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RACE EQUALITY IN FIFE

CHIEF EXECUTIVE'S DEPARTMENT

FIFE REGIONAL COUNCIL

JUNE, 1991

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**SECTION 1 - RESEARCH AIMS AND METHODOLOGY**

## 1. INTRODUCTION AND CONTEXT OF RESEARCH

### **A - BACKGROUND TO THE RESEARCH**

At its meeting on 26th June, 1989, the Equal Opportunities Sub-Committee of Fife Regional Council considered a report by me dated 15th June, 1989 which considered the Scottish Home and Health Department Circular No. 5/1989, "Report of the Inter-Departmental Racial Attacks Group". This report concluded that there was scope for greater co-operation between the Police and other local agencies in tackling racial problems, and set out good practice guidelines.

It was advised that the recommendations of the report be used as a checklist of possible ways forward to ensure that existing resources devoted to the issue were targeted as effectively as possible.

The Directors of Social Work and Education and the Chief Constable all recognised that the report provided a useful basis for a multi-agency approach, and the Director of Social Work suggested that discussions should take place between different departments of the Region, to find ways of quantifying the problem and to formulate a Regional Council policy.

On the basis of the June report, the Equal Opportunities Sub-Committee recommended that it be remitted to me

"to consider how best to combat racial harassment and racial attacks in Fife".

Two initiatives evolved from this:

1. Representatives from my department, the Social Work Department, Education Department and Fife Constabulary met on 16th October, 1989 to discuss the establishment of a working group. This group agreed that it was difficult to measure the extent of racial attacks and harassment in Fife because of the lack of available data about the communities and about racial incidents.
2. At its meeting on 27th November, 1989 the Equal Opportunities Sub-Committee agreed that a post of temporary action research worker should be established; to collect information on the numbers of black and Asian people living in Fife, to carry out a qualitative analysis of the service needs of the groups, and to gather information about racist attacks.

██████████, Temporary Researcher (Race Equality) was appointed on 3rd September, 1990 for a 6 month period to conduct a qualitative study into the needs of ethnic minority groups in Fife in relation to the services provided by the Council. This report outlines her findings and conclusions.



To set the work in the context of the prevailing climate, a local press report during the first week of the appointment indicated that racism was very much an issue in Fife and exemplified the importance of undertaking the research. The report was of a court appearance at Kirkcaldy Sheriff Court, and the headline "Racial Attacks Warning Given by Sheriff" indicated that the defendant had

"wilfully and without reasonable excuse damaged property belonging to another and marked a van with paint and with inscriptions, some of which were of an insulting nature and likely to stir up racial hatred".

This was to prove not uncommon in Fife. After sentencing, the Sheriff was quoted as saying

"This sort of anti-racial behaviour against certain people will not do. If I have got to make an example of you, then so be it".

### ***B - LOCAL GOVERNMENT RESPONSIBILITIES***

It may be useful at this stage to outline the position in relation to the existing legislation.

Section 71 of the Race Relations Act (1976) places a duty on all Local Authorities to make appropriate arrangements with a view to securing their various functions are carried out with due regard to the need to:

- (a) Eliminate direct and indirect discrimination.
- (b) Promote equality of opportunity and good community relations between people of different racial groups.

The duty of Local Government is to provide services to which all the residents of the area have equal access; the question is not whether or not to ensure equality but how to do so.

In the past, Local Authority Services were designed to meet the needs of the majority of the people. Minority ethnic groups with different cultures, religions or languages were expected to adapt in order to gain access to these services. The majority culture was regarded as "normal" and anything else was regarded as a deviation from that norm; an inferior deviation from a racist point of view, an exotic deviation from an assimilationist point of view.

There is evidence from a number of different studies that this attitude resulted in people from minority ethnic communities being denied information, experiencing access problems and consequently being under represented as users of services.

The change of perspective required for authorities to improve practices in recognition of the similarities of human needs across the boundaries of distinctive cultures does not constitute, as some people fear, "favourable" treatment for minority groups. Rather, it provides an opportunity to encourage the development of social identity, improve understanding of the issues relating to equal opportunities and enhance social justice for the benefit of all members of the community.



A common argument against improving services to minority ethnic communities is that the numbers are not sufficient to justify action. The 1989 report from the Home Office, "The Response to Racial Attacks and Harassment: Guidance for Statutory Agencies" states,

"It is worth emphasising in this context that racial incidents do not only occur in areas where there is a large minority ethnic population. Indeed, the perception which we take from our visits and from the evidence we have received, is that members of the ethnic minorities living in predominantly white areas may be particularly at risk".

