criminal justice, education etc). The purpose of the March event was to help to identify those aspects of their experiences which should be explored in the survey, those groups which should be involved and the types of questions which should be asked.

All of the syndicate groups were asked to focus on the forthcoming survey, and the discussion on the day was wide-ranging and detailed, as will become clear from the content of the report. Almost 100 delegates attended from a variety of organisations, and a list of participants is provided at Appendix 1.

Not everyone who wished to participate in the workshop could be accommodated on the day. Also, during the course of preparations for the workshop, gaps in our invitation list became apparent. Many of these groups and individuals are in the black and minority ethnic communities themselves and it is unfortunate that they did not have the chance to contribute on the day. In recognition of the importance of taking account of their experience and expertise the Scottish Executive welcomes the opportunity to widen its list of contacts on race equality and invites information on other interests who should be included in our distribution lists. The intention is to circulate this report as widely as possible to increase awareness of the issues under consideration and discussions at the workshop in order to contribute to an informed development of the research programme. Recipients of this report should feel free, therefore, to circulate the report among their contacts.

This report does not attempt to analyse the material which emerged from the event. Instead, it presents all of the information made available to the participants and the content of the discussion which ensued. This will allow the further participation of additional contributors to the consultation process, on the basis of the full information provided on the day.

The report is in four sections. This section summarises all of the proceedings, providing an overview of the event. Section 2 presents the material from the speakers and Section 3 from the syndicate groups. Finally, Section 4 provides a brief indication of the way forward.

1.1   Summary of Session 1 – The Speakers

The first session involved a number of scene-setting presentations. These are detailed in Section 2 of the report, in some cases by providing the transcripts or notes provided by the speakers themselves, and in some cases using the notes taken by the scribe at the session. The source of the material is specified in each case.

At the start of the first session, the Depute Director of Research in the Central Research Unit of The Scottish Executive, Ann Millar, welcomed participants to the event, and chaired the event. She emphasised, at the outset, the importance of bringing together a range of individuals with relevant expertise. She also stressed the need to link the proceedings of the workshop to future work.

Linda Nicholson from the CRU then set the work in the overall context of the planned programme for the coming months, highlighting the intention for the work to be open, informative and inclusive, and part of a sustained dialogue which would develop. The background to the focus on researching ethnic minorities was identified, in terms of the key milestones in the development of work to address social exclusion and the identification of gaps in information. Current work, in the form of a recently commissioned scoping study to consider the research requirements and methodology, to be carried out by System Three, was also highlighted. It was suggested that consultation would then follow on the recommendations, prior to the main survey (not yet contracted), which would also be likely to be supplemented by more qualitative work. In terms of the main survey, the importance of gathering appropriate data, comparative data (in terms of geography and over time), and robust information was stressed. The purpose of the syndicate groups as a means of informing the research tools which would provide such information was then emphasised.

Jackie Baillie, the Deputy Minister for Communities then expressed the Scottish Executive's commitment to the event and to the programme of work, and echoed the welcome to the range of interests represented. She also suggested that the workshop provided the opportunity to begin to turn the commitment into action which would improve the experiences of ethnic minority communities in Scotland, improve the information available and help to locate racial equality and social inclusion at the heart of the work undertaken by the Scottish Executive. Ms Baillie stressed the need to involve people from ethnic minority communities in the work from the start, and to ensure that their contributions are reflected in the design and execution of the research, as well as establishing an ongoing dialogue which would lead to improvement both in policy and in programmes.

Martin MacEwen from the Scottish Ethnic Minorities Research Unit then summarised recent research activities and the key findings, acknowledging that it was possible only to scratch the surface in the time available. He first, however, stressed that research is not always a neutral tool, and pointed to some less positive uses of research, as well as to the dangers of "research fatigue". He then stressed that research can be informative and influential and pointed to the need to carry out research which would continue to look at the needs of people from ethnic minorities sensitively and systematically. This was seen to involve conducting research which has the support of the ethnic minority communities, is used to counteract racism, provides benefits to the groups studied and is owned by them. Recent research in Scotland was then summarised, comprising both national studies, thematic work and local work by a range of organisations and individuals. Remaining gaps in information were also highlighted, however, in areas such as, for example, employment, religion and justice, along with others, and the need for both quantitative and qualitative information was stressed. A range of issues was identified which it was suggested that the Scoping Study should consider, and these included the need to identify priorities; to be able to make comparisons over time; to have a sample of sufficient size; to be comparable to other work; to include qualitative work; to build on the existing bibliography and to be transparent. Martin emphasised that to be effective in influencing policy change, there should be some commitment on the part of the sponsors to implement recommendations; a failure to do so undermined public confidence

in the purpose and value of the research process. The need to link to a range of existing groups (such as the Race Equality Advisory Forum, Commission for Racial Equality, the Lawrence Group, Racial Equality Councils and local community groups) was also stressed.

Dharmendra Kanani, the Director of the Commission for Racial Equality in Scotland then began his presentation by pointing to the difficulties of summarising the issues affecting ethnic minority communities and suggesting that the issues affecting the research itself should be considered instead. This should include, for example, the need to consider the effect of the research and the need to identify potential benefits for participants (such as the process of change). The current situation where racial harassment and discrimination continue was also highlighted, as was the relative lack of data to identify the issues and the need for reliable information. A number of issues were raised for consideration, including the need for clarity of purpose, the need to link this to action, the need to manage the expectations of participants and the need to identify the links to the policies and priorities of the Scottish Executive in order that the process does not become only the collection of information, but part of the development of change and the mainstreaming of racial equality issues.

Louise Donnelly from the Equality Unit of The Scottish Executive then introduced the syndicate groups, suggesting that these would be of considerable benefit in gathering the views of the participants. It was stressed that, although the facilitators would provide feedback at the end of the session, there was also scope for individual participants to feed back their own views of the key issues which emerged. The groups were asked to feed back both the main issues which emerged from the discussion and any key pointers which they identified for the research. Two feedback forms were left for each of the participants, on which they could provide their views at the event, and subsequently, by returning these postally. Those which were left on the day or sent immediately following the event are summarised in Appendix 3. Those sent subsequently will be passed to System Three for inclusion in the scoping study. Detailed notes of the workshop sessions were taken by scribes, and are summarised in Section 3 of the report.

1.2   Summary of Session 2 - The Syndicate Groups

The participants then broke into four syndicate groups to consider a number of issues. The proceedings of these syndicate groups are detailed in Section 3, presenting the notes which were taken by the scribes which were assigned to each group. In some cases, the groups broke into smaller discussions and a number of scribes provided feedback. As with the speakers, the sources of the information are detailed in the text, and the information has been presented as provided, without editing.

The syndicate groups considered the following topics:

(a)   Access to and Use of Services (facilitated by Vijay Patel, Chairperson of BEMIS)

Participants in this group were asked to consider the following questions:

- What are the key issues affecting access to services to people from ethnic minorities?
- What are the main barriers to access to services?

- What are the main gaps in current information?
- Which services and which aspects of service provision and use need to be explored in the main survey?
- How should the survey approach these issues?

During the feedback session, a number of issues affecting access to and use of services were highlighted, and there was seen to be a need to:

- recognise the importance of the ability, willingness and knowledge of agencies to address race equality;
- recognise the importance of language and understanding;
- recognise diversity and not assume heterogeneity amongst ethnic minorities;
- build on existing information;
- be accountable to communities;
- promote change through political support and resources;
- carry out the research through partnerships between agencies and community groups;
- target the least visible potential respondents;
- add to existing information and consider the links to other work;
- develop communication and understanding;
- promote positive changes for communities.

(b) **Social Exclusion and Poverty (facilitated by Farkhanda Chaudhry, Scottish Council of Voluntary Organisations)**

Participants in this syndicate group were asked to consider the following questions:

- What are the key dimensions of the ethnic minority experience of social exclusion and poverty in Scotland?
- Do we have enough information to demonstrate that ethnic minority groups suffer disproportionately from social exclusion and poverty?
- What are the main gaps in current information?
- Which aspects of social exclusion and poverty need to be explored in the main study?
- How should the survey approach these issues?

During the feedback session, there was seen to be a need to:

- recognise and collate existing research;
- see the research process as part of policy development;
- establish connections to other work, such as the 2001 Census and the Labour Force Survey and the potential for a rolling programme of work;
- avoid "layers of exclusion" with the participation of a range of interests from the start;
- develop ongoing monitoring and evaluation;
- explore, within the survey, a range of issues, including, for example, credit and debt, issues affecting small groups, information provision, housing, young people, political participation and membership of organisations;

- undertake comparative work;
- gather local information to inform anti-poverty and social exclusion initiatives;
- ensure better testing of questions and identify and use appropriate fieldworkers;
- gather qualitative information;
- involve a range of communities of interest (e.g. rural, urban and faith communities).

(c)   Racism and Discrimination (facilitated by Selma Rahman, Fife REC)

Participants in this syndicate group were asked to consider the following questions:

- What are the experiences of people from ethnic minority communities in Scotland in terms of racism and discrimination?
- What are the main gaps in current information?
- Which aspects of racism and discrimination need to be explored in the main survey?
- How should the survey approach these issues?

During the feedback session, the issues identified from this group included the need to:

- clarify the current position in relation to "everyday core data collection" and in relation to the inclusion of ethnic monitoring in mainstream data;
- consider the ways in which the research will relate to other surveys;
- consider the need for the survey and explore other options such as the development of enabling/empowering work such as a national enquiry, black-led research and the creation of a research archive;
- carry out a thorough examination of discrimination and racism, to call perpetrators to account and to demand change;
- utilise and recognise the wealth and depth of information gathered from communities and the value of the black experience;
- develop a research protocol;
- identify stratifications of second and third generations;
- acknowledge the need for a rural dimension;
- ensure that the work is non party political in order that outcomes are acted upon;
- ensure that the work leads to desired outcomes, in terms of the need for political development, implementation of the findings and provision of service delivery which is equitable;
- begin to move from the consideration of "special needs" of groups.

(d)   The Needs of Specific Groups (facilitated by Mick Conboy, CRE)

Participants in this syndicate group were asked to consider the following questions:

- Are there any issues/experiences/needs which are particular to any specific ethnic minority communities?
- Within particular ethnic minority groups, are there any specific groups with additional needs, or any issues relating to factors such as location or culture/practice?

- What are the main gaps in current information?
- Which groups and issues should be included in the survey?
- How might the survey address these issues?

During the feedback session, this group identified that there was a need to:

- carry out a literature review of current work, including local work, to identify methods used, lessons learned and gaps, relating the review to identifying means of working with the voluntary sector;
- take account of the issue of "research exhaustion" and bear in mind the need to use research to inform policy development by a range of organisations, not only the Scottish Executive;
- ensure that the research undertaken makes a difference on the ground;
- work in partnership at all levels in the process, with participants viewed as partners;
- use an appropriate methodology, including the use of appropriate fieldworkers and analysis of the data;
- develop empowerment through the research, focusing on what the community can deliver as a partner;
- refine consideration in relation to specific groups and avoid stereotyping needs, whilst recognising that there are some groups (e.g. travelling people) who face specific forms of discrimination;
- recognise the need for mainstreaming as a goal, whilst recognising the current needs of groups;
- recognise communities of interest and work on defining their needs, whilst acknowledging diversity.

1.3   The Way Forward

As was stressed repeatedly throughout the proceedings, this workshop marked the start of a continuing process of dialogue between the Scottish Executive, researchers and academics, groups and individuals in the community and other relevant organisations.

Following the feedback session, Ann Millar reiterated that the morning had been productive and stimulating, providing considerable material for the Scottish Executive, as well as some direction for the scoping study. It was noted that this will collate and build upon current work and the co-operation of participants was requested with this.

Participants were assured that the programme of work would be a continuing process and that there would be inclusion of views from the outset, with the Scottish Executive now reflecting on the comments made and welcoming continuing input.

The formal proceedings were followed by lunch and further discussion, and the event concluded at 2pm.

The next stage will involve the start of the scoping study work. During this period the Scottish Executive will welcome any additional comments made, either by participants or others who wish to highlight issues in relation to the forthcoming research programme or to the issues which have been raised in this report. Comments should be forwarded by 31st May 2000 to:

        Linda Nicholson
        Social Inclusion Research Branch
        The Scottish Executive
        Victoria Quay
        Edinburgh
        EH6 6QQ

or by e-mail to:

        linda.nicholson@scotland.gov.uk

2. SESSION 1: THE PRESENTATIONS

As seen in the introduction, a number of speakers provided input as follows:

Introduction, background and parameters of the programme of research	:	Linda Nicholson, CRU, The Scottish Executive;
Welcome	:	Jackie Baillie, MSP, Deputy Minister for Communities;
Recent research and the overall context of the work	:	Martin MacEwen, SEMRU;
Issues affecting people in ethnic minority communities in Scotland	:	Dharmendra Kanani, CRE.

This section contains transcripts or summaries of each. An additional paper which was provide as general background to inform this session entitled "Ethnic Minorities in Scotland" by Patten Smith is included as Appendix 2.

2.1 Introduction, Background and Parameters of the Programme of Research: Linda Nicholson, CRU, The Scottish Executive

An introductory paper by Linda Nicholson was circulated prior to the conference, and a transcript of the presentation provided. The paper and transcript are provided below.

2.1.1 Introductory paper: Researching Ethnic Minorities In Scotland: Research Proposals For A New Programme Of Work

This paper aims to provide a brief background to the new programme of work on researching minority ethnic groups in Scotland announced by the Scottish Executive. It will outline the key elements of the programme and present information on 2 key surveys of relevance.

Background

Issues relating to the social exclusion of members of minority ethnic groups have achieved a higher policy profile over recent years largely by virtue of the consultation exercise on the draft Social Inclusion Strategy, the work of the Government's Social Exclusion Network and the Scottish Social Inclusion Network, the awarding of Social Inclusion Partnership funding to the ethnic minority initiatives in Glasgow and Fife and the involvement of the Commission for Racial Equality and other ethnic minority representative bodies in the development of the social inclusion agenda.

Through these processes, the need for up-to-date, comprehensive information concerning the circumstances of Scotland's minority ethnic groups has been identified. The 2 key sources of existing data are the 1991 Census and the report "Ethnic Minorities in Scotland" (Smith, P,

1991) commissioned by the then Scottish Office in 1988. The findings from both of these have, however, gradually diminished in usefulness as they have dated over the decade.

The 2001 Census will provide very useful ethnicity information particularly in relation to location of minority ethnic groups. However, findings are not likely to be available until late 2002/2003 and will not cover the range and depth of information to fill the policy needs identified.

The Scottish Household Survey has provided a new source of data on minority ethnic households. However, opportunities for disaggregating the data for detailed analysis are hampered by the low number of cases involved so far. At the present rate of between 100-150 cases each year an especial boost of the numbers would be required to enable in-depth analysis at appropriate sub-group level.

Informed by the need identified for an up-to-date, comprehensive picture of the circumstances of minority ethnic groups in Scotland, and the limitations of current research tools to provide this, the Scottish Executive has decided to commission a new survey and associated, smaller, qualitative studies to fill the gap.

Key elements of the programme

It is intended that the research takes the form of:

- preparatory scoping work (to be completed by May 2000);

- a wide-ranging survey of members of minority ethnic groups in Scotland;

- a small number of in-depth qualitative studies of groups/issues of especial interest.

Work has commenced to take forward the first component of the research, the preparatory stage, in conjunction with the Commission for Racial Equality. The Workshop on 2nd March will start the process and aims to:

- inform of the plans for the research;

- provide context for the research programme;

- begin to draw on expertise in relation to content, conduct and design of the research tools.