### *C - TOWARDS THE FUTURE*

From the foregoing, it is clear that the picture throughout the country is one of a need for service improvements. At the outset, it was acknowledged that the situation was unlikely to be substantially different in Fife. Departments represented on the Race Equality Working Group recognised that identifying the perceptions of the community was likely to lead to identification of deficiencies in service provision, whether actual or perceived.

It is important that the contents of this challenging report are considered as an indication of the way that members of minority ethnic groups view our services; a set of perceptions from which the Local Authority can learn, and to which it can respond.

The positive contribution of all departments and their willingness to begin to examine these issues must be acknowledged, along with thanks to all those groups and individuals in the community who gave Mrs. Chalmers their time and their ideas which shaped this report.

It is to be hoped that Fife Regional Council, in co-operation with groups in the community, will address the recommendations developed and move forward together in the promotion of Race Equality throughout Fife. This research project demonstrates a commitment to identify and correct not only overt discrimination and harassment but also conditions and practices which are discriminatory in operation. It could be a step towards a systematic programme of strategic planning and action applying to every department; equal opportunity in action.

  
Chief Executive.





## 2. AIMS, OBJECTIVES AND LIMITATIONS OF RESEARCH

### 2.1 AIMS OF THE RESEARCH

- 2.1.1 The aim of the research was to investigate racism in Fife, with particular reference to racist incidents and the provision of local authority services.

### 2.2 SPECIFIC OBJECTIVES

- 2.2.1 A number of questions had been identified by the Researcher as ones which required to be addressed:

1. How many people from which different ethnic backgrounds make up the population of Fife?
2. Do people from different ethnic backgrounds have equal access to the services provided by Fife Regional Council?
3. Are the services provided by Fife Regional Council relevant to the needs of minority ethnic people living in Fife?
4. Do individuals or groups suffer from indirect discrimination in relation to the provision of services?
5. Does racism affect the quality of life of people from minority ethnic communities in Fife?

- 2.2.2 It was seen that the research project provided an opportunity to answer these questions by making contact with black and minority ethnic communities in Fife, investigating the level of awareness of the issue amongst service providers, stimulating debate over policy and determining whether discrimination and racism existed. These aspects were considered to be of more value than a pure statistical investigation and because of the extreme sensitivity of the issues and the inherently complex nature of the subject, a largely qualitative research methodology was chosen. The methodology was designed, therefore, to answer all of these questions to some extent but to concentrate efforts on an action research project rather than statistical research.

- 2.2.3 A corollary of this approach was that the researcher's involvement in developmental aspects of racial equality initiatives in Fife was an integral part of the research process. (For a further analysis of the researcher's development role see Appendix 1.)

The research methodology is discussed under 2 main categories:

1. Statistical research
2. Action research

### 2.3 LIMITATIONS OF RESEARCH

- 2.3.1 Traditional quantitative methods of scientific research are not always appropriate for the examination of social behaviour and experiences. Particularly when there is insufficient information available on which to base an interview schedule, when the subject is extremely complex and sensitive and when it is important to understand the detail of a situation, qualitative methods are usually thought to yield more and richer data.
- 2.3.2 This type of research, though no less systematic and careful, is more interpretive. The data collection process is exploited to enhance the value of the information collected.
- 2.3.3 This model has frequently been used in race equality research. The 1988 Sheffield Racial Harassment Project, "Because the skin is black" took a very similar approach.
- 2.3.4 The Race Equality Working Group agreed that, in this instance, a qualitative research survey was the most appropriate.
- 2.3.5 It is important, however, that the scope of the research is clarified. Firstly, this research report does not set out to claim statistical validity. It is recognised that the sample of people interviewed is not representative of the minority communities in Fife, although every attempt was made, within the limitations of the project, to invite contributions from as many and diverse sources as possible. Some people who would have been willing to contribute may have been missed out completely, some people who were invited to participate chose not to and some of those who were interviewed may not have been typical of their communities. It does, however, give an overview and a flavour of the situation in Fife.
- 2.3.6 In relation to racist incidents, the Researcher has attempted to document some of the experiences of members of minority ethnic communities living in Fife over the past 6 months. The incidents recorded here do not claim to represent the total number of incidents taking place. At best they indicate the type of incidents which take place, the places where they occur and the effect on their victims.