In addition, a scoping study which looks in detail at requirements for the survey and recommends methodological options for meeting these is about to be commissioned. We intend to consult on the recommendations of the scoping study in the Summer. Further preparatory work and piloting of the survey will continue this year and it is expected to start the fieldwork early in 2001. Complementing the main survey will be smaller, qualitative studies on issues which perhaps do not lend themselves to the large scale survey method. The workshop, scoping work and consultation exercises will all provide a steer as to the appropriate foci for these studies.

It is proposed that the dialogue begun at the workshop will be maintained over the period of the research via various consultation and informing mechanisms.

Two key surveys of relevance, in that they offer opportunities for comparisons with the proposed new survey, are the Patten Smith survey (1991) previously mentioned and the 4th Survey of Ethnic Minorities in Britain undertaken in 1994 by the Policy Studies Institute (PSI) in collaboration with Social and Community Planning Research.

Information from the Smith survey has been valuable in providing wide ranging data on minority ethnic households and individuals. A summary of key findings is presented in Appendix 2. The data has served as a backcloth to and a source for subsequent smaller scale studies. It involved 840 minority ethnic householders, 200 young minority ethnic group members and a comparative sample of 680 white householders.

The PSI survey was the fourth in a series, the previous surveys taking place in 1966, 1974 and 1982. The title of the 1994 survey is misleading in that its coverage was restricted to England and Wales. A report of the survey is provided in "Ethnic Minorities in Britain" (Modood, T, Berthoud, R et al, 1997). It involved a nationally representative sample of 5196 people of Caribbean and Asian origin. Education, employment and housing were key issues covered along with newly introduced questions on income, health, harassment and ethnic identify.

Summary

- The main impetus for the proposed programme of research has been provided by the work and findings of the Government's social inclusion internal and external networks and action teams;

- Current sources of information do not provide the scope and depth of data required;

- A programme of research work encompassing large scale survey and in-depth qualitative work is proposed;

- The design, content and conduct of the research will be steered by extensive consulting and informing processes.

2.1.2   *Transcript of Presentation by Linda Nicholson*

Good Morning. Could I add my welcome to everyone here today. I'm speaking as research co-ordinator for the programme of research on minority ethnic groups.

I am immensely encouraged by the level of support received over last few weeks, which is perhaps indicative of the feel for the lack of data in this area.

I have also received words of caution about the enormity of the task:

- accommodating so many requirements and needs;
- reflecting so many voices.

It is apparent to me that achieving an appropriate **balance** of requirements is going to be the key to a successful programme of work, and that is something I'll return to later.

We've started the research process today as we mean to go on:

- drawing on expertise existing;
- being inclusive in approach;
- hoping to foster a sense of ownership with different bodies having an interest and a stake in the research;
- being open and informative about the work (need to consider best ways to sustain the dialogue begun today).

These are our sorts of reasons for inviting you here today. You'll have your own reasons for attending and I'm sure many of you will be wanting to know what it's all about, where did it come from, what's going to happen?

What I propose to do is:

- run quickly through the background to this programme of work;
- remind you of what it will comprise;
- then focus on the main element – the survey – to give you a flavour of the broad requirements which we've thought of so far for this.

Background

If you trace the origins of the main impetus behind the research, they are located very much in the Government's Social Exclusion and Social Inclusion Networks and Action Teams.

You could say, in fact, that the research programme is a product of the cross-cutting ethos and working prevalent in the last few years. Certain key milestones stand out:

- March 1998: The Scottish Office issued its consultation paper "Social Exclusion in Scotland" (intended to stimulate debate/discussion about social exclusion and how to tackle it).

Many who responded highlighted the document's apparent neglect of issues relating to minority ethnic groups. This was listened to, and over the next 2 years there was much evidence of the Government seeking out advice on minority ethnic issues:

- research evidence;
- information gaps.

Both the Social Exclusion Network and Social Inclusion Network (the internal and external networks dealing with exclusion), commissioned papers looking at research needs and information gaps and the Social Inclusion Action Team, which was established last year to consider an evaluation framework for action to promote inclusion, also examined the issue of data on ethnicity. All made recommendations for a new and wide-ranging survey of the circumstances of minority ethnic groups in Scotland.

This identification of need takes us so far, but such research requires appropriate supporting and resourcing structures to take it forward. And this is where the new cross-cutting structures which have been put in place over the last year have provided the appropriate platform.

The Social Inclusion Research Branch (which has a remit for cross-cutting research issues) and, on the policy side, the Social Inclusion Division and the newly established Equality Unit (part of Executive Secretariat), have all worked together to provide the support required to get the programme off the ground.

So what does the programme comprise?

The central plank is the wide-ranging survey of the social and economic circumstances of Scotland's main minority ethnic groups and a comparison with the white majority. Preceding this is an intensive, in-depth planning and scoping phase of which this workshop is the start.

A scoping study has just been commissioned aimed at determining the detailed requirements for the survey and recommending robust methodological options for meeting these. I can announce that System 3 has been awarded the contract and their representatives are here today to take on board views from this event. Over the next few months, System 3 will continue the dialogue started today and attempt to harness the expertise existing in determining requirements and method. We intend to consult in the Summer on their recommendations before firming up our final plans for the main survey.

The survey will provide valuable <u>quantitative</u> descriptive information (about incidence/prevalence) but it won't be able to <u>explain</u> its observations and won't be the most appropriate research tool for all of the requirements identified.

We envisage that we will also require a series of associated qualitative studies which could look in depth at, say:

- topics of a sensitive nature which don't lend themselves to the large scale survey method;

- issues arising from results of the survey which suggest follow-up work would be fruitful.

I expect that today's syndicate discussions will start to provide the steer towards which research tool is most appropriate for which issues. That is a quick run through the programme planned. Throughout the programme we will be using the valuable distribution list which we've built up through this workshop process as a basis for consulting and information as we progress.

Parameters

I talked earlier of the balancing act needed to meet the various requirements. If I focus on the main survey, I'd like to move on to give you a flavour of the broad requirements we've already identified and the sort of parameters within which we expect to be working.

Maximise the benefit from the data – make the best use of it

We can do this in several ways, but a key way is to harmonise the questions and conduct of the survey as far as possible with other key surveys of relevance – establishing a "common currency" as it were. By doing this we open up possibilities of comparative work.

> Two examples:

> a) SHS – the continuous Scottish survey covering 15,000 households annually, and the possibility of using white majority data for comparative purposes.

> b) PSI work in England and Wales (mentioned in the briefing pack) opens up possibilities of comparisons with the situation south of the border.

Change over time

If we can harmonise as far as possible with Patten Smith's survey undertaken a decade ago, we can:

- get more value from his work by using it as a baseline against which we can identify key changes in circumstances;

- use a cross-sectional survey to facilitate a retrospective look in addition to providing another baseline for evaluating future change.

I expect change over time to be a very interesting theme in the analysis of the survey results, illuminating issues of transition in culture, identity, integration, social networking and so on. As an aside, one finding which intrigued me from the Patten Smith report was the lack of awareness, 10 years ago, of supporting institutions for minority ethnic groups. If we look at awareness of the Commission for Racial Equality - ½ of male householders, 7 out of 10 female householders claimed never to have heard of the CRE.

What will the picture be like today, I wonder?

A robust foundation for future research work

This reflects the fact that in addition to answerin*g* questions, the survey results will raise questions and lead to more investigation. There is a need to ensure that the survey is constructed in such a way that it could form the basis for, say, further cross-sectional or longitudinal work following through processes of change.

Geographical coverage of the survey

Patten Smith's work concentrated on the Scottish cities where most minority ethic group members lived, and, of course, this was also more cost-effective in terms of the sampling strategy. However, replication of this wouldn't permit coverage of issues associated with low density settlement. And if this is seen as a requirement of the survey, the methodology will need to accommodate this different emphasis.

Next, we need the survey sample size to be large enough to enable data to be disaggregated to a sufficient level.

If we are wanting to create awareness of the diversity of experience and circumstances, then we need to be able to break down the data to particular sub-group level and still have data robust enough to paint an accurate picture.

Patten Smith's work collected information on around 6% of the minority ethnic population. Our initial discussions have centred around perhaps an 8-9% coverage – but within that there are all kinds of possibilities for boosting/over-sampling particular sub-groups of interest. Today's syndicate discussions should help to inform decisions on these sub-groups.

<u>Finally, we wish to encourage a high response rate and good quality data</u>

To help us, we can take on board lessons from other relevant surveys, and they do suggest that careful thought has to be given to, for example:

- matching of interviewer: interviewee in terms of ethnicity, language, gender;
- attracting and <u>sustaining</u> an appropriate interviewer field force – a major problem for both Smith and the PSI work;
- length of interview and timing of fieldwork (45 minutes seems about the maximum length we can expect, and the SHS suggests certain winter months aren't so good for achieving a high response).

That gives a flavour of our demands so far for the survey.

A research tool which could accommodate these and the many other requirements which will be identified would be ideal but, as I said, it's a balancing act and that's what today is about: **helping us to identify and prioritise requirements in order to achieve the best balance possible.**

Thank you very much for your attention. I'd be very interested to talk to any of you about these issues over lunch today or over the next few weeks and months.

2.2 Welcome: Jackie Baillie MSP, Deputy Minister for Communities

A transcript of this presentation was provided by Jackie Baillie.

2.2.1 *Transcript of Presentation by Jackie Baillie*

I would like to start off by welcoming everyone to this workshop. I would like to extend a particularly warm welcome to colleagues from the Commission for Racial Equality, the Race Equality Advisory Forum and the Social Inclusion Network. Even more importantly, however, I would like to welcome new colleagues.

I believe that today's workshop gives us the opportunity to demonstrate our shared drive to turn our common commitment to equality and social inclusion into action. This action has to deliver real improvements in the lives and experiences of our ethnic minority communities.

I would also like to give my thanks to everyone who has taken part in today's event. This is in anticipation of everyone making a very effective and challenging contribution to the development of this vital research programme. You do not need me to remind you that this is major new research to provide an in-depth examination of the issues of concern to Scotland's ethnic communities. Through this programme, we are looking to get better information on the circumstances of people with an ethnic background in Scotland and the barriers to social inclusion and equality which they face. Our purpose in commissioning this research is to ensure that concern for race equality and social inclusion is at the heart of all our work.

I am unashamed in looking to you for a significant contribution to that transformation in people's lives. You were in at the beginning of this vital comprehensive programme. We in the Executive need to ensure that this work is informed from the outset by in-depth knowledge of the everyday experiences of the various ethnic communities. This is most emphatically not to be research for research sake. This programme is to inform and shape our policies and services to meet the legitimate expectations of ethnic minority people to equality of opportunity and to a genuinely and truly socially just and inclusive Scotland.

In return for your hard work today and as we take forward the research programme, I will ensure that your and others' contributions are reflected in the design and execution of the research. In addition, with advice from the Social Inclusion Network, the Race Equality Advisory Forum, the CRE and others, I will ensure that there are means in place to provide ongoing dialogue on the development and results of this important work on race equality and social inclusion.

Today I know that you will all wish to keep focused on the central importance of promoting social inclusion and race equality for all ethnic minority groups in Scotland. The Scottish Executive is committed to tackling institutionalised racism in all aspects of Scottish life. With your help and with the benefit of this new research, we can look forward to improvements to policies and programmes, as well as vital working relationships, to make a real difference.

2.3 Recent research and the Overall Context of the Work: Martin MacEwen, SEMRU

A paper containing the material covered in the presentation was prepared by Martin MacEwen and Gina Netto, and is provided below.

2.3.1 *Paper/Transcript of Presentation by Martin MacEwen: A Role for Research in Promoting Racial Equality: A Scottish Dimension?*

Research: text and context

Research is not a neutral tool; research agendas, the focus of specific research topics, and the manner in which research is conducted are influenced by the preconceptions of the researcher or the commissioner of research, affecting its reliability.

Therefore, it is important that research on minority ethnic people be underpinned by the following ethical principles:

- it has substantial legitimacy in respect of support from ethnic minority participants;
- it is designed to counteract racism and/or discrimination and promote the interests of one or more minority ethnic groups;
- the manner in which it is conducted should empower people whose voices and choices are not often heard.

Research is a tool which should be used with caution and with awareness of its benefits as well as its limitations. It has the following roles:

- it serves as a medium to record the experiences of minority ethnic people;
- it evaluates the strengths and weaknesses of policy responses;
- it influences improvements in law, policy and practice.

Research activities in Scotland

Last up to date register of research was compiled by SEMRU (1986). No up to date overview of research has been conducted in recent years.

Only large scale survey data on ethnic minorities has been the 1991 Census and 1991 SO survey.

Thematic literature reviews exist in the following areas:

- "Race and Housing" by SEMRU by Scottish Homes (1994);
- "Ethnicity and Poverty in Scotland" by SEMRU, Glasgow (1995);
- "Scotland's Forgotten Prisoners; Asylum Seekers in Detention" by SEMRU, Glasgow (1995);
- "Perspectives on Welfare: The Experience of Minority Ethnic Groups in Scotland" by Bowes and Sim (1997).

They are non-existent in employment, religion and access to justice.

Strengths of such national review:

- Provides a general picture which central and local authorities must recognise;
- Identifies major problems which have yet to be resolved;
- Points to practical initiatives and examples of good practice.

Research conducted on the national level has been limited and has had limited application. In the absence of data, there is a tendency for local authorities or central government to make stereotypic assumptions which may exacerbate disadvantage.

Many qualitative studies have been undertaken at a local level in a wide range of areas and geographical locations. It is important to collate and compile such studies and to consider

their implications for policy and practice to prevent duplication of work and the omission of important areas.

In the absence of political will, marginalized communities may continue to be marginalized.

<u>Can we apply English research findings to Scotland?</u>

PSI surveys were conducted in 1966, 1974, 1982 and 1994 on ethnic minorities in England and Wales covering family structure, language, employment, income, housing, health, racial harassment, culture and identity. However, Scotland's separate local government, education system and legal system leads government organisations and individuals to question the applicability of such research.

However, the Macpherson report into the death of Stephen Lawrence has led to a comprehensive action plan by the Scottish Executive to respond to recommendations for change in spite of differing legal and criminal justice systems. Illustrates that where there is political will to review existing policy and practice and to learn from the experience of others, that will form a much more convincing imperative than the outcomes of research which are not politically acted upon.

<u>In conclusion</u>

Research is no panacea for improvement in law, policy and practice, but quantitative and qualitative research are both needed to evaluate the effectiveness of local government services and the direction in which change should be effected.

Benefits are to be drawn not only in comparing minority ethnic communities and the rest of the population, but also in comparing the support of public and voluntary activities within the UK, other countries in Europe and beyond.

The framework for a large scale study on minority ethnic people in Scotland currently being proposed by Scottish Executive:

- should be informed by the identification of priorities impacting on life chances for the minority ethnic people of Scotland;
- should allow comparisons with the 1991 Census and SO survey and the 1994 PSI surveys to allow bench-marking and draw out relevant distinctions;
- should survey numbers of minority ethnic communities which are statistically significant to provide robust data;
- should be carried out with due regard for the diversity of languages which are spoken in Scotland;
- must be complemented by attitudinal surveys, in-depth interviews and focus group discussions;
- must not only be seen to be relevant to minority ethnic people but also to inform policy review and development by central and local government.

2.4   Issues Affecting People in Ethnic Minority Communities in Scotland: Dharmendra Kanani, CRE

Notes were taken during the presentation and transcribed (although not verbatim) by Sheila Henderson for inclusion in the report.

2.4.1   Summary of Presentation by Dharmendra Kanani

Dharmendra began by suggesting that it was impossible to state what the issues are affecting communities, pointing instead to the need to look at issues affecting the research and to link these to practice, reflecting on the connections made.

Firstly, there is likely to be a need to consider the impact of the research on some groups, such as parents in their 50s and 60s. A researcher will go into their home and ask them about their quality of life, and the impact of this upon them and the benefits to them must be identified. The way in which the research will engage with communities must be explored, so that they feel that taking the time and having someone speak to them is worth it. This applies to all research, but raises particular issues for different generations of ethnic minority communities. There is a need to focus on what the research is doing and whether it is effecting change.

There is a lot of information available, although there is little at a national policy level which allows confidence in the use of findings. The forthcoming piece of research and the Census will help in future planning for those working in race equality. There is a need for the scoping study and for other work, and it is good that there is a climate for change.

It is also important to look at what we do know. Racial harassment and discrimination continue and the casework of the CRE continues to rise. Areas of work such as services and employment are serious issues of concern. There is a need to look at that casework and what it says about the practice and provision of services, such as what public services and employers are doing in the provision of access to services and relationships with communities. There is information available in relation to some areas, but it is impossible, for example, to say with confidence how black and Asian pupils are doing in schools. There is no monitoring of pupil profiles, educational outcomes, the labour market and unemployment, raising the question of why there is not reliable information.

There are also questions to consider in relation to how policy is shaped currently and the relation of this exercise to that process:

1. What is the purpose of the research – this must be clear, as must the use of the findings for participants and communities?
2. Will it be tied to action?
3. How will expectations be managed (e.g. that the quality of life will improve)?
4. Will there be a guiding framework relating to the Scottish Executive priorities for action? Will it be linked in policy terms, so that money and action, and not only information follow?

There is a need for the research to lead to action and to move forward. There is a need to explore issues such as demographic factors, social and economic position and access to services, how communities are enjoying access/participating. There is also a need to consider how the work will affect thinking and practice and become embedded. The promotion of racial equality must form part of quality service provision and policy, and this work will hopefully lead to a better definition of who provides services, and how. Modern service provision should not be about interests, but about becoming part of the mainstream provision.

3. SESSION 2: SYNDICATE GROUPS

The syndicate groups lasted around one hour, before culminating in a feedback session which was summarised in Section 1. This section presents a number of papers which were submitted by facilitators to accompany the syndicate groups, as well as the material relating to the content of the discussions within the groups which were submitted by the scribes.

3.1 Syndicate group 1

This group considered the issue of access to and use of services and was facilitated by Vijay Patel, BEMIS. A background paper by Vijay Patel was submitted and is summarised below before presenting the material from the group.

3.1.1 Background Paper: Black And Minority Ethnic Communities Access To And Use Of Services

Introduction

Information gathered in England demonstrates that there are a number of problems, which exist in relation to the provision of public and private sector services to people from black and minority ethnic communities. To highlight a few, there are the disproportionate number of black children excluded from school, a proportionately higher number of black people detained under mental health legislation and fewer black people likely to receive probation as opposed to a custodial sentence. These all highlight concerns around the impact of racism and institutional racism on black and minority ethnic communities.

Within a Scottish context, such information is much harder to come by and little is known about the provision of services. This paper will try and highlight some of the questions that need to be considered as to why there is a deficit of information and relate that to the barriers that do exist for people from black and minority ethnic communities trying to access services.

Mythology

There are a number of pervasive myths, which influence decision-making at all levels.
These include:

- There aren't many black people living in Scotland;
- The Scots can't be racist because they've been oppressed by the English;
- They look after their own;
- They stick to themselves;
- They're all rich because they run all the shops and restaurants;
- Their children do well in 'our education system' and are over-represented in Universities.

If all of these are accepted as fact, then it is relatively simple to explain why people from black and minority ethnic communities are invisible in Scotland's political, social and cultural life and why they do not use services.

Clearly such myths are not true and there are clear indicators of need. Some can be extrapolated from UK wide research i.e. Berthoud on poverty:

> "Pakistanis and Bangladeshis are easily the poorest groups in the country. High unemployment among men; low levels of economic activity among women; low pay; and large family sizes: these all contribute to a situation in which 60 per cent of Pakistanis and Bangladeshis are poor. This is four times the poverty rate found among white people.[1]"

Others emerge from research undertaken in Scotland i.e. housing:

> "many Pakistani experiences of council housing were negative, and many families had suffered harassment. Ten households in our sample had given up secure council accommodation to move to other, sometimes less secure, tenures in safer areas."(Bowes, Dar & Sim 1998)[2]"

Obstacles

There are a number of obstacles, which together present a Catch 22 situation in relation to accessing services.

Knowledge: How do people find out about the existence of services? Traditional forms of leaflets, posters, adverts in the local newspaper etc. have limited impact on the general community and even less on the black and minority ethnic communities. Whilst some agencies have produced translated leaflets, there are again questions on two fronts, the merits of the translation itself and whether such leaflets will reach those people it is intended for.

Venues and times: There are issues for urban and rural areas. For cities, services may be located in places which are not well served by public transport, whilst for rural areas, the cost of transport is likely to inhibit any take up. Allied to this the traditional office hours do not acknowledge some of the barriers that exist specifically for black and minority ethnic communities e.g. as the majority are employed within the catering and retail sector.

Communication: For a significant percentage of black and minority ethnic communities, communicating in English is problematic. Surveys in Dundee[3] and Edinburgh[4] demonstrate that at least forty percent would not use local shops because of language problems. There are few mainstream service providers who have bi-lingual staff and whilst most have access to interpreting and translating services these are not necessarily used.

Customer care: A number of people have commented on the negative experience of trying to receive services. The first point as noted above is communication, the next is the feeling that they are expected to justify their request and being made to feel guilty about asking for a service. The response has been poor with people not feeling that they've been listened to,

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[1] Berthoud, R (1998), Incomes of Ethnic Minorities Institute for Social and Economic Research, University of Essex

[2] Bowes, A, Dar, N and Sim, D (1998), 'Too white, too rough, and too many problems.': A study of Pakistani housing in Britain, Department of Applied Social Science, University of Stirling

[3] Dundee City Council Hilltown area needs assessment 1994

[4] BCDP 2nd needs Survey Edinburgh (1999)

fobbed off to another person, receiving an inappropriate response and ultimately going away feeling that it is their fault because they did not make themselves understood. A report from the Chinese Health Force[5] recommended that

> "the Health Service should be encouraged to employ more GP's, hospital doctors, community and mental health professionals with bi-lingual Chinese/English language skills as well as knowledge and sensitivity to the Chinese cultural background and values."

Anecdotal evidence has also shown that users are required to fit in within what is available, without consideration given to its appropriateness for the user.

Culturally sensitive and anti racist practice: As most services operate from the colour-blind approach i.e. they treat everybody the same, this has led to a number of failings and ultimately discriminatory practice e.g. the belief that "undertaking equal opps training" would be enough (Singh & Patel 1998)[6]. In a more recent piece of research, families reported having to support people in hospitals through the provision of all their food[7], which raises the question of how are hospitals addressing issues of diet and nutrition.

Interpretation of legislation and policy: Over the last decade legislation has clearly incorporated the aim of ensuring services are equitable and accessible to all, as have the range of guidance issued by the Scottish Executive, its predecessor the Scottish Office and various departments in Whitehall. However these have had limited impact on the direct provision of services e.g. whilst Children Service Plans should encompass the needs of all children, few authorities have referred explicitly to the needs of children from black and minority ethnic communities. This point can be made across all service groups and demonstrates the fact that whilst legislation has been passed, there has been no political will to ensure that it does lead to greater race equality. The absence of effective ethnic monitoring of policy and practice is clear evidence of this lack of commitment from statutory and voluntary services.

Institutional racism in Scottish research: It is increasingly evident that government-funded policy-related and academic social research have remained largely 'colour-blind', that is, they have not been inclusive of racial diversity in Scotland. As a consequence, there is a serious paucity of research literature which deals with the concerns and perspectives of black & minority ethnic communities; e.g., the vast investment in Scottish educational research has failed to address questions relating to the educational performance of black & minority ethnic pupils, including those with disabilities or special educational needs. (Arshad & Diniz, 1999[8]; Diniz, 1999)[9]. Together with recent evidence of the under-representation of minority ethnic academics in British universities, this raises additional questions about the existence of institutional racism in academic research and knowledge generation, including the role that black people play in research production (Carter, Fenton & Modood, 1999)[10]

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[5] Chinese Health Force Evaluation of the Sunday Clinic (2000)
[6] Singh & Patel Regarding Scotland's Black Children (1998) SBWF
[7] Bowes & McDonald – Support for Majority and Minority ethnic groups at Home (2000)
[8] Arshad, R & Diniz, F A (1999) 'Race Equality in Scottish Education', in Bryce T & Hume W (eds) *Scottish Education*. Edinburgh: University of Edinburgh Press
[9] Diniz, F.A (1999) 'Race and Special Educational Needs in the 1990s' *British Journal of Special Education, 26,* 4, 213-217
[10] Carter, J, Fenton, S & Modood, T, (1999). *Ethnicity & Employment in Higher Education.* London: PSI

Role of black voluntary sector

Research by a number of agencies has demonstrated that all of the afore-mentioned issues have been managed by voluntary sector projects working with black and minority ethnic communities. The experience of the sector provides some important lessons in engaging with people from black and minority ethnic communities both in terms of providing services and undertaking research. A lot of information arises from research undertaken by BEMIS[11] in 1999.

The majority of staff employed are from black and minority ethnic communities (within the BEMIS research it was 67%) This in a number of cases means that users can communicate in their first language. A number of agencies cater for a multiplicity of languages. A number are open at times which recognise different work patterns, for example there is a health clinic on Sundays for the Chinese community in Glasgow, organised by an agency in conjunction with health professionals. This has had a large up take because it recognised that a number of people are unable to access mainstream healthcare services during the week because of work patterns.

The sector is successful in providing services because it provides positive messages about black and minority ethnic communities both in terms of the staff and volunteers, and management committee members who operate the services, and in terms of customer care. The consideration of opening hours is one such thing, another may be how people access i.e. a variety of routes in terms of referral, whether there is a need to make an appointment etc. Staff also tended to recognise some of the concerns that arise from the context of tradition, religious beliefs and customs that may impinge on a person's ability to manage in certain circumstances.

Such agencies also tend to have broader boundaries and seemed less likely to delineate what they would and would not do. This was partly in recognition that there were few services that were available to black and minority ethnic communities, but also the reality that a number of mainstream services were unlikely to provide appropriate assistance. As a result agencies within this sector tended to have quite diverse aims, which incorporate the provision of services, meeting unmet need, combating racism and discrimination and representing the interests of BEM communities[7].

It is also notable that the black voluntary sector is a significant source of employment and whilst this may be indicative of the marginalisation of people from black and minority ethnic, it does also mean that the sector is the largest provider of services.

Research on childcare services demonstrated that:

> "in the main the voluntary sector is the main provider of community based non-statutory services to children from black and minority ethnic communities".

The final point to be made about the sector is its ability to listen to users and ensure that services adapt to meet the changing needs of its users. This is within the context of uncertain and insecure funding.

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[11] BEMIS Listening to the Voice (forthcoming)

Methodological issues around research

The problems around access to services are relatively well documented, in terms of the barriers that are presented. A number of reports have been produced, some are in the public domain, others have been produced either for a local authority, funding body or by an agency to use internally. The issues are consistent throughout, users want services, which are flexible, culturally sensitive, with staff who are bi-lingual and have an understanding of the community that the user comes from.

A colleague asked why do we need more research, when people have known for the last two decades what the issues are. This is a very valid question and one that needs to be addressed in any decision that takes place. Allied to that is the point that a number of black workers and people in the community would feel that research has been carried out, but not led to any change.

In order for the research to be successful from the viewpoint of communities and black workers, there are a number of prerequisites:

1.   The conceptual framework for research production must acknowledge that institutional racism is endemic within Scottish society.

2.   The process has to be two-way and transparent, with the opportunities provided for participants to receive as well as to provide information.

3.   Explicit consideration to be given as to how the information will be used, and how the results will be disseminated to racially and linguistically diverse participants.

4.   There is a commitment that the research will be used to produce demonstrable outcomes that lead to positive changes for black communities.

5.   What part should black researchers play and who is best placed to conduct the research? This raises a number of ethical and methodological questions around the ability of white agencies to engage with black and minority ethnic communities. In many ways it mirrors the concerns about institutional racism encountered by black clients accessing mainstream services.

3.1.2   The Group Discussion: Access to and use of Services

This section is based on the notes taken by Richard Evans and on notes taken by the facilitator, as this group split into smaller groups.

Notes from Richard Evans

Vijay introduced the discussion and referred to gaps in the paper, such as the rural dimension, raising the following questions:

- Does the paper reflect people's knowledge?
- What other gaps need to be considered?

- How can this be incorporated into the research?

It was argued that there is information on access to and use of services, if agencies are obliged to divulge this (e.g. Benefits Agency, local councils, education authorities) and reference was made to a survey carried out in Glasgow in 1997. It was agreed that pressure should be brought to bear on the use of national statistics and that there has been a lack of ethnic monitoring in Scotland. It was noted that Engender brings together statistics relating to gender, but there is nothing comparable relating to ethnicity. It was suggested that it is currently more difficult to get statistics by ethnic groups than by gender (the SIPS monitoring data, for example, is not available by ethnic group).

Key issues were identified, such as communication; institutional discrimination; the existence of multiple discrimination; the knock-on effect of issues such as the fear of crime on social exclusion, and the restrictions on activities, as well as the need for mainstreaming of race equality work; the need to make services more sensitive and the need to recognise the diversity of communities. There was also seen to be a need for a will to change and to employ staff from ethnic minorities.

In terms of methodological issues for the research, it was stressed that research has already been done and that there is a danger that respondents are weary of this and that their expectations will also require to be managed. It was suggested that if too many questions are covered, there is a danger of interviewee fatigue and it may be useful to consider carrying out the work in phases or of reducing the burden on individuals by networking through organisations. There will be a need for consideration of the appropriate content, design and structure for the work and the need to ensure that the issues included are relevant, in order that people will be keen to provide their views. This includes providing a clear message about why the research is taking place and for clarity in the purpose, as there was some feeling in the group that the purpose of the research is rather vague. It was argued that detailed suggestions in relation to the work should continue to be sought from different ethnic minority organisations but it was also suggested that the government probably prefers to go to "end persons" rather than rely on representative organisations.

The group also identified a potential reluctance to answer questions relating to ethnic issues for fear of discrimination. Communication was seen to be a major issue, with no current right of access to interpreting and the need for a national strategy for interpreting (supported by funding). The example of the need for interpreters in court proceedings was raised and the links made to the survey, where there is a need to ensure that it does not only represent the views of English speakers.

It was suggested that there will be a need to ensure that there is some incentive to retain a suitable survey workforce and to potentially give something back to communities by training fieldworkers, who can then also feed the results back to the communities. There is also a need to encourage black researchers to compete for work (with reference, for example, made to the involvement of travelling people in a recent Scottish Executive/Scottish Homes survey of Travellers' views). There was seen to be a need for regular information on the results. It was also suggested that, although the survey will be across the country, there is a need to engage with communities at a local level, as well as a need for an ethnographic element in the research. It was argued that all of the questions need to be asked in a relevant language, as spontaneous translation can lead to flaws and the use of an interpreter can prolong the time of the interview (although it was also noted that people may also have literacy problems in their

group's language). It was suggested that the same method cannot always be used for all of the groups and may need to vary. The biggest worry, however, was seen to be the best means of identifying people to interview.

There was some concern expressed in relation to the award of the scoping study contract, although the nature of this work was also discussed.