- 2.3.7 Neither does the report claim to make an authoritative statement about the needs of minority ethnic communities in relation to their use of services, or to provide an in depth assessment of Fife Regional Council Services. Rather, it attempts a less structured collection of data which is more responsive to the needs of the ethnic minority communities in Fife.
- 2.3.8 The Researcher acknowledges the socially reactive nature of the data collection process and the ethical and social values which underpin the action research process, reflecting the concern to bring about change. What was sought in the interviewing process with both groups and individuals from minority ethnic communities was quality of interaction which leaves open the possibility of acquiring understanding through empathy.
- 2.3.9 Bearing these considerations in mind, it is appropriate to emphasise the important contribution which can be made by qualitative research of this kind. What is provided is, in essence, a snapshot of a section of the population, their perceptions and experiences in a degree which could not be obtained from a large-scale scientific study.
- 2.3.10 This technique is widely used for exploring subjects about which little information has been gathered in order to provide a broad view of the key areas of concern. It also allows the researcher(s) to probe for the reasons for particular perceptions and suggested solutions for any difficulties.
- 2.3.11 Although, therefore, it is obviously impossible to state that the issues identified in this report are pertinent to all members of minority ethnic communities in Fife the views of almost 200 people are represented and it is fair to conclude that these concerns do exist. The fact that a number of difficulties have been expressed would indicate that the departments involved and local services as a whole can learn from the findings.

## **2.4 USE OF LANGUAGE**

- 2.4.1 A final point which must be made at this stage relates to the fact that the way in which language is used has considerable impact on the development of understanding. The meaning of the following words which may be used in the text or in discussion of the issues arising, needs to be clarified.



- 2.4.2 (a) **Race** - The idea that humanity is composed of a number of genetically distinct groups and that there is a hierarchy of "races" has been proved by biologists and geneticists to have no scientific justification. Nevertheless, "race" is still commonly used as a means of categorisation. It should be recognised as a political rather than a scientific term.
- (b) '**Racists**' believe that people can be categorised according to physical characteristics, that such physical characteristics determine mental capabilities and cultural attitudes, and that certain ethnic groups of people are inherently inferior to others.
- (c) **Racial Harassment** is violence which may be verbal or physical and which includes attacks on property as well as on the person, suffered by individuals or groups because of their race, nationality, ethnic origins, when the victim believes that the perpetrator was acting on racial grounds, and/or there is evidence of racism.
- (d) **Racism** is the use of power (social, political, economic) to discriminate against people on the basis of their colour or ethnic origin.
- (e) **Racial discrimination** is a set of practices which make it more difficult for people who belong to particular ethnic groups to participate on an equal basis with other ethnic groups in society.

It arises when a person treats another less favourably than another on the grounds of colour, nationality or ethnic origins.

- (f) **Indirect racial discrimination** is behaviour which is apparently equal but which is discriminatory in practice. It occurs when at a formal level policies exist to ensure equal treatment to all groups, but at a practical level make conditions and requirements which place one particular group at a disadvantage.
- (g) **Institutional racism** includes formal rules and procedures set for organisations which discriminate against black or minority ethnic groups. It also included the ethos of an organisation; the shared assumptions and experiences, which in practice exclude black or minority ethnic groups.

- (h) *Ethnicity* is the sense of identity which members of particular groups share through having common beliefs, attitudes and behaviours. It applies to all sections of the community, not just minority groups.
- (i) *A Minority ethnic group* is a group of people, representing a minority within the population who share a sense of identity. There should be no implication that being in a minority places people outwith that which is "normal".
- (j) *An immigrant* is a person who arrives in a country intending to become a permanent resident of that country. A large proportion of immigrants to Britain are white, yet the term is commonly used to refer only to people whose skin is black or brown.
- (k) *Black* is sometimes used as a negative description of a person, as if by way of explanation. However, it is commonly used now by members of both Asian and African communities in a positive way to stress their common experiences of racism, which outweighs cultural differences.

### 3. METHODOLOGY

#### **3.1 STATISTICAL RESEARCH**

- 3.1.1 The main reason for not attempting to include a statistical analysis is that the 1991 Government Census, for the first time ever, includes a question on ethnic origin (although previous census questionnaires have included a question relating to place of birth). This will, within a relatively short timescale, provide accurate statistical information about the number of black and ethnic minority individuals living within Fife, their whereabouts and which groups are represented.
- 3.1.2 Analysis of currently available material can, at best, provide only a rough estimate of the black and ethnic minority population. It was decided therefore that the statistical part of the research would be confined to a brief investigation of the 1981 census figures and an analysis of the electoral roll in 3 towns in Fife: Glenrothes, Dunfermline and St. Andrews.
- 3.1.3 It was suspected, from information gathered from Second Chance Basic Education: English as a Second Language tutors that each town had a different concentration of ethnic minorities. There were reports that the predominant ethnic minority population in Dunfermline was Pakistani, in Glenrothes, Chinese and in St. Andrews the population was very mixed due to the influence of the University population.