In terms of the next stages, there was also seen to be a need for action to follow, with some frustration expressed that people are getting fed up with being consulted and seeing nothing happening.

<u>Additional notes from Vijay Patel</u>

Vijay Patel also provided notes from the small group session.

Issues

- Intimidation, jargon when trying to communicate;
- People are blatantly racist especially with Travellers;
- There are issues of organisational structure;
- Audit is hard if people choose not to fill in ethnicity;
- People suspicious and feel such a form will count against them, important that people understand why they try to fill it in;
- Organisations don't want to be flexible, don't know why they should be and also how to become flexible;
- Research has been undertaken, don't want any more, what does it lead to?
- How do you sample – need to consider geography and accessing those who are most invisible;
- Needs to be cross generational;
- Feedback is needed;
- Should be asking services what are they doing? Consider both sides;
- Where does the survey fit, is it the starting point, not necessarily the best place. Is it the best tool?
- Approach is important – do we go and ask or do we go and listen?
- Should fit in with existing data, important that all of existing data is gathered.

<u>Summary</u>

The full group then concluded (based on Richard and Vijay's notes) that the work should:

- build on the work in the past and get access to existing data;
- communicate in an appropriate manner with bi-lingual workers, jargon free;
- take the work forward and not simply confirm existing knowledge;
- put something back into the community, be responsive and feed back results;
- recognise that there are areas (e.g. Highland) where communities do not exist;
- pay attention to the nature of the sample and recognise the need to include different generations and those who are less "visible";
- manage expectations;
- involve organisations, but collect some information from individuals;

- give partners a stake in the survey;
- address perceptions of equalities issues;
- promote mainstreaming through, for example, the inclusion of issues affecting ethnic minorities in the Scottish Household Survey and Scottish Health Survey;
- establish a dialogue with service providers;
- interview to listen to people, not only to answer the questions the researchers want;
- recognise the diversity of ethnic groups;
- take account of communication issues, not only language;
- be supported by political will and resources.

3.2 Syndicate group 2

This group was facilitated by Farkhanda Chaudhry and focused on issues relating to social exclusion and poverty. A background paper by Farkhanda Chaudhry was also provided and is presented below, before presenting the content of the discussions.

3.2.1 Background Paper: Poverty and Social Exclusion

Introduction

There is a variety of ways in which the terms poverty and social exclusion are understood depending upon different ideological interpretations. This is important for policy development and implementation since the measurements for identifying poverty and social exclusion will change.

According to Ringen, poverty can be defined and measured in two ways: directly (in terms of living conditions and consumption) and indirectly (in terms of income) (Ringen, 1988). A direct definition of poverty is one in terms of deprivation: "a standard of consumption which is below what is generally considered to be a decent minimum wage". Such a definition focuses on the actual living conditions of persons and households. Measuring poverty using an income poverty line, on the other hand, is an indirect method: poverty is assessed on the basis of disposable income of the household. Such an approach is called indirect because it is not the actual living conditions that are being measured but only one of the detriment conditions. The broader deprivation meaning of poverty is encompassed within Townsend's definition, who argues that relative poverty, (Townsend 1979) is about the measurement of 'participation standards' accepted as normal by society. The measurement of participation involves not only looking at incomes and material possessions but also how these are distributed in the home. Outside the home participation includes employment and work related issues such as conditions and entitlements but also includes access to services and take up of entitlement. In short a comprehensive poverty approach involves measuring income, resources, consumption and entitlements:

> "Individuals, families and groups can be said to be in poverty when their resources are so seriously below those commanded by the average individual or family that they are, in effect, excluded from the ordinary living patterns, customs and activities" (Townsend 1979, p32).

This broader deprivation meaning of poverty is in line with the concept of social exclusion. The Poverty 3 researchers, and especially the Irish researchers, suggest that social exclusion should be defined in terms of the failure of one or more of the following four systems:

- the democratic and legal systems, which promotes civic integration;
- the labour market, which promotes economic integration;
- the welfare state system, promoting what may be called social integration;
- the family and community system, which promotes interpersonal integration.

This approach links to the work of Marshall and Bottomore (1992) in the sense that participation standards are seen as a measurement of citizenship. To be full citizens individuals need incomes, resources, and access to facilities in order to meet their economic and social obligations.

Black and ethnic minority communities

According to Amin and Oppenheim in their study, "Poverty in Black and White", given the historical context of the black communities coming into Britain, their economical and social status and the existence of not only direct racism but also institutionalised racism the multi-dimensional web of poverty is compounded by the additional factors of racism and cultural norms. Hence the experience of one who is suffering from deprivation may be heightened because of, for example, not being able to access appropriate information on benefits and entitlement due to treatment by front line staff or remaining in lower grade posts due to discrimination etc. What also would be argued is that social exclusion for ethnic minority communities is also about exclusion from decision making processes and networks, be it School Boards, Housing Associations, and at political levels, etc.

Census information

There is information collated from the 1991 Census regarding the socio-economic position of ethnic minorities in Scotland. This information is regarded as somewhat inaccurate due to an under representation of black and ethnic minority people. Scotland's ethnic minority population is about 1.4 % of the population. Although the communities are concentrated in major cities like Glasgow, Edinburgh, Dundee, there are populations in smaller towns and in rural areas. From the Census we know that:

- One in three of the Scottish population was born in Scotland and a further 10% born elsewhere in the UK;
- The ethnic minority population is younger than the white population;
- More people from ethnic minority backgrounds are self-employed in comparison to the white population;
- The rate of employment is higher amongst ethnic minority groups in comparison to the wider population;
- The average household size for ethnic minority households is higher than the white population;
- More people from ethnic minority backgrounds own their own homes in comparison to the white community.

Other pieces of research have also identified the vulnerability of young black people and women. Some other researches have compared different ethnic minority groups and their socio-economic positions as well as gender break ups. For example, the Institute for Social and Economic Research at the University of Essex, using information from 11 years of the Labour Force Survey as one of its findings revealed that there are three broad groups:

- whites and Indians, with fairly consistent and relatively low risk of unemployment;
- Pakistanis and Bangladeshis, with a consistently high risk of unemployment;
- Caribbeans and Africans, with a high average risk of unemployment but very strong variations within the group depending on individual characteristics.

Also research carried out by Madood in the early 90's makes comparisons between different ethnic minority communities. The importance of this kind of information is obviously to be able to target anti-poverty initiatives to the most vulnerable groups. A lot of these researches are carried out in England. One of the requirements is to gather accurate information about the different Scottish ethnic minority communities. Low paid employment and unemployment are crucial factors but poverty is also about the way racism and discrimination produce unequal services. This inevitably heightens the experience of exclusion and isolation. Groups that have been identified to be at risk of deprivation are: women, lone parents, elderly, people with disabilities and young people and ethnic minority groups. In addition long term unemployed men, refugees and those with weak English skills are also at risk of poverty/social exclusion.

An overview of issues

As noted by SEMRU, (Race and Poverty, Issues and Opportunities in Strathclyde, p50) following a review of research pertaining to ethnic minority communities in Scotland that:

- The general focus of most literature on poverty in Scotland has been colour blind and as a result the exact nature of poverty amongst Scotland's ethnic minority communities remains unclear;
- It was generally agreed by most researchers that the relative definitions of poverty are more relevant in terms of evaluating the ethnic minority communities since it allowed not only for inclusion of income, but also for other significant social and cultural factors;
- Studies both in Scotland and England have shown that members of ethnic minority communities are more likely than their white counterparts to experience unemployment, low pay and reduced benefit uptake. Given that these factors are directly linked to poverty, ethnic minorities appear more vulnerable in this regard;
- In addition to high rates of unemployment, it was also revealed that ethnic minorities are more likely to be employed in low paid work. The nature of this work often tends to be part time and excludes contributory benefits such as sick pay and pensions;
- Given their limited access to the labour market, many ethnic minority families are forced into self employment mainly in the catering and retail industries. The review has shown that this is not necessarily a sign of affluence or prosperity but may in fact disguise poverty within the ethnic minority communities;
- It was found that various factors affect ethnic minorities in terms of welfare benefit claims. These included cultural factors, immigration laws, employment

patterns and discrimination. In this regard under-claiming and non claiming were mentioned as factors that contributed to deprivation;

- Despite their strong commitment to higher education, it was found that ethnic minority communities face a number of barriers in terms of accessing higher and further education. Moreover it was found that higher education qualifications do not necessarily give ethnic minority people the same advantage as their white counterparts in the labour market;

- Although a number of studies in Scotland have documented the specific housing needs and poor living conditions of local ethnic minority communities, very little action has been taken to improve the situation and as a result housing conditions and expectations remain low;

- The larger family size of ethnic minority communities, particularly the Pakistani population, increases the risk of poverty and overcrowding;

- In addition to poor housing conditions, the quality of life of many ethnic minority families is affected by isolation, discrimination and racial harassment in certain neighbourhoods;

- The relationship between health (both mental and physical) and poverty has been well documented, yet work relating to ethnicity is limited, especially in Scotland;

- In terms of physical health, people from ethnic minority communities appear to be more susceptible to coronary heart disease, diabetes, high blood pressure, strokes and schizophrenia. Further it was noted that ethnic minority babies have a poorer start in life than white babies, due to social and economic exclusion;

- Similarities were noted in the living experiences of refugees and that of ethnic minority communities. In addition refugees do not have developed networks of support and also are coming from very often traumatising situations.

Some areas to consider for future research

In addition to poverty in terms of income and employment, social exclusion points to key issues around participation in the political and civic life of Scotland and rights as a citizen and human rights. This is also about the development of services which can serve the needs of ethnic minority communities in an appropriate way free from institutionalised racism. A number of UK national researches have been conducted in different areas. Some Scottish research also begins to address the issues. However there are significant gaps in research in a number of areas. In order to develop anti-poverty strategies and initiatives to alleviate social exclusion areas that require special attention and in depth analysis include: the exact nature and extent of poverty among ethnic minority communities in Scotland and significant issues relating to ethnicity, gender, social class, age, location, employment history and levels of participation and knowledge of organisations etc.

Action oriented empirical research exercises, based on qualitative methodologies are suggested. The planning process must include the input from members of these communities.

SEMRU and CERES both have carried out research and built up a database of research relevant to the experience of black ethnic minority communities or sub-groups in a number of areas. Local surveys in some areas have been carried out, for example the report, "Whose Community", carried out by the Wester Hailes Against Racism Project. Other information has been gathered by white led organisations such as Save the Children Fund and Oxfam.

Work on social exclusion

Two specific themed Social Inclusion Partnerships have been allocated considerable resources to benefit ethnic minority communities. The project in Fife seeks to increase and strengthen the infrastructure of the community organisations and community activists. The SIP in Glasgow, the Glasgow Anti-Racist Alliance seeks to develop services in different parts of Glasgow mainly to support young people's service provision, employability and involvement in the actual processes. Other initiatives are being developed by local black led projects and voluntary organisations under the constraints of weak infrastructure and lack of resources in many cases. The collation of the experience and outcomes of some of these projects would be a useful exercise to task.

3.2.2   The Group Discussion: Social Exclusion and Poverty

This section is based on notes taken by Linda Nicholson, Nicola Edge, and Farkhanda Chaudhry as this group also spilt into smaller groups, with each scribe reporting separately.

Notes from Nicola Edge

There was seen to be little information in general about poverty in Scotland and a need to link to other research. This was also seen to be the case in relation to the wider issue of social exclusion where there are currently pockets of evidence (e.g. there is little information relating to benefit take up, nor access to mental health services, nor other health issues). There were questions relating to provision of services to ethnic minorities (e.g. communication with GPs, lack of provision of information in ethnic minority languages, no monitoring of take up of leaflets where these are provided, lack of provision of information relating to benefit rights, lack of proper careers guidance to young people and an overall need for the general translation of materials and other support such as disability support). Language, however, was not seen to be the whole problem, nor the whole solution.

The key problem was seen by one participant to be a lack of participation by ethnic minority groups in economic and social life, and their underemployment (despite attainment of qualifications). There was seen to be a need to consider the underlying racism and discrimination, and to recognise this (in terms of attitudes and assumptions) as a major contributory factor in social exclusion with people facing barriers when trying to access support and services.

There were seen to be multiple layers of exclusion, with some people facing additional issues and completely excluded from the community. It was suggested that this is shaped by perceptions, and the "demonisation" of black people by police, health services etc. Although there were seen to have been some improvements, there is also much to be done, particularly to include ethnic minority people in all fields of health and other services.

In terms of the next steps, there was seen to be a need for focused research in key service areas and through smaller groups which cannot necessarily be covered in the major survey. Although there is some information currently, it is insufficient, and there is need to identify the gaps.

In terms of the survey approach and methodology, the following were seen to be particularly relevant:

- the lack of compiled/aggregated information;
- the lack of participation of ethnic minorities in the design of survey questionnaires;
- the need for the involvement of black and ethnic minority researchers;
- the existence of qualitative information and its potential impact on policy;
- perceptions of an overall cynicism about research and the focus of the research.

There was seen to be a need for the following:

- a commitment to use the outcomes from the research;
- ownership by ethnic minorities and a presence on the steering group;
- a monitoring and evaluation processes built in to monitor progress;
- the collection of disaggregated statistics, to obviate the need for repetition;
- a research programme to build in to the policy making process and not simply to raise expectations;
- research to be linked to action and linked clearly to practice;
- the use of a combination of methods, such as focus groups in some areas;
- to avoid pitfalls such as the lack of power/influence of previous research, some of which was damaging for ethnic minorities;
- the identification of priorities in relation to implementation;
- a sample of sufficient size to reflect diversity (although robust research would be expensive).
- the creation of links between groups;
- the development of confidence in the research amongst ethnic minority communities;
- the start of action to address social exclusion now, rather than after the research process.

In terms of the scoping study particularly, it was stressed that this was seen to be the first opportunity for ethnic minorities to be taken seriously, and it is essential that the trust should not be broken. There is, therefore, a need for money, commitment, change in attitudes and reward for that trust.

Notes from Linda Nicholson

The issue of social exclusion was seen to relate to poverty in the widest sense, in terms of the lack of provision of support structures, the deprivation of rights and the lack of ownership. There was seen to be a lack of access to services, and an example was provided of the ethnic minority community in Fife trying to enable people through empowerment to engage with service providers. Some groups, such as teenagers, were also seen to face additional problems, with issues relating not only to dual identity, but to the mix of the culture of their parents, Scottish culture and their own means of coping with this. Similarly, people in rural areas may also face specific problems. Although groups may share many of the same problems, it was also noted that these will be magnified for some. The effect of such individual complex circumstances, however, was seen to make some of the traditional means

proposed for addressing access (e.g. the provision of translated information) less than relevant.

In addition, it was suggested that service providers may have a problem in dealing with people from ethnic minorities, for a range of reasons, making mainstreaming difficult. Issues such as difficulties in dealing with communication and language, even with translators, were seen to create problems, with a perception that services do not always manage to deal with even the few people from ethnic minorities who approach them. The advent of the new political structure in Scotland was seen to present an opportunity to address these issues and to embrace the diversity of cultures in the country.

In terms of the survey, it was argued that questions of identity will be important. In addition, the following gaps in current information were highlighted:

- information on the need for services, unmet need and service delivery;
- community profiling, local level data and community data, in terms of the make up of local communities;
- take up of services;
- census data;
- ethnic minority proofing and audit data;
- summaries of data from qualitative and larger surveys.

The proposed survey research programme requires to take account of the need to:

- compare the survey findings with a white sample in order to highlight differences;
- facilitate community profiling;
- undertake monitoring and evaluation work in relation to provision of services;
- use and test appropriate terminology, recognising that terminology will mean different things to different groups;
- demonstrate the outcomes of the research being carried through into action;
- avoid over-researching the communities;
- include qualitative measures along with numbers and incidence;
- include "action research" enabling respondents to see their views being taken on board;
- use skilled and appropriate interviewers.

Notes from Farkhanda Chaudhry

- Some questions were raised about the scoping exercise, the parameters of the exercise and timescales of the research;
- The timescales were also pertinent to identifying other information gathering mechanisms such as the Census 2001, and the Labour Force Survey;
- In some institutions such as Health and Housing, effective ethnic monitoring processes would enable the gathering of information;
- A literature search should be carried out of relevant research. A lot of research carried out by black and ethnic minority researchers needs to be acknowledged as relevant to the 'black' experience;
- More info on the experience of young people in a range of areas;

- The employment route of graduates - are they getting into jobs relevant to their qualifications;
- Need to look at layers of exclusion i.e. addition of racism and language;
- There is a need to use additional poverty/deprivation indicators which include language. Communities of Interest go beyond location, e.g. the needs of Muslim women or Chinese women. People living in affluent areas will still face racism and disadvantage but may not be economically poor;
- The experience of ethnic minority people around credit and Debt is required;
- A comparison of the credibility of black people in the process of applying for a mortgage, loan for business etc. and house repossession;
- The experience of small businesses and their ability to compete/transfer to shopping centres;
- To ensure that info is gathered about the experience of smaller ethnic minority groups such as the Arab community and Philippino communities;
- Need to look at voting levels and political participation;
- Knowledge of organisations and membership levels;
- Some more in depth info around self employment and working within informal areas;
- Rural experience (some research already carried out);
- Information around unemployment levels of different ethnic minority communities in comparison to each other and the white population. A break up also by gender and age;
- Research should be carried out by black researchers and appropriate field workers.

Facilitator's observations: The group was not focused on the task given for some time, discussions were around the process of today's event, the need to continue to be as inclusive and transparent as possible.

3.3   Syndicate group 3

This group considered issues relating to racism and discrimination and was facilitated by Selma Rahman. A background paper by Selma Rahman was also provided and is presented below, prior to the content of the group discussion.

3.3.1   Background Paper: Racism and Discrimination

Introduction

Racism and discrimination are not new to Scotland. Neither are they new as topics for consideration, investigation, research. However they continue to require action via prioritised, resourced programmes. It would be condescending to participation on 2nd March to start from a low base line. If nothing else, this is in relation to the outcomes of the last few years:

- the Lawrence murder;
- the Lawrence Inquiry;
  and
- the MacPherson Report.

The Inquiry and Report have raised the participation, level of debate and engagement with the general public in a manner not previously demonstrated. Racism and discrimination have been demonstrated to cross divides of class, gender, demographics, economy, poverty. With that in mind can it now be assumed that racism and discrimination be regarded as facts of life within multi racial Scotland?

Should racism and discrimination, in the same vein as domestic violence, drunk driving, be seen as "unacceptable", "deserving", "a priority" for resourcing, via various avenues, to bring about change?

For today's exercise, therefore, it might be appropriate to start with the identification of the widely (but not universally) held definition of institutional racism, post MacPherson:

> "The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origins. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people".

Some would argue that institutional racism feeds societal racism in an on going cycle. Some would argue that institutional racism mirrors society's stance. But how is racism and discrimination acknowledged, recorded, evidenced and acted upon. Is it anecdotal, is it experiential, is it researched, collated, analysed or what?

The experience of being black

For the purposes of this, I will use the political term "black", not to detract from groups, communities, individuals of colour, faith, ethnicity and other self defined criteria, who suffer and survive racism; nor to detract from issues of class, poverty, gender and such that additionally impact on racism and discrimination and most important of all, not to deny the experiences of all of those who suffer and survive racism and discrimination.

The experience of being black is too often negated, is not accepted in its own right, is doubted and is not acted upon without some form of institutional, societal and political "rationale" and "justification" being required, e.g. statistics to substantiate the known reality. For too many, and for too long, this in itself has been a tool in the very perpetuation of racist institutional structures.

However, in another effort to progress the debate, what evidence is there in Scotland?

a.   Statistical information is available from various sources, covering the norm, e.g. educational attainment, employment, housing, etc. Whereas national organisations could claim to gather national statistics, those stats are by and large, colour blind. Additional information is available from CRE and other organisations within Scotland, either from a national perspective or from a localised perspective that would cover the norm, e.g. educational attainment, employment, housing, poverty, etc. from a race perspective. CRE and RECs can provide information specific to racist incidents. e.g. Racial Incidents reported to Scottish RECs 1998 totalled 465 (source, CRE Edinburgh). The comparable figure for 1997 is a total of 396 (source, CRE Edinburgh).

b.   If statistics do exist that are not colour blind, there is no guaranteed positive use/sharing of the stats. to influence policy direction, service provision, resource allocation etc. Whereas in some areas an integrated approach to sharing of information/stats. could lead to integrated outcomes, e.g. collaboration and co operation, maximising of resources etc, is that a process currently being used in regards combating racism and discrimination?

One example only:

If police forces across Scotland have been keeping statistical records over the years in regards "racist incidents", what use have they made of that information gathered? How has it been used? How has such information been shared within the criminal justice system? How has such information been used to the benefit of victims within the broader spectrum of the criminal justice system? How has such (shared) information enabled key organisations within the Criminal Justice System to resource, plan and deliver a service equitable to all sections of society?

c.   Some other specifics:

Positive Action in Housing Glasgow carried out a Housing Information and Training Service Survey Report in Sept - Dec. 1999. 25 advice agencies and 30 black agencies were visited and took part.

- 33% of agencies stated that 50% of enquiries were housing related;
- 50% of black agencies said 25% of their enquiries were housing related; and
- 4 % of black agencies said that 75% of their case work was housing related.
- 44% of agencies stated racial harassment as their main type of enquiry.

They expressed concern about their capability of dealings with such enquires. No agency followed a racial harassment procedural model.

In response to the question: "Do you have links with mainstream advice agencies and black agencies", only 38% of black agencies had links or contacts with mainstream advice agencies and 100% of black agencies said they had contacts with other black agencies.

The rest of the report is equally revealing, e.g. regarding referrals to other agencies:

- 20% said they did not refer;
- 80% said they did; and
- 100% of those said they refer mainly to other black agencies.

d.   Youth and Racism (Perceptions and Experiences of Young People in Glasgow, July 1998)

Participants' Experience of Racism:

"Overall, most participants believed that incidents are regularly viewed as trivial by those in authority, often had disastrous effects on both individuals and community relations."

"Some teachers do have an attitude - not racial, but different, because you are different: they treat you different."

"We get attacked all the time....pointless telling the teachers or the police. They arrest us instead."

e.   Research Findings No. 1, Scottish Office Central Research Unit, 1999

"The main concentration of research on women in Scotland. There is little research which deals with multiple discrimination..."

The same document has a second reference to "issues of multiple discrimination". It has to be assumed that multiple discrimination will include race discrimination since it is not included in its own right.

f.   With regards one group only and as an example only, Muslim Communities and Muslim Women, paper by Ms Aziza Wyne Khand, end 1999, clearly demonstrates additional layering of racism and discrimination:

"identification of the problems and the solutions cannot be restricted to colour racism but must recognise that racism has different dimension".

This would encompass, but not to the exclusion of others, cultural racism, faith racism.

g.   Education/Scotland

Potential current amendments within Standards in Scotland's Schools etc. Bill does not include clear definition such as:

"shall apply to every child irrespective of the child's race, sex, colour, nationality ethnic or national origin or any disability the child may have."

There is no clear evidence to date, how many education departments in Scotland have published or expect to publish a programme of anti racist education, post MacPherson. There is also no clear evidence, to date, how many education departments in Scotland have published, or expect to publish the number of racist incidents in schools in their areas. Overall, there should be a priority to seek clarification that forthcoming Standards Schools etc. Bill will not take precedence over the Race Relations Act 1976.

h.   Legislation/UK Race Relations (Amendment) Bill

We need time to see exactly how the Bill will be amended. It is safe to assume though that most of the changes will concern the public sector, although contracted out public services should also be covered. The purpose of this Bill is to extend the Act to the wide range of functions of public authorities that are not within the scope of the Act in its present form. The remit of the Act will therefore be extended to cover a range of government and public services currently not covered. Although without a formal ruling by a court or tribunal, any list of activities that are, or are not currently covered by the Act, remain speculative.

There will also be a new public duty on public authorities. This should ensure that all public authorities will have a statutory duty to take positive measures to deliver race equality in relation to employment and service delivery. Failure to comply would be followed by enforcement action. It would appear that mechanisms for enforcing are still to be determined.

Without appropriate legislation how will society acknowledge, protect and promote all its citizens equally?

To close:

With regards the other three points posed in this syndicate group:

- main gaps in current information;
- which aspects need to be explored in the main survey; and
- how should the survey approach these issues.

I believe that the participants, with their own informed base will understand the "gaps".

- would this "survey" be expected to be definitive?
- is this "survey" the best vehicle for asking/determining facts? and
- how should any survey/research approach pre determined issues?

Some examples only:

- What is the starting point of the survey/research, i.e. the existence of institutional and societal racism in Scotland?
- Is the process of research/survey transparent and two - way, in this instance with black ethnic minority "people" at all levels of involvement e.g. as researchers?
- How will the information gathered be used, and by whom?
- Is this to be an exercise only, or how will outcome of the survey/research match desired outcomes/needs of black ethnic minority people?

My apologies for the lack of inclusion in regards training/employment. Space is limited, and not a reflection on prioritisation, or lack of it.

References/quotes from:
a. Positive Action In Housing
The Housing Information and Training Service
Survey report 1999 PAiH
98 West George St
Glasgow G2 1PJ
b. Youth and Racism
Perceptions and Experiences of Young People in Glasgow
Kay Hampton, SEMRU July 1998

and

c. Ms A W Khand, Paper: Muslim Communities and Muslim Women, 1999

3.3.2   The Group Discussion: Racism and Discrimination

This group also split and this section is based on notes prepared by Esther Breitenbach, (working with Elinor Kelly) and Rowena Arshad (working with Selma Rahman).

Notes from Esther Breitenbach

Summary of discussion

This workshop was on the theme of racism and discrimination. However the discussion ranged more widely than this. The notes below summarise the discussion according to key themes that emerged in discussion.

Themes

Researching racism and institutional racism

Specifically on the topic of researching racism itself, the point to be put most strongly was that it was not just the experience of black and ethnic minority communities that required to be researched, but that it was necessary to examine who was being discriminatory, and that this should be documented, in particular examples of institutional racism. The racism of people in power needed to be researched.

It was stated that racism and discrimination were factors in housing, health, and racial violence, but that it was not being recognised. Institutional racism played a role, but public bodies such as local authorities didn't think it existed. It was suggested that examples of institutional racism should be documented. Resistance to a question on religion in the census was cited as an example of institutional racism. There was also a problem of bodies having anti-racist policies but doing nothing e.g. schools, not having enough staff resources to implement policies. It was suggested that an audit of organisations' policies would be a good idea.

Clarification of what information does exist

Ignorance of ethnic minority communities and issues was identified as a problem, as were thoughtlessness, and lack of will. It was seen as important to start by clarifying what information does exist already. Many British studies do not include Scotland, though sometimes researchers have to make use of information derived from research carried out in England. It is necessary to know the connection between different surveys such as the Census, the Scottish Household Survey, etc, and what data comes from other surveys. Clarity is required about who is doing what, what the baseline data are, and which surveys can be amplified to gather data about ethnic minority communities. In this context it was pointed out that this year's Scottish Crime Survey will include a booster sample for ethnic minorities.

The issue of whose responsibility it was to collect data was also raised. Statistical services within the Scottish Executive should systematically collect data e.g. information on ethnic origin of school pupils, monitoring of teacher education, etc. As well as the Scottish Executive, other bodies should gather data. Public bodies should also develop ethnic performance indicators for service delivery. Statutory organisations who provide services need to explain their performance.

A further point that was made was that research had been going on in Scotland into ethnic minority issues and communities for a considerable period of time, and that it was an insult to start as if no research had been done at all. Previous research had, however, often been piecemeal and required co-ordinating. It was suggested that there should be an archive of existing research, and that the scoping study might review existing research.

Methodological issues

There was also some discussion of what might be appropriate methodologies and research approaches. In particular the need for research to be sufficiently sensitive to cultural and language issues, and the need for research to involve black and ethnic minority communities and researchers was stressed. Researchers would require training to ensure that appropriate approaches were used. Local black and ethnic minority communities should be used to do research, and training and support offered to do this.

It was suggested that research needed to be done within an anti-racist framework, and that methodology had to be sensitive to black research. It is important to consult black and ethnic minority communities in developing a model of research. It was pointed out that it was difficult to do qualitative research with ethnic minority communities, because people would not talk to interviewers whom they did not trust.

A strong emphasis was placed on the need for research to be democratic and participatory, and to be empowering, enabling and inclusive. Models for carrying out research this way already exist, and the work of SEMRU was cited as one. It was also noted that there is a distinction between action research, and research that is carried out to inform. Both types of research are needed.

Outcomes of research and commitment to action

There was some uncertainty as to what type of research the Scottish Executive was seeking to conduct, whether it was to be more of a quantitative survey, or qualitative research. Statistical

and quantitative data could be collected in a mainstream way. It was suggested that the notion of a 'survey' needed to be unpicked – there should be a national enquiry, with different types of research, participatory research, action research, etc.

A point that was strongly emphasised was that black communities who are being researched expect outcomes from the research. Anxiety was expressed about the time research would take, before anything might happen. The Scottish Executive needs to say what they intend to do to tackle inequalities, and action should take place at the same time as research is being carried out. Research should not just function as an appendix, but should be part of a process of embedding racial equality in policy. In addition it was suggested that the Scottish Executive should earmark resources for spending subsequent to the research, rather than wait till the research is finished before starting to look for resources. The end product should be improving the quality of life, with specific aims such as reducing the incidence of heart disease.

Decision-making and accountability

The comment was made that there was nothing particularly new being said in identifying the areas in which there needed to be improvements e.g. service provision in health and housing, or in tackling discrimination and racial harassment. What was important was to ensure accountability of the Scottish Executive. Much concern was expressed about decision making processes, and the exclusion of black and ethnic minority communities from these. A key issue was the representation of these communities in decision making forums, so that decisions would not be made on the behalf of black and ethnic minority communities rather than by them. People were also concerned about research focusing purely on 'needs', rather than on the broader experiences of black and ethnic minority people. Needs assessment would not give a total picture. To look at race discrimination it is necessary to research white people in decision making positions who are making decisions about resources for black and ethnic minority communities.

Notes from Rowena Arshad

These are brief notes and do not represent the depth of discussion which took place of the issues. Equally, these notes may not fully reflect all the discussion that took place within the group nor do they prioritise issues. Issues are written in the order they were raised.

1.   Some members of the group questioned if more research was necessary to find out the experiences of racism? It was felt victims already knew that there was much local research (much of which is community based research) that could evidence this. Others, however, felt that though pockets of knowledge existed, there is no comparable base to premise this for policy action, as there is in England.

2.   Concern was expressed about the number of small scale pieces of research that may allow for duplication of energies and result in interviewee research fatigue. Is this cost – effective?

3.   There is a need to identify areas of CRU existing data gathering programmes that should help the mainstreaming of ethnicity data.

4.   Black/minority ethnic researchers should be acknowledged and included.

5.   Mention was made for the need for action based research with a focus not just on process but also on implementing recommendations.