#### **3.2 ACTION RESEARCH**

- 3.2.1 The largest part of the research was the action research project, the main strands of which were to investigate some of the services provided by the Regional Council from both the service providers' point of view and that of the service users.

The services involved in the working group at the outset were:

Fife Constabulary  
Education Department  
Social Work Department  
Personnel Services Department

3.2.2 A decision was made to try to extend the range of services involved by inviting Fife Health Board and the 3 District Councils to co-operate. This step reflected the recognition that health and housing issues were 2 major concerns for minority ethnic communities in other parts of the country.

3.2.3 Fife Health Board declined to become involved in the research project at this stage. The 3 District Councils all expressed interest and it was agreed that the scope of the research should be extended to investigate:

Housing in Kirkcaldy District  
Environmental Health in North East Fife District  
Leisure and Recreation in Dunfermline District

3.2.4 At this stage a Race Equality Working Group, comprising officers and members of the Regional Council and District Councils and local groups was meeting to discuss the research process. This group developed from that described in the Introduction and met throughout the project.

3.2.5 (a) *Service Providers*

The research into service provision took 2 forms.

(i) **Examination of Documents**

Services were asked to provide evidence of any anti-racist work or race equality initiatives being undertaken within their departments.

Four Regional Council departments submitted documents; Education, Social Work, Personnel Services and Fife Constabulary. Kirkcaldy District Council's Housing Department submitted a paper on a research project on ethnic minorities.

(ii) **Interviews**

Departments were also asked to identify a number of personnel ranging from top management or directorate level, to manual grades or clerical level staff who would be prepared to be interviewed using a standard questionnaire.



The main purpose of the interviews was to determine how much contact each service had with ethnic minority communities and whether there was a perception of racism as an issue at any level of the service.

Interviews were held with a total of 30 personnel representing 6 services:

Education  
Social Work  
Fife Constabulary  
Leisure and Recreation, Dunfermline  
Environmental Health, North East Fife  
Housing, Kirkcaldy

Topics covered by the questionnaire included:

1. Recruitment practices.
2. Training opportunities.
3. Promotion of service.
4. Policies.

General questions were asked in each section before the questions which related more specifically to ethnic minorities and racism. In addition, opinions were sought on various aspects of positive action. The respondent's experience of contact with ethnic minority communities and individuals was probed.

(Full details of the questionnaire are given at Appendix II.)

### 3.2.5 (b) *Service Users*

For the Researcher, allowing individuals from minority ethnic groups to speak for themselves was of paramount importance in identifying the views of service users. To this end, it was decided to try to make contact with as many people as possible, across Fife, to inform them of the research and invite their co-operation.

At this stage, a decision had to be made about what constituted an "minority ethnic group". It was decided to have a broad definition which was not limited to language, colour or length of residence in Britain. Anyone who considered themselves to be a member of a minority ethnic group was entitled to put forward views. Indeed an effort was made to ensure that Travelling People were aware of the research to enable them to make representation should they wish to do so.

Contact with Fife Education Department established that the main languages spoken by minorities were Urdu, Cantonese, Bengali and Punjabi. Posters publicising the research and leaflets detailing the research process were translated into these languages and distributed widely throughout Fife, through both statutory and voluntary agencies.

Initial reaction to this information prompted the researcher to organise a public meeting, which had not been in the original plan research, but which was considered to be a vital part of the "awareness raising" and information gathering part of the research. The action research thus adopted the following methods:

(i) **Public Meeting**

There were various reasons for deciding to hold this public meeting.

Initial responses to the information leaflet were in terms of racist attacks. Although it was not possible for the researcher to investigate claims of racist incidents, nor to offer ongoing advice and support for those who had experienced racist incidents, there had been some indication that a number of individuals from ethnic minority communities might themselves be prepared to form a mutual self-help group, and it was thought that a public meeting could facilitate this process, thereby providing a referral point to which the researcher could channel people in need of advice.

Publicity was translated into different languages and disseminated widely throughout the Region.

A representative from the Commission for Racial equality also attended the meeting and spoke of the work of Racial Equality Councils throughout Scotland.

(ii) **Group Meetings**

Participants at the public meeting were invited to inform the researcher of groups which might be interviewed to determine what the main issues were facing each community.

From this source, and from a number of others, such as the Adult Education Service, a number of group meetings were organised.