6.   Racial harassment is a gap area for research. How, when is racial harassment occurring? In commissioning such research, care must be taken to avoid duplication of efforts.

7.   Others on the other hand questioned the definition of "harassment"? Who defines? What about the qualitative aspects of harassment? How can this be measured?

8.   When we look at harassment, whose figures are we basing – evidence from the police? If so, how credible are these?

9.   The group were clear that expectations of black/minority ethnic people could not continue to be raised. Action was critical. Quite a lot of discussion took place as to why there has been little action or commitment of resources to racial equality work to date.

10.   A view was expressed that it is a common belief that ethnic minorities were over-researched. Is this a fact or a myth? The person stating this also asked if there was actual research evidence that is co-ordinated in Scotland and of sufficient weighting to draw policy from.

11.   There was mention of the need for more information in different languages. One member expressed discontent at the various hierarchies that appear to exist for different ethnic groups. For example, there are probably more Punjabi speakers in the central belt and possibly in Scotland, yet Gaelic, with 70,000 or so speakers receives a phenomenal sum of money. Why is there no parity for Scotland's other minority language speakers – after all they too are Scots.

12.   There is a need to map out what the gaps are for each sector – e.g. education, social work, housing, criminal justice. Heed must be taken of local knowledge and information.

13.   There needs to be a research review of the current position. Where is research occurring? How is this information disseminated? For example the CRU commission research but so do other departments of the Scottish Executive. Where is the internal coherence?

14.   Rural issues – it was agreed that the particular dimension of black people within rural areas requires to be specifically addressed.

15.   There was also strong comment about the need for research into institutional racism and the impact of anti-discriminatory policies and practice. Research must not just concentrate on the needs of black/ethnic minority people without looking at the need for institutional change.

16.   Implementation of research recommendations is critical – it should receive political (and preferably cross-party) backing.

17.   Should the scoping exercise also explore how cross-cutting issues are going to be identified? For example, victims of crime – anti – social behaviour are often linked to poor housing and various economic issues – low pay/unemployment.

18.   Racism and racial harassment may be strands that emerge out of a general interview on housing, health etc. It may not be advisable to go straight in to ask about experiences of racial harassment.

19.   Views of second and third generation must be taken into account.

20.   The category of mixed parentage must also be acknowledged.

21.   How can a methodology be defined to ensure stratification – ethnicity, rural, mixed parentage.

22.   We concentrate on victims of racial harassment – should there be research on perpetrators of such crime?

Feedback by Selma Rahman and Rowena Arshad:

Clear recognition that over the last 10 years, if not even before then, there has been various qualitative, relevant and vital pieces of research, surveys, findings, and papers emerging in Scotland from a particularly informed base.

That base has invariably been rooted in the black and ethnic minority communities themselves. This could be (some examples only) as the originators of the work i.e. commissioning, working in partnership with those commissioning the work, as fieldworkers e.g. researchers, interviewers, liaison staff, support workers to interviewers and focus groups etc, and of course as actual interviewees and members of study/focus groups.

Very frequently the funding for such work has come from the communities themselves, via their own organisations, groups, mini networks, communities of interest, geographical etc. This has led to the fact that most of this type of work has been underfunded, leading to other under-resourcing, especially human resourcing and time.

The sub group took a last minute opportunity to briefly look at potentially what this might indicate in the way of institutional racism in the "mainstream" structures, i.e. those that should be commissioning/instigating such work … if they were/are not/why not? The institutionally racist attitudes of organisations, local authorities, depts etc etc that would not accept such works and their findings …. if they do/did not/why not?

It was recommended that previous Scottish experiences as described above be reviewed as a form of research review and that this be acknowledged, recognised and used in appropriate ways e.g. base line.

It was recommended that a form of research protocol, or code of ethics be drawn up. This would help address issues such as raising expectations and notions of change being achieved merely because of the presence of and engagement with "research/researchers".

It was recommended that specific, and particular stratification be identified e.g. only and not exclusively, but very specifically, age (especially generational, recognising 2nd/3rd generations); youth, current (as youth and not in comparison to older generations, past experiences); specific need to recognise and acknowledge rural dimension; mixed parentage, resulting in "mixed race".

It was recommended that specific and particular sectoral work be undertaken e.g. only and not exclusively, housing; education; policing; criminal justice system, to ensure cross-cutting outcomes, enabling the establishment of cross-cutting agendas, leading to maximising of resources, with the aim of ensuring multiple outcomes.

It was recommended that the overall programme of work be recognised as non party political to enable long term outcomes to be achieved without being dependent on political "good will" for continuing of resourcing/commitment to work.

3.4   Syndicate group 4

This group was facilitated by Mick Conboy, and considered the needs of specific groups. A background paper by Mick Conboy was provided and is presented below, prior to the presentation of the material from the group discussion.

3.4.1   Background Paper: Specific Needs of Particular Groups

Services have generally been planned and provided on the basis of certain restricted views as to the constituent client group. This monolithic view has softened to some extent with increasing flexibility of provision around the needs of more specific social groups such as young people, women and the elderly. However, the same flexibility has yet to permeate sufficiently to address and accommodate the specific needs of individual ethnic minority communities, and groups within these communities. Where a degree of acknowledgement has occurred, there is still a tendency to view ethnic minority communities as being an homogenous group. From this starting point, it is essential for all service providers to be better informed as to the variety of groups within these 'communities' and to the specific needs within each of these groups.

The purpose of the seminar and this specific syndicate session is to inform the development of an appropriate research methodology which takes account of specific needs of particular groups. This brief paper, will focus on young people and older people and women. It is not the aim of this paper to limit the scope of debate nor to suggest a particular framework for the research to come.

Young people

Many of the issues facing young people, both male and female, focus on the critical areas of education, training and employment. However, there are a number of other areas which have raised cause for concern such as health, relations with the police and inadequate services to address the need for peer support and development. As with most other areas of research, any discussion of these areas is hampered by the lack of accurate and up to date data reflecting the experience of ethnic minority communities. What follows is therefore based on Scottish

research, the work of ethnic minority organisations and projects and data collected at a UK level.

In terms of school experience and the role of the curriculum, far too many education authorities and schools still do not acknowledge the specificity of racial harassment within an overall bullying policy. Further research might also be required in areas such as Edinburgh which does produce racist incidents statistics, to establish reasons why there appears to be more reporting of such incidents in Primary as opposed to Secondary schools. The Scottish Executive has promised a review of practice on the ground in the light of the Lawrence Report's recommendations relevant to education. The CRE has proposed a review as a first step in producing curriculum guidance in challenging racism and promoting racial equality practice. There is also evidence to suggest that schools could be doing more to involve ethnic minority parents, (SARTEN 1988 and WHARP 1996). Issues raised included: difficulties encountered by parents in exercising their involvement with the schooling of their children, overtly racist and sexist behaviour, alienation from the purpose and ethos of schools. The reports also noted that many schools did not communicate in the languages of parents and that parents were often not aware of how to approach the school nor what their rights were. However, there was significant demand for a local parents group which might have an input into schools' resources, policies and strategies from an ethnic minority perspective.

There might also be a need for research to explore the issue of bilingual and ESL support services in schools as much anecdotal evidence suggests that these services have been cut in many education authority areas.

Despite some evidence to suggest that ethnic minority pupils are leaving school with better qualifications than white pupils, there continues to be evidence suggesting that many within this cohort still have greater difficulty finding suitable employment.

In 1996, the CRE carried out an testing exercise in the north of England and Scotland to investigate the extent of racial discrimination in the youth employment market. Even though all the testers had the same qualifications, Asians found it three times as hard to get an interview and African Caribbeans five times as hard compared to white testers. Responding to jobs advertised in the local press and applying in person to shops and businesses highlighted individual cases of blatant and casual discrimination.

Research due to be published by the CRE also highlights the fact that individuals are still not aware of the support available to them to challenge potentially discriminatory practice even though a large proportion of respondents felt that they did not get the last job applied for due to racial discrimination.

Research recently commissioned from Glasgow Caledonian University for the Task Force has revealed that many ethnic minority young people have first hand experience of racism and that racism is experienced frequently. Young people felt that little attention and few resources are directed towards combating youth racism. At consultative meetings, ethnic minority young people spoke of their experience of racism and racial harassment, limited employment opportunities, poor relations with the police, limited opportunity to express views.

A review commissioned by Glasgow Alliance (1998) on ethnic minorities and social exclusion has shown that many young people from black and ethnic minority communities in

Glasgow are excluded in ways which severely restrict their ability to be full and active participants in the life of the city. The main factors are: barriers to employment, racial discrimination, experience of racial harassment and poverty. (Young, Glaswegian and Anti-racist – Glasgow Anti-Racist Alliance SIP Bid 1998. City of Glasgow SIPs bid and SEMRU report.)

Older people

In its research report on Support for Majority and Minority Ethnic Groups at Home – Older People's Perspective, the Scottish Executive Central Research Unit's main findings included:

- The support needs of the two groups were very similar;

- Use of services differed markedly between the two groups;

- Providers of 'multicultural' day centres felt that mainstream services were completely inappropriate for South Asian people because of cultural differences;

- The majority ethnic group had more knowledge of services generally and easier initial access to social services;

- As in-patients, a number of the South Asian group had to have all their food provided by family members as the hospital did not cater for their dietary needs;

- Services need to be responsive to individual needs in order to uncover the 'hidden' needs of older people who depend entirely on their families for support.

Communication issues, highlighted both in research and anecdotal evidence, centre around interpreting and translating services, broader cultural issues and the employment of bilingual staff.

The Royal Commission on Long Term Care took evidence from around the country including Edinburgh. One issue frequently raised was that of the relationship between voluntary sector and/or community-based provision of services and the provision of services by mainstream agencies. Its report, With Respect to Old Age, recommends that it should be a priority for Government to improve cultural awareness in services offered to black and ethnic minority elders.

More recently, the Scottish Executive's Strategy for Carers in Scotland highlighted the need for 'local authorities to consult local carers' organisations and Health Boards on spending plans for these resources with a focus on supporting flexible and quality services which meet carers' needs. In particular, we expect authorities to take account the needs and priorities of carers from ethnic minority communities in accordance with their statutory duties under section 71 of the Race Relations Act 1976…'

Similar issues have been raised in relation to housing, most recently in Promoting Choice and Opportunities in Housing for Older People from Black and Ethnic Minority Communities commissioned from Positive Action In Housing by Bield Housing Association Hanover Scotland and Kirk Care Housing. In summarising housing experiences and needs identified by focus group participants, the report highlighted the following:

- Most participants preferred to remain within the black and ethnic minority communities and within easy access of black and ethnic minority services (there are particular issues here, as for other client groups referred to in this paper, around rural 'communities' where acute needs exist in the face of exclusive models of service provision);

- All wanted to live in areas where they felt safe;

- Most were not aware of the existence of specialist housing for older people;

- All felt that housing complexes should employ staff with whom they could communicate in their mother tongue;

- Most felt that housing complexes for older people should provide a culturally sensitive service while some preferred a specific provision for their ethnic group;

- South East Asian participants reported that they had least knowledge of Housing Associations but had greater levels of need in terms of overcrowding. This was in addition to their medical problems, particularly in relation to mobility.

The problem of racial harassment is not one that some agencies sometimes consider an issue for older people. However, its impact on vulnerable groups is beginning to be better understood in terms of the coping and avoidance strategies adopted. The latest report from the Rowntree Foundation highlights this experience:

> "The fear and risk of being a victim of racist harassment shaped how people interacted with the wider environment. A reluctance to leave the home, not letting the children play outside, not going out at night and a raised anxiety about when the next attack would happen all conspired to reduce the quality of life and well-being of black and minority ethnic people. Simple daily tasks like hanging the washing and putting rubbish out became negotiated risk-taking events. The impact on health and well-being was quite profound. The majority of people were not physically attacked but the consequence of racist victimisation had changed their lives."

Women

There is a need to distinguish between the experiences and needs of women in broad age groupings. These could be explored through both the seminar and scoping exercise.

According to the Census 1991, ethnic minority women were almost twice as likely to be unemployed as white women and women of Pakistani origin almost three times as likely. 15% of all economically active ethnic minorities were self-employed and employ staff compared with 4% of white people. Self-employed ethnic minority women accounted for 9% of the economically active compared to 2% for white women. The proportion rose for economically active women of Chinese women of whom 14% were self-employed. However, this form of employment tends to be in areas which are traditionally low paid and have faced specific external pressures over the past few years namely, retail and catering.

This situation is mirrored elsewhere were despite having more school leaving qualifications than white women, ethnic minority women are still in lower paid jobs. There are also issues here for life-long learning and the participation and outcome for women.

As part of the Visible Women's campaign, the CRE conducted research which identified education, training and employment as major areas of concern. In common with other groups and specific needs, initiatives developed to tackle barriers to participation need to take account of the views and experiences of ethnic minority women..

Shakti Women's Aid reported:

> "What black women wanted from (training and education) institutions was an ethos and learning environment that not only respected, but reflected their own cultural and religious orientation as well as that of others. They didn't want their experience to be marginalised, stereotyped, ignored or negated. What they found were barriers in the form of: inadequate learning support, equally inadequate language support, financial constraints, poorly located courses, a lack of childcare provision, no recognition of previous qualifications or experience, inflexible methods of delivery, a lack of access to information about education and training and a so-called 'open door' policy which amounted to nothing more than a take it or leave it approach on the part of the institution."

These concerns are likely to be compounded by unwitting discrimination, stereotypical assumptions, isolation, overt racism and a general 'colour-blind' approach to economic development.

In common with other groups, the issue of awareness of available services is particularly acute for some women and a fact compounded by communication barriers as highlighted above. The Fook Hong/Sehat Project found that the majority of respondents had received no previous substantial health promotion material on cervical (85%) or breast (75%) cancer. The West of Scotland Cancer Registry found that four times as many women from ethnic minority backgrounds had developed cervical cancer in the 45-64 age group compared to the white population.

The issue of domestic abuse has been highlighted in the Scottish Executive's report, The Development of the Scottish Partnership on Domestic Abuse and Recent Work in Scotland. Specifically, in relation to ethnic minority women and children, the report acknowledges the paucity of information in this area. In addition to awareness and communication, the report also identifies the suitability and location of available housing stock as well as staff training issues.

> "It is also suggested that the existence of racism has an impact on access to service provision and the experience of service use both directly in terms of the ways in which services may interact with women and children and indirectly in the lack of provision by services to meet their specific needs. There has also been shown to be a general variation in the nature of support provided as well as inappropriate assumptions and racist stereotyping by service providers including for example asking inappropriate questions of service users, expecting the community to 'deal with it' and stigmatising the culture of the service user. Service providers may also fail, for example, to meet needs relating not only to information but also to dietary, religious and cultural needs."

<u>Concluding comments</u>

There are clearly certain cross-cutting issues which, if properly implemented, will have a beneficial impact on all groups and communities. These include engagement and consultation with groups and communities, effective planning and monitoring systems and rigorous evaluation processes. However, it is important not to lose sight of the fact that individual needs and differentiated impacts must be taken into account.

3.4.2   *The Group Discussion: The Needs of Specific Groups*

This section is based on notes from Gill Glass and from Mick Conboy.

<u>Notes from Gill Glass</u>

In terms of methodological issues, the group raised a concern in relation to the perception that groups currently feel over-researched, which may lead to an unwillingness to participate. There was also seen to be a need to avoid stereotyping in the methodology, particularly in terms of the perception that if the needs of one community are addressed, this tackles issues for them all. The needs of different groups will differ and there will also be minority groups <u>within</u> minority groups which have particular needs and which must not be excluded from consideration, and religious groupings will be important. The central concern must be the ways in which people categorise themselves rather than using (as has been the case in the past) the most convenient categories.

There were, however, seen to be some problems with the notion of identifying the needs of specific groups, as it was suggested that the main problem may rather be one of institutional racism, and the impact of multiple discrimination, and this should be the focus of consideration, rather than specific needs. With this in mind, however, it was agreed that there are groups affected by particular issues, such as women, young people and older people, as discussed in the paper. Disabled adults and children should also be included as groups which face particular issues, as well as people in rural areas, who often lack support services (although this should be considered in every aspect of work). Travellers and gypsies were also seen to experience particular forms of discrimination, which was seen to be accepted.

It was argued that research should be looking at the mainstream services, to ensure that these are provided for all, and it was suggested that the Lawrence definition of institutional racism is all-encompassing. The provision to meet the needs of ethnic minorities should be inbuilt to the service planning process and an integral part of the work of service planners. Although, however, it was agreed that the ultimate aim in relation to addressing these issues must be to achieve embedded policies through mainstreaming, it was also suggested that the needs of these specific groups must be considered now, or they will remain invisible and disadvantaged, with needs such as diet, information/interpreting provision, advocacy, health, housing and other needs overlooked. (Muslim women, for example, may have specific needs and may be invisible in black women). Some groups are also under-represented in their use of leisure services, and there is again a need to understand varying religious and cultural needs. Such an approach should not involve comparing the needs of groups in priority order, but should ensure that awareness is raised and note is taken of these needs.

In terms of the overall programme of work, there was some confusion in relation to where the recently-commissioned System Three research fits into the process, and although there was a willingness to work in partnership, there was seen to be a need for clarity of both the purpose and the method of research. There was seen to be a range of questions relating to how to design and implement a national survey of the ethnic minority population. Issues such as, for example, how to incorporate people of mixed parentage, how to find them, how to include travelling people and how to identify whether analytical categories are meaningful and can be applied were raised. There is also a need to incorporate and manage tensions whilst maintaining comparability of data with official statistics.

It was also argued that the research outcome should link to the purpose, and that there is also a need to ensure that the research will effect institutional service change. There is a clear need to ensure that the research links to action to improve lives and circumstances.

There is, however, also seen to be a need to avoid institutional racism in the research process itself and it was suggested that there should be an appropriate group to oversee the work, where issues can be raised and addressed. It was also seen to be important to consider whether the process is white-led and the implications of this for different perceptions of racism and discrimination, as well as the means of reaching networks of groups which are largely excluded. This was seen to require researchers from ethnic minorities and it was suggested that the tender process for the smaller qualitative studies should be sufficiently wide to allow ethnic minority groups to be considered for the work.

It was stressed that it is important that the participants are not contributing to a "blueprint" which has already been decided, but will have a meaningful input to the process (including the scoping study), which should be responsive to their contributions. The best means of maintaining the dialogue should therefore also be considered. There was also seen to be a need to continue to have an input to the development of the main study, with the opportunity beyond the workshop to influence the framework and methodology for this.

In terms of data, it was argued that there is a need to provide overall comparative data, and to identify ways of identifying "grassroots" opinion. There was also seen to be a case for some form of literature review, as there was seen to be a body of work which had been carried out but which was not visible nor acted upon. This would increase the faith of groups that the research will be used to inform policy developments. Similarly, there is a need to ensure that the research is carried out in a participatory framework, with feedback provided to participants and the value of their contribution recognised.

In terms of the main issues emerging, it was suggested that:

- there remain tensions in relation to the inclusion of specific groups and the overall need for mainstreaming;
- a review of existing research can contribute to the development of the methodology and can inform the way forward;
- gaps in existing knowledge should be identified;
- research requires to be action-oriented;
- there should be involvement of ethnic minority groups at all levels, including planning and fieldwork and there should be a two way process, seeing individuals as partners in the process;
- there is a need to strengthen grassroots organisations to enable them to contribute;

- the research should examine service provision and policy development;
- the ways in which people identify themselves should be considered, rather than imposing categorisations upon them;
- there is a need for consultation at the earliest stage and prior to commissioning work;
- there should be lay people involved in overseeing the research process;
- the findings of the work should be disseminated broadly;
- there may be existing models of good practice which can be identified in the literature review;
- it is essential that the research leads to action if participants are to feel that their contribution is of use.

Notes from Mick Conboy

A number of issues emerged in the discussion as follows:

- growing sense of "research exhaustion" on the part of communities;
- before mainstreaming of equality is achieved, need for transitional arrangements for achieving social change. Also examine institutional response to addressing needs;
- community organisations and infrastructure in Scotland remain fragile and unable to provide strong voice;
- research itself can reflect embedded attitudes which can be racist in themselves;
- recognise multi-faceted identities and danger of stereotyping need.

In terms of the pointers for the research, these were identified as follows:

- design should reflect the need for policy implications and recommendations for action;
- partnership working should be evidenced at all levels and stages;
- benefit of initial literature review;
- qualitative studies should be incorporated, possibly involving ethnic minority voluntary sector;
- common issues facing many "groups" within communities but specific concern expressed for children and young people with disabilities, Travellers, women and religious groups.

4.   OVERVIEW AND THE WAY FORWARD

This report has presented all of the material which was made available to participants in the "Researching Ethnic Minorities" workshop held on 2nd March, as well as providing details of the issues which emerged from the group discussions.

No attempt has been made to summarise the material which has emerged from this event, as the focus has been on sharing information and expertise which can guide the development of future work, rather than assigning priority to any of the views which have been obtained.

It is clear, however, that a number of common issues have begun to emerge in relation to the nature and purpose of the proposed future design of the research programme, and in relation to the considerations which will be required in the identification of the methodology.

As stated in the introductory section, the process of consultation with ethnic minority groups and individuals will continue during the coming months, as the scoping study gets under way. This will identify additional issues which, together with the content of this report, should help to inform the next stages of the dialogue.

The workshop has provided a useful starting point for the development of partnership between policy makers and people from ethnic minorities in Scotland. It is essential that the work which is undertaken in the coming months build upon that process, and that the skills and expertise which are available in Scotland are drawn upon throughout the forthcoming work, to ensure that the research which develops is relevant, appropriately conducted, meaningful, inclusive and, above all, of benefit to ethnic minorities in Scotland.

APPENDIX 1: DELEGATE LIST

Saqib	ABBASI	CSV Health Action Project
Rizwan	AHMED	Glasgow City Council
Shamim	AKHTAR	Employment Service, New Deal Team
Nina	AKHTER	Community Outreach Project
Fernando	ALMEIDA DINIZ	Faculty of Education, University of Edinburgh
Rowena	ARSHAD	Moray House, University of Edinburgh
Jackie	BAILLIE	Deputy Minister for Communities
Katy	BARRETT	The Scottish Executive
Prof Raj	BHOPAL	Bruce and John Usher Chair of Public Health, University of Edinburgh
Ms Elaine	BLANEY	The Scottish Executive – Cabinet Secretariat
Ephraim	BOROWSKI	Scottish Council of Jewish Communities
Dr A M	BOWES	Department of Applied Social Science, University of Stirling
Esther	BREITENBACH	The Scottish Executive
Dr Michele	BURMAN	Department of Sociology, University of Glasgow
Farkhanda	CHAUDHRY	SCVO
Ian	CLARK	The Scottish Executive
Mick	CONBOY	CRE
David	COULTER	Scottish Enterprise
Peter	CRAIG	The Scottish Executive
Dr Viviene	CREE	Department of Social Work, University of Edinburgh
Dr Hazel	CROALL	Department of Government, University of Strathclyde
J	CROOK	Scottish Homes
Naira	DAR	Glasgow Council for the Voluntary Sector
Philomena	DE LIMA	Researcher
Rani	DILAWARI	Scottish Asian Action Committee
Louise	DONNELLY	The Scottish Executive
Nicola	EDGE	The Scottish Executive
Richard	EVANS	The Scottish Executive
Dr Graham	FOSTER	The Scottish Executive
Fiona	FRASER	The Scottish Executive
Dr R	GARDEE	Greater Glasgow Primary Care NHS Trust
Tesfu	GESSESSE	Black Community Development Project
Gill	GLASS	The Scottish Executive
Kay	HAMPTON	Scottish Ethnic Minorities Research Unit
Ghazala	HAQ	Gorbals Addiction Service
Jatin	HARIA	Glasgow Anti Racist Alliance
Jon	HARRIS	COSLA
Steven	HOPE	System Three
Sarah	HUTCHISON	Fife Council
Subhash K	JOSHI	Pannell Kerr Forster
Dharmendra	KANANI	Commission for Racial Equality
Dr Elinor	KELLY	Researcher
Dr Jeffrey	KEMP	Researcher
Fiaz	KHAN	Ethnic Enterprise Centre
Mrs	LAL	Scottish Interfaith Council
Dr C P A	LEVEIN	The Scottish Executive
Michelle	LLOYD	Save the Children
Adrian	LUI	Ethnic Minorities Law Centre
Charlotte	MACDONALD	The Scottish Executive
Martin	MACEWEN	Scottish Ethnic Minorities Research Unit
Ms D	MACHIN	The Scottish Executive Education Department Research Unit
Mr Hanzala	MALIK	Ethnic Communities Family Support Association
Shamime	MANSOORI	Falkirk Council
Mukami	MCCRUM	Central Scotland Racial Equality Council

Mr Mike	MCDERMOTT	Disability Scotland
Ms Catriona	MCKAY	The Scottish Executive
Ms R	MCKINNEY	Scottish Travellers' Consortium
Kam	MCMILLAN	Black and Ethnic Minority Infrastructure in Scotland
Valerie	MACNIVEN	The Scottish Executive
Ann	MILLAR	The Scottish Executive
Dr Sue	MOODY	Law Department, Dundee University
W J	MOORE	The Scottish Executive Development Department Housing Division 2
Ms Suzanne	MUNDAY	MECOPP
Dr Gina	NETTO	Scottish Ethnic Minorities Research Unit
Linda	NICHOLSON	The Scottish Executive
Shahana	NOOR	Black And Ethnic Minority Voluntary Sector Network
Rashpal	NOTTAY	Minority Ethnic Mental Health Project
Vijay	PATEL	BEMIS
Sophie	PILGRIM	MELDI
Dr Janet	POWNEY	Researcher
Selma	RAHMAN	Fife Racial Equality Council
	REPRESENTATIVE	Middle Eastern Network
Dr Catherine	RICE	Researcher
Prof. Sheila	RIDDELL	Strathclyde Centre for Disability Research, University of Glasgow
Ms Liz	SADLER	The Scottish Executive
Akhtar	SHAH	Scottish Council for Minorities' Rights
Samir	SHARMA	WEA Scotland
Anita	SHELTON	Researcher
Dr Duncan	SIM	Housing Policy and Practice Unit, University of Stirling
Maggie	SMITH	Office of the First Minister and Deputy First Minister (NI)
Mr Naren	SOOD	Ethnic Enterprise Centre
Shameem	SULTAN	Glasgow Healthy City Partnership
Mr Kash	TAANK	Glasgow City Council
Mrs Joyce	TAI	Central Scotland Chinese Association
Henry I	TANKEL	Scottish Council of Synagogues
Sofi	TAYLOR	Greater Glasgow Primary Care NHS Trust
Ms Kyri	THEODOROU	Fife Council Social Work Service
Frank	THOMAS	General Register Office for Scotland
Mike	TITTERTON	Researcher
Chaman	VERNA	Fife Ethnic Minority Capacity Building Project
Dr Satnam	VIRDEE	Department of Government, University of Strathclyde
Richard	WALLACE	The Scottish Executive
Dr Sue	WARNER	The Scottish Executive
Prof. Jonathan	WATSON	Health Education Board for Scotland
Mr Neil	WIGLEY	Race Relations Employment Advisory Service
Diana	WILKINSON	The Scottish Executive
Mr Rory	WILLIAMS	MRC Social and Public Health Sciences Unit, University of Glasgow

APPENDIX 2: ADDITIONAL PAPER

The following paper was provided to delegates as general background information.

Ethnic Minorities in Scotland: Patten Smith
Social and Community Planning Research, 1991, Central Research Unit Papers

Executive summary

About the study

For the study, the researchers interviewed:

- around 840 ethnic minority householders, both men and women;
- over 200 young people from ethnic minority groups;
- some 680 white householders to compare them with.

The interviews were carried out in the parts of the country where most of Scotland's ethnic minority population lives - in and around Glasgow, in Edinburgh, Dundee and Aberdeen. The ethnic minority households surveyed contained a total of almost 3,700 family members and some information was gathered on all of them.

General features of the population

About half of all householders said their family originally came from Pakistan, just under 30% said India and almost 20% were Chinese mainly from Hong Kong. From these figures it seems that Scotland has a relatively greater share of people of Pakistani and Chinese origin within its ethnic minority population than Britain as a whole.

Pakistanis were the single largest group in Glasgow, Edinburgh and Dundee whereas Chinese were in the majority in Aberdeen.

Most Indians were Sikhs but about a quarter were Muslim; almost all of the Pakistanis were Muslim. Of the Chinese, around a quarter were Christian and about 12% were Buddhist; however, about two in every three Chinese said they had no religion.

Less than 10% of ethnic minority householders were born in Britain; however, over half of all their family members had been born in Britain. Most of the men who had been born abroad had come to Britain between 1961 and 1970. The women had tended to arrive later, over 60% of them between 1966 and 1980. In general, most people of Chinese origin had come to Britain rather later than those of Indian or Pakistani origin.

The average age of the ethnic population was low: over half of all adults covered by the survey were under 35 years old as opposed to just over a third of the whites.

Ethnic minority households were significantly larger than white ones, averaging more than 4.6 members as opposed to 2.4 members in white households. Partly this is because ethnic households had more children. However, they also had other members of their family living with them. In addition, fewer ethnic minority people lived on their own - 30% of the white

households surveyed consisted of only one person compared with just 6% of ethnic minority households.

Housing

A higher proportion of ethnic minority households than white ones owned their own home (79% as opposed to 51%). In both cases, most people were buying with a mortgage from a building society although a significant minority of ethnic minority households had a bank mortgage. A smaller though still significant number (7%) had local authority loans, a source of funding rarely used by whites.

White households were more likely than ethnic minority ones to have 100% mortgages (32% against 15%) or to have raised their deposits from the sale of their previous home. In contrast , ethnic minority households tended to have used savings for their deposit (42% against 19%).

Comparatively few ethnic minority households rented from a public sector landlord (13% compared with 38% for whites); private renting was uncommon amongst both ethnic minority and white households but when it happened, there was a clear trend: white households tended to have white landlords whilst ethnic minority households tended to have ethnic landlords.

Pakistani owners were more likely to have received improvement or repair grants for their property than were other households, ethnic minority or white. These grants were more common for ethnic minorities in Glasgow than elsewhere. As with the white population, 98% of the ethnic minority households had exclusive use of a kitchen, bathroom and toilet.

Ethnic minority households had on average larger homes than white households but their families were larger. As a result, they lived at higher densities of occupation, especially in the case of people of Pakistani origin (25% of them having more than 1.5 persons per room as against 2% of whites).

Employment

For men, minority group members and whites were equally likely to be economically active. However, the Chinese were the most likely of all to be in a full-time job.

About half of male ethnic minority householders questioned and over a third of females were self- employed - rates of self-employment which were about 5 times greater than for the white population. For the most part, the self-employed worked as shopkeepers, restaurateurs etc in the catering and distribution industries.

Employees were likewise concentrated in a fairly narrow range of industries and occupations, particularly those related to catering and distribution (both sexes) and transport (males). Ethnic minority employees were under-represented in both central and local government. These sectors employed over 20% of white males but less than 20% of ethnic minority males.