These were sometimes single interest groups, such as Asian businessmen or Spanish speaking women, sometimes mixed groups based on an ESL class. In total, 9 different groups, involving approximately 100 people, were interviewed, using a set of guided questions.

Interpreters from Central Scotland Community Interpreting Group were provided for some of the interviews.

(iii) **Individual Interviews**

Initially it had been intended to interview, in depth, 50 people from ethnic minority communities about service provision.

A postal questionnaire was ruled out because it was thought that it would generate a poor response and inaccurate answers. Random selection of names from the electoral roll was also ruled out because it was thought that an approach made on this basis might be construed as threatening. It was decided to draw on various sources and contacts already established, and by the "snowballing" technique try to construct a sample representative of the 3 Districts,

different communities, by gender and age. The proportional representation of ethnic minorities which had been identified by the ESL service in schools was also kept in mind.

Two adult education tutors with an interest in carrying out the interviews were recruited as interviewers because it was decided that people who already had understanding and experience of cross cultural communication skills would be preferable. A number of preparatory meetings were held with the interviewers and pilot testing of the questionnaire was carried out.

Unfortunately, due to illness, one of the interviewers had to withdraw from the project at the last moment. At this stage it was impossible to recruit another interviewer, but a total of 39 individual interviews were completed. (Full details at Appendix 3)

### 3.2.5 (c) *Racist Incidents*

From initial promotion of the project, reports began to emerge both from ethnic minority individuals and from professionals, of racist incidents of various kinds.

#### (i) **Report Form**

In order to collect the information on racial attacks for the research project on a systematic basis, a Racist Incident Report form was designed and distributed widely.

The form made clear that it did not take the place of a report to the Police, and that all racist incidents should be reported to the Police.

As well as asking for details of the incident, the report form attempted to determine the response of the agency involved.

At the Race Equality Working Group (see 3.2.4) meeting in October, 1990, Fife Constabulary reported that they had also begun to record racist



incidents. Previously they had recorded incidents, but not categorised them as racist.

(A copy of the racist incident report form is available at Appendix V.)

(ii) **Testimonies**

At times people reporting racist incidents had too much information to reduce to a Racist Incident Report Form. This necessitated the researcher meeting them and collecting their personal testimonies.

(ii) **Newspaper Survey**

Over a 3 month period, 8 local newspapers and 4 free papers were surveyed for reporting of racist incidents.

(iii) **Photographic Evidence**

To substantiate the reports of incidents it was decided to take photographs of racist graffiti, broken windows and damage to property over a 3 month period October-December, 1990. Towns and villages all over Fife were affected.

3.2.5 (d) ***Developmental Aspects***

The researcher acted as a catalyst to various groups throughout the research period.

(i) **Race Equality Working Group**

In keeping with the intention of the research to raise awareness of race issues within the services, it was decided to seek the ongoing involvement and support of an expanded Race Equality Working Group.

At the first meeting of the Group the members agreed that they would:

- (a) Provide support for the research worker in the development of the research process.

- (b) Discuss and approve the methodology.
- (c) Be involved in implementing the research findings.
- (d) Provide support for the promotion of race equality on the basis of the findings of the research.

This amounted to a long term commitment which obviously extended beyond the timescale of the research project.

The Race Equality Working Group met on a total of 5 occasions over the research period, at one monthly intervals. Initially membership was restricted to representatives from 5 Regional Council departments:

Fife Constabulary  
 Education  
 Social Work  
 Personnel Services  
 Chief Executive's

The Commission for Racial Equality was represented on the group by its Senior Officer in Scotland. Over the period of the research, membership increased to include District Council representatives, a representative from the Steering Group for Fife Racial Equality Council, Glenrothes Development Corporation and Regional Councillors who had expressed a special interest in race issues. Invitations were also extended to local ethnic minority organisations and a community interpreting group to send representatives.

The group will continue to meet beyond the term of the research project.

(ii) **Racist Attacks Working Group**

The Race Equality Working Group, at its meeting on 6th November, 1990 considered a report which had just been produced in Lothian Region,

**"Racist Violence: Advice and Support Services for Black Students in Lothian Region".**

This report recommended that an information leaflet or booklet giving advice to people who experienced racist attacks should be produced. Although it was felt that a leaflet in itself would not solve the problem of racist attacks, the group thought that it might raise awareness of the issues as well as giving practical advice.

A sub-group, the Racist Attacks Working Group, was set up with a brief to produce a leaflet by the end of March, 1991.

Since it is intended to regularly update the leaflet, the group will be reconvened at 6 monthly intervals.



(iii)

**Fife Racial Equality Council Steering Group**

This voluntary group has met regularly and plans to hold a public meeting to launch Fife Racial Equality Council in October, 1991.

The researcher has taken the role of consultant to the group. This close contact with the emerging group extended the range of ethnic minority individuals available for interview and therefore benefited the research process.

(iv)

**Community Interpreting Group**

A decision was taken early in the research to use an interpreting service from outwith Fife for group and individual interviews. Central Scotland Interpreting Service provided all translations and interpretations.

However, informal contacts with individuals involved in interpreting for Fife Education Department convinced the researcher that there was an interest and commitment to developing a service in Fife.

Exploratory discussions were held with Scottish Community Interpreting Development Group with a view to gaining their support. This consultation process is continuing.

(v) **Multicultural and Anti Racist Working Party (Education Department)**

From January, 1991 the researcher was invited to meetings of the Multicultural and Anti Racist Working Group convened by the Education Department. This group involves members of the Directorate, representatives from Secondary and Primary Schools and the ESL service. The group has been investigating ways of promoting the Multicultural and Anti Racist Policy which has been adopted by the Region, reminding Headteachers of their obligations under the policy.

The response to a questionnaire sent to all schools in the Region indicated that there was a major task in persuading senior management in many schools to acknowledge ownership and responsibility with regard to MCARE issues.



**SECTION 2 - THE DATA**

#### 4. ANALYSIS OF INFORMATION: STATISTICS

##### 4.1 INTRODUCTION - THE CENSUS

4.1.1 Although, as outlined in Section 1, investigation of the 1981 Government Census material is likely to be of limited value due to:

- (a) The length of time since it was undertaken.
- (b) The use of categories such as "Old Commonwealth" which make no distinction between ethnic origin of people born in these areas.
- (c) The growth in population of black and ethnic minority people in Scotland generally over the last 10 years due to increasing mobility from the South.
- (d) The improvement in road systems and the cost of property in Lothian which has resulted in a growth in the number of black and ethnic minority people living in Fife and commuting to Lothian.
- (e) The great increase in the numbers of overseas students who have been recruited at St. Andrews University over the last few years to keep the University financially viable.

it is important to discuss this briefly.

##### 4.2 THE ELECTORAL ROLL

4.2.1 Similarly, investigation of the electoral roll provides only an estimate of the ethnic minority percentage of population for the following reasons;

- (a) Many ethnic minority families are not registered on the electoral roll.
- (b) Only Asian and Chinese names can be readily picked out. Many black people have names which cannot be identified as different.
- (c) Women from ethnic minorities who have changed their name on marriage to British men cannot be identified,

but provides a starting point for the more detailed research.

- 4.2.2 The Scottish Office works on the basis that analysis of the electoral roll provides a figure which is a 10% underestimate of the true figure but The Scottish Ethnic Minorities Research Unit in Glasgow believe that the figure is a 30% underestimate of the true figure. The figures reproduced as Appendix VII are interesting because of their variations.

#### 4.3 *INTERPRETATION OF DATA*

- 4.3.1 The 2 tables at Appendix VII cannot be directly compared, since one relates to whole districts, and one to selected electoral divisions within these districts. The figures bear out that the electoral roll is a poor indicator of the percentage ethnic minority population. The fact that the percentage is smaller for Dunfermline town than it is for Dunfermline district, may indicate that many ethnic minorities live in the scattered communities around Dunfermline. If so, this may have particular implications for the service provision, since they are likely to be particularly isolated and vulnerable.
- 4.3.2 On the other hand it may indicate that the particular communities living in Dunfermline are not registered on the electoral roll. In other areas it has been accepted that the ethnic minority populations are increasing relative to the population as a whole.
- 4.3.3 In Fife, the evidence of ESL tutors and teachers suggest that areas on the south coast are particularly experiencing increasing migration from Lothian Region. It is therefore a reasonable supposition that the findings of the 1991 census will back up the assumption that the minority population of Fife is no less than 1%. This is in line with the national average for Scotland.



## 5. ANALYSIS OF INFORMATION: SERVICE PROVIDERS

### 5.1 DOCUMENTARY EVIDENCE

5.1.1 Analysis of written policy statements provide a useful indication of the philosophy, if not necessarily the practice of departments. Five departments submitted documents for study.

#### 5.1.1 (a) *Social Work Department*

Nine policy statements, relating to different client groups made no reference to ethnic minorities or to racism.