As far as employment was concerned, fluency in English made little difference to whether or not males were in a job but was more significant for women.

Unemployment rates were about a third higher for ethnic minority men than for white men; for women, the difference was even higher. Amongst those particularly affected by high unemployment levels were Pakistanis, older men, younger women and ethnic minorities living in Glasgow.

For those not in the labour market, men of ethnic minority origin were less likely to be retired and more likely to be in full time education. For whites the opposite was true, a finding which reflects the different age distributions of the two populations.

White women were much more likely to be economically active than minority group women (44% compared with 19%), although the participation rates of Chinese approached those of white women. Pakistani women were least likely to be in the labour market and most likely to be looking after home and family. Once again, many more ethnic minority women, proportionately, were in full time education; this was especially true of Chinese women.

Financial support

A number of questions in the survey asked about income. Unfortunately, the response to these questions was poor from ethnic minority respondents, especially the self-employed. The results therefore had to be treated with caution.

From what information was available, ethnic minority householder had lower incomes than white ones. At the same time, ethnic minority households (especially Pakistani ones) had more dependents (on average, 3.0 dependents per earner as opposed to 1.6 for each white earner). Further, about one in every five ethnic minority households (especially Chinese families) sent money to dependents abroad.

Education

Under the heading of education, the study asked about the extent of people's schooling and what qualifications they had. Also, it looked at learning English and at how far minority languages, culture and religion were studied.

A small but significant number of ethnic minority householders (1 0% of males and 16% of females), particularly Pakistanis, had never been in full time education; at the same time, a substantial minority had stayed on until they were 18 or older.

Almost three-quarters of ethnic minority householders had no educational qualifications, compared with less than 50% of white ones. Whites were considerably more likely to have 0-grades as their highest qualification. These differences were more marked amongst men.

Comparing minority groups, Indians were most likely to have at least some qualifications whilst Pakistanis were least likely to have any. Not surprisingly, people fluent in English were more likely to have some academic qualifications. However, a significant number of ethnic respondents did have non-British school qualifications.
Young people belonging to minority groups, on the other hand, were much better qualified than their elders; many - about half of those questioned - were still in full time education, studying for further qualifications. They were aiming for a range of qualifications, including degrees (especially for males rather than females), Highers (for females rather than males) and HND, OND and equivalents.

A significant minority of women (26%) and a smaller but still significant number of men (16%) said they had gone to classes to improve their English; only a few had attended courses to study Chinese or an Asian language or the history and culture of their own ethnic group. However, many said they would be interested in attending such classes.

Young people, on the other hand, were much more likely to have attended classes to improve their knowledge of a minority language, as well as classes on history and culture. A substantial minority of parents sent their children to language, religious or cultural classes outside the educational framework. This was especially true for Muslim parents, most of whom sent their children to lessons related to their religion.

Language

Amongst men, around four out of every five Indians and Pakistanis were rated as speaking English fluently, as compared with only about half of the Chinese. Some 10% of Chinese men could speak no English at all.

For women, on the other hand, less than half of all Pakistani and Chinese women could speak English fluently. About 10% of all women could speak no English, rising to 20% for the Chinese.

Young people came out best with over 90% of 16 - 24 year olds being able to speak English fluently. Amongst the young, only a very small number of Pakistani women could not speak any English.

From a slightly different angle, about four in every ten men and three in every ten women said that English was the language they spoke best. The Chinese were least likely to say English was their best language.

As far as minority languages went, Indians were most likely to speak Punjabi, Pakistanis also were most likely to speak Punjabi, followed by Urdu whilst the Chinese spoke the Cantonese dialect followed by Hakka.

Most Indians said English was the language they could read best. Pakistanis were more likely to read Urdu best and for the Chinese it was Chinese. Women were less likely than men to read English; indeed, 8% of women (and 3% of men) were illiterate.

Health

A set of questions in the survey asked about access to health services, and what problems people had had.

With regard to health matters, minority group members were just as likely to be registered with a general practitioner as were white respondents - 99% in both cases. Similarly, females were as likely as white women to have access to a female GP.

Where difficulties arose, these came about because of language problems: Chinese men, and women from all ethnic groups (especially Pakistanis and Chinese) reported trouble making

themselves understood when they went to see the Doctor. Language difficulties could also cause problems on visits to hospital as a out-patient or in an emergency.

A marked reluctance to visit dentists was seen amongst ethnic minority respondents: the tendency was for people not to go for regular or even occasional check-ups. This avoidance of dentists was also to be seen amongst young people but to a lesser degree than with their elders.

Crime and victimisation

Overall, the research showed that there was relatively little difference overall between ethnic minorities and whites with regard to being the victim of crimes of various sorts. There were, however, some specific differences which are worth noting.

The main exception was that ethnic minority households, especially Pakistani ones, were somewhat more likely to be the victims of 'vehicle crime'- that is, having something stolen from their car or van, having it vandalised or, indeed, having it stolen all together. For example, 21% of ethnic minority households owning a vehicle (26% in the case of Pakistanis) had had something stolen from it in the year before the survey. This compares with a figure of 14% for white car owners.

A second difference was that ethnic minorities in Edinburgh were more at risk than average of having personal property stolen or damaged.

Thirdly, Pakistani and, especially, Chinese (15%) people were much more likely to experience verbal abuse in their work than were Indians or whites (both 8%).

In general, ethnic minorities were more ready than whites to report crimes against themselves or their property to the police.

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APPENDIX 3: ADDITIONAL COMMENTS FROM REPORT BACK FORMS

The following comments were received on feedback forms from participants either at, or immediately following, the event. It should be noted that these comments are the personal views of those who submitted them, and it is not suggested that these are representative of a more general body of opinion, nor of the views of any organisation(s). These have been presented as they appeared on the feedback forms and without editing.

General Written Comments

The following written comments were received:

The intent and the funding for the research is welcomed, but there needs to be clarity about the premise.

The majority of black people attending very clearly felt there was a lot of information already in existence. The belief that it doesn't exist demonstrates a failure to work with a number of agencies/people who are in touch with the communities.

In that context there is a question whether a survey is the best tool. This is especially important in terms of research methodology. Consideration needs to be given not just to having bilingual staff, but whether a white research agency is best placed to undertake the work. If the emphasis is on trying to ensure the information can be referenced with other data, then there is a danger that the methodology will actively prevent people from participating.

There was some confusion as to whether this was the start or the middle of the process. The fact that a contract has been awarded to a white agency does not provide a supportive message to black agencies or communities. The message it suggests is that we want to use your knowledge and expertise but you're not good enough to do the work. The process therefore replicates the black communities experience of white agencies.

(Note: the contract for the Scoping Study was awarded to System 3 following a selective tendering process. The contracts for the survey and associated studies have not yet gone to tender.)

The research needs to be two way and it needs to give some clear messages:

- That Scotland does have a problem with racism and institutionalised racism (The minister is stating that, but that needs to be continued);
- The process of research. There is an opportunity to build bridges with both agencies and communities. That means engaging, not just consulting i.e. perhaps the research should be action based, using black agencies to undertake the work and asking them to recruit and train staff. In doing so the information is being gathered, relationships are built with agencies, but more importantly people are able to work , learn new skills and over time engage more in civic life.

In moving forward, consideration needs to be given to these issues. This is a valuable opportunity but one that can easily fail. The most important message for me is that the Executive have to show confidence both in the black communities and agencies by using them appropriately and not just consulting.

The research must come up with some recommendations for change and must be clear about what it is for.

Ethnic minorities cannot be lumped together in researching their situations and needs and that the research must take account of diversity of the various ethnic minority groups.

The survey must reach the "invisible people" whose voices are never heard.

People in ethnic minorities are tired of being objects of research which never seems to result in any change.

Results of existing research should be taken into account in framing the forthcoming research.

Syndicate Group 1: Access to and Use of Services

The main issues to arise in discussion:

- Flexible services do take more expertise, energy and resources than a single, rigid service. This needs recognition and acceptance;
- We need to survey providers and institutions too. Some issues (e.g. institutional racism) can only be explored that way (2);
- Use/access of services – look at attitudes, flexibility within service providers, be aware of relationship between service users and providers;
- Communication: not just about language but about literacy, access to information about services;
- May be better to talk about institutional discrimination rather than racism: multiple discrimination against women, young people, people with disabilities.

The key pointers for the research:

- We need to mainstream this survey;
- We desperately need this research. Ethnic minority groups are not over-researched, but the opposite;
- Study of ethnic minorities shouldn't just be about black communities – also Travellers (point that Travellers are not included in the Census);
- Identifying most invisible people: rural, marginalized, most in need of improved services – not just surveying those who have been surveyed many times before;
- Interview service providers as well as service users – identify problems of inflexibility/provision/discrimination within institutions.

Syndicate Group 2: Social Exclusion and Poverty

<u>The main issues to arise in discussion:</u>

- Poverty is not just lack of income;
- Health and mental health, employment, racism and discrimination (which is endemic within Scotland), drugs, offenders, accessibility of service provision, all part of social exclusion and poverty (2);
- Identify and recognise that there are different levels of social exclusion (2);
- Nation judged by its treatment of minorities;
- Need for more joined up information within and among service providers (i.e. more than just each provider using the same classification);
- Rural ethnic minorities may have different problems being isolated;
- Lack of baseline data – neighbourhood profile;
- Lack of collation of existing research;
- Lack of focus in respect of applied research;
- Lack of involvement of black and ethnic minorities in research (3);
- Survey should not demonise black people;
- Language and communication barriers;
- Suggest a focus on one or two services instead of trying to do it all and achieving nothing;
- Make access to services for all rather than service split for different population groups;
- Commissioning process – participation at early stages – questions still open to discussion – "the research has been tendered, so what is the need for this meeting?";
- Need for continuous monitoring as well as periodic surveys, so that we are able to monitor progress in tackling racism/exclusion over time (3);
- Relationship of proposed survey to 2001 Census – will the research be completed before the Census?;
- Existing surveys (e.g. SHS and routine data sources (e.g. hospital discharge records, employment) should include information on ethnicity, rather than through specific projects (2);
- Need audit of existing systems;
- Financial/debt/exclusion/self-employment – need better information on long term consequences;
- Need for policy makers to demonstrate that the outcomes of this research will lead to action which makes a difference on the ground. This will probably mean that the Race Equality Advisory Group and the Stephen Lawrence Action Plan group will need to engender confidence (4);
- Will the research be used for something or will it be another study?;
- What resources available for policies in future?
- Scottish Executive needs to keep up pace of minority ethnic discussions/ involvement;
- Has the Scottish Executive got staff who will be able to implement the study?;
- Need to circulate brief for scoping exercise, timetable for research etc.

<u>The key pointers for the research:</u>

- Needs a clear purpose (2);
- Needs to demonstrate action early in the process (2);
- Need for strategic plan to implement recommendations – ensure research feeds into targets (2);
- Needs careful delivery to get best result;
- Need to widely consult about the research methods/approach;
- Needs management;
- Use of existing research – don't repeat research – collate all existing research and maximise efficiency of existing systems for collection of information;
- Some scepticism about involvement – contractor for scoping study already in place;
- Difficulties of selecting sample;
- Difficulties in getting co-operation;
- Difficulties in measuring unmet needs (met needs can, in theory, be measured by service providers);
- Need to include ethnic minorities/their representatives in Steering Group for the research programme – sense of ownership by ethnic minority community (3);
- Need to explicitly consider appropriate methodologies for researching needs of small ethnic minority communities and dispersed communities (rural Scotland) – qualitative research important to expand quantitative studies – different methodology to address diversity in terms of ethnic groups, class gender and age and social problems – focus groups targeting rural communities and minority groups within black and ethnic minority community – asylum seekers (5);
- Need to harmonise with 2001 census and dovetail with existing/enhanced sources of routine information – involve other agencies who already carry out research e.g. labour market information (3);
- Need to elaborate quantitative measurements with more complete data – not only extending quantitative, but to help interpret qualitative (e.g. do all groups have same interpretation of what is "limiting"?);
- Detailed research into employment/training, small businesses, policy in practice, access to services and information;
- Survey should include measures of self-assessed health and use of health services
- Should also include information on access to credit/issue of debt;
- Some research themes e.g. housing, better than others;
- Effect of big shopping developments on local shops and ability of people to access business opportunities;
- Needs to be designed to get good information on income from people in self-employment and informal employment;
- Needs to include measures of "social capital" e.g. participation in elections, voluntary organisations etc;
- Look at issues affecting ethnic minorities;
- Use the research positively – link to policy (2);
- Policy would implement an action plan taking in recommendations from the research;
- Accountability of researcher;
- Not a cultural survey;

- Need to collate and create centralised information base;
- Needs to be expensive – large sample to be of use - extra funding will be required (2);
- Radical overhaul of services and approaches to provision/institutions, not just research.

Syndicate Group 3: Racism and Discrimination

No additional feedback forms were received from this syndicate group.

Syndicate Group 4: The Needs of Specific Groups

The main issues to arise in discussion:

- Specific groups vs mainstreaming;
- "I am concerned that the actual needs of ethnic minorities will not be addressed if we concentrate on institutional racism at the expense of "shopping lists". Shopping lists indicate need. Some institutional racism occurs because of ignorance of the needs and lack of appreciation of their importance. Only a knowledge of these can satisfy the aims of ethnic communities.";
- Codes of practice/ethics underpinning process;
- Link between research/policy and practice (2);
- Accountability to communities;
- Comparative work: historical across countries; rural/urban; black/white
- Need to ensure research is as inclusive as possible (e.g. refugees, Travellers, minorities within minorities);
- The purpose and methodology of the research will need flexibility to meet needs of different groups;
- Diversity within ethnic minority communities, importance of religion and culture as well as ethnic origin;
- Look at the way people identify themselves, not imposed categories (2);
- Acknowledge institutional racism that exists in Scotland (2) (in particular, Government policy and practice, treating minority communities, especially Travellers, as a "problem" to be "solved") – research which doesn't take this on board will always be prejudiced and limited;
- Address multiple discrimination/mainstream;
- Need to be participative, involve respondents, use ethnic minority researchers etc.;
- Literature review.

The key pointers for the research:

- Need for mainstreaming and specific studies (e.g. disaggregating information from current studies such as SHS etc);
- Literature review (gaps and methodological issues arising) (major studies and more importantly local studies) and build on existing research (3);
- Code of practice and principles underpinning the research and importance of black-led perspective;

- Recognise diversity, not treat as homogenous group;
- Ensure anonymity/confidentiality;
- Communication – ensure language used accessible, communicate in different languages, address research exhaustion;
- Treat respondents as individuals, involve in follow up, use ethnic minority researchers, involve community groups and research "with" not "to" communities;
- Close link to policy and practice and accountability to groups and communities;
- Desperate need for feedback and hopefully action/changes in policy and practice (2);
- Suspicion that the process has already started and that "we" are just being brought in at this late stage;
- Need for qualitative work to be valued, not just an "add-on". Over reliance on numbers is discriminatory in itself;
- Sampling/framing questions needs to be given very careful consideration;
- Full selection of questions asked to all, with possibility to analyse in terms of gender, age country of birth, UK generation, ethnic origin, educational level, religion, culture, postcode area, rural/urban etc. Must include all groups, including mixed race, white minorities, religious groups;
- Real partnership with minority ethnic communities;
- Research should avoid reinforcing institutionalised racism;
- Rural dimension to be included in all work;
- Value and involve agencies/individuals who have experience in this area – don't reinvent the wheel;
- As a policy maker, need better baseline information to allow policies to be developed/actioned. Information will allow targets for improvement and targeted action both geographically and by group.