Two Social Work documents did mention race:

(i) "Any Questions - for Young People in Care"

In this document, there was a section on Race, as follows:

"Most young people who are in care in Fife will be British in nationality. Britain is now a nation of many different races, i.e. people whose origins are in other countries, who have different religions e.g. Asians, Africans, Afro-Caribbean, Chinese, European races and others.

It is your right as a young person in the care of Fife Regional Council to continue to speak your own language, to continue to have contact with people of your own race and to continue to practise your religion. This may affect the way you must dress, the food you must eat and many other customs. If you find that you are prevented from doing any of these things tell your Social Worker. At the same time, you should not suffer unpleasant or abusive remarks about the colour of your skin or any other form of racial harassment or discrimination."

(ii) "Open to Complaint"

This points to equality of access to information but does not specifically refer to racism or discriminatory practices.

- (ii) Social Work Training Department organised a training course in January, 1991 for management staff entitled "Anti-Racist Perspectives in Social Work". The course included information about legislation and investigation of and challenges to racism but there was poor take-up of this course from management staff.

5.1.1 (b) **Personnel Department**

The Personnel Department submitted several relevant documents.

(i) **Equal Opportunities Policy**

The Regional Council's Equal Opportunity Policy for Employment refers to race, along with sex, marital status, disability, religion and political beliefs.

(ii) **Monitoring Form**

A Monitoring Form has been in use since 1988 in conjunction with the APT&C application form, for posts graded above GS3, although the information collected has never been analysed.

A redesigned form has recently been introduced, including information for job applicants about what the Equal Opportunities policy means in practice. For people from minority groups it states that the Council "aims to eliminate racial discrimination from the Regional Council's employment practices" and "welcomes applications from the black and ethnic minority communities". In addition it recognises that black and ethnic minority workers sometimes suffer harassment and discrimination and promises that effective procedures exist to deal with complaints.

A recommendation has now been made that a procedure for analysing the forms should be introduced.

(iii) **Harassment Policy**

A draft policy currently being formulated points out that harassment is a disciplinary offence which should be acted on.

The policy gives a clear definition of what constitutes racial harassment, and sets out a procedure to ensure that all complaints are dealt with fairly and speedily.

In addition, 2 Equal Opportunities courses have a minimal Race Equality element:

- (i) Equal Opportunities in the Workplace.
- (ii) Equal Opportunities and the Law.

as do 3 other courses:

- (i) Induction course.
- (ii) Supervisory Skills.
- (iii) Selection Interview Technique.

5.1.1 (c) **Education Department**

Although a number of documents were available for examination, it is important to state that only (i) actually constitutes a policy document.

(i) **Policy on Multicultural and Anti-racist Education**

In 1988, the Director of Education convened a Working Party "to progress further guidelines for schools on Multicultural and Anti-racist Education".

This document was approved by the Regional Council and is now Regional policy. It states, "there is a need to identify, challenge and combat, through a planned and progressive educational programme, the misunderstandings and stereotypings which perpetuate divisive social and racist attitudes" before going on to consider attitudes of staff, relevance, in-service training and curriculum and resource review.

A questionnaire was circulated to educational establishments as part of a consultative process and indicated that while some headteachers were deeply committed to multicultural and anti-racist education, some had less positive views about the issues.

Three further documents with relevance to the needs of minority ethnic communities were examined:

(ii) **Meeting the needs of the 90's. A document compiled by ESL co-ordinators (Second Chance Education)**

This document is a plea from the co-ordinators for resources to provide a more effective service. They point out "Provision for the teaching of English as a Second Language in Fife has not kept pace with demand. Literacy and numeracy for the indigenous British population has been high on the educational agenda since 1973 when the Second Chance Scheme was launched and provision has been expanded as demand has increased. This has not been the case, however, in the field of ESL provision. Despite increasing numbers of students and volunteer tutors, ESL co-ordinators, in contrast to their ABE (Adult Basic Education) counterparts, continue to be employed on a part-time basis".

The report highlights the fact that there is no logical extension of the ESL instruction provided in schools up to the age of 16. Elmwood College, Lauder Technical College, Glenrothes College and Fife College make no provision for ESL classes.

Proposals made by the co-ordinators include improved marketing of the service, expansion of organised classes, standardisation of course content and training for voluntary tutors, structured on-going in-service training for the trainers and increasing emphasis on life-skills for the students.

The report concludes that "The development and encouragement of ESL in Fife is essential to the

development and encouragement of positive multi-cultural participation in the everyday workings of the Region "....."

(iii) **Bilingual Children in Fife Schools - Report of the ESL service 1989-90**

In this document the Co-ordinator of the ESL service reports on the activities of the staff and points to areas of concern. Although he states that thanks to the commitment of the staff "Fife has an ESL Service which is second to none", he is also acutely aware of the limitations of the service.

- (a) The service has to assign priority according to the needs of the individual child, which in practice means that children who have very obvious needs receive a greater proportion of support than second stage learners, who tend to receive less support than they need.
- (b) Without the addition of full-time posts, the support for many children and their teachers will remain tokenistic, despite the best efforts of the ESL staff. In addition, much support work is made less effective because of lack of consultation time with teachers.
- (c) There is a need for a properly co-ordinated interpreter service.
- (d) The employment of a Bengali teacher for 2 hours weekly is welcomed as an initiative which supports the first language of a small number of bi-lingual children in the Region.

The link between ESL work and multicultural and Anti-Racist Education is clear: "In their day-to-day collaboration with colleagues, the ESL teachers promote multicultural education for all pupils in the classes with which they are involved. The Service raises

teachers' awareness of the issues and makes resources available. Multicultural and anti-racist education forms an integral part of all in-service."

(iv) **Report on Training in by the Fife Scottish Community Interpreting Development Group**

The aim of this course was to introduce participants to the principles and practice of community interpreting in the area of education, through informal presentations, activities, discussions, case-studies and role plays.

It stressed the importance of the impartiality of interpreters, and pointed out that it was for this reason that most interpreting services are run independently of statutory bodies in order to create and maintain confidence in the service among minority ethnic communities and individuals.

5.1.1 (d) ***Fife Constabulary***

Since October, 1990 Fife Constabulary have adopted procedures to record all racially motivated incidents. Information is particularly sought concerning racially motivated incidents involving injury to persons or damage to property, but details of other incidents are required for record purposes.

(i) **Operational Memorandum 116/90. Racial Attacks (with Pro-forma; Report on Inter-Racial Incident)**

The "Guiding Principles Concerning Racial Attacks" which was circulated to the Force clearly states that "it is important for the police to deal with these matters promptly and efficiently and to monitor closely all that transpires".

The document also stresses the importance of letting people from minority communities know "that the police are fully aware of the problems and will do all they can to allay community fears by proper



counselling, by explaining their procedures for tackling racial attacks, by encouraging those affected to report attacks, and by appropriate action".

It stresses that "it is the response of individual officers on the ground which matters most" and suggests that "follow-up visits to complainants to explain progress, or even lack of progress, with an enquiry" is one way to avoid the impression that when an arrest is not made or if an attack has not been prevented, this is not because the police are not sufficiently concerned.

5.1.1 (e) *District Council Documents*

Neither North East Fife Environmental Health Department, nor Dunfermline Leisure and Recreation Department had any policy documents related to race.

Kirkcaldy Housing Department carried out an internal research survey into Race and Housing in January, 1987. Evaluation of the survey forms established that the greatest problem staff encountered was communication. 33 or the 44 respondents who had involvement with minority ethnic groups had had language difficulties, either in understanding the English spoken or in making themselves understood.

Cultural difficulties encountered included overcrowding and specific requirements for cooking and food storage.

Only 3 returns indicated racial harassment as a special problem, although 9 indicated "general social problems".

The report concluded:

- (i) that there were few "racist" incidents;
- (ii) that cultural difficulties could be attributed to a different life-style enjoyed by ethnic minorities and "must be tolerated as much as possible";
- (iii) language was the over-riding problem.

It recommended that a comprehensive directory of ethnic minority support groups should be compiled in order to provide an informed reference service and point of contact for training in the awareness of problems encountered by ethnic minorities, and to provide a supply of interpreters as and when required.

5.1.1 (f) *Glenrothes Development Corporation*

Glenrothes Development Corporation submitted an application form for a Glenrothes Development Corporation house, which includes a question on ethnic origin. It clearly states that the purpose of the question is to "make sure that there is no racial discrimination in the way we allocate our houses". The question is not compulsory. To date there is no monitoring of the information collected.

5.2 *INTERVIEW DATA*

5.2.1 The data from the interviews with 30 service providers will be analysed by section of the questionnaires as follows:

5.2.1 (a) *Recruitment*

When asked to comment on recruitment, 26 (87%) of those interviewed indicated that there was no need for any improvement in this area. Comments like:

"if advertising is reaching one group then it's reaching other groups as well"

reflected the feeling of a number of respondents, despite the fact that there was acknowledgement from 3 services that the existing recruitment procedures were not always followed for the recruitment of ancillary staff.

In terms of recruitment of ethnic minority staff, opinions on this ranged from one person who saw problems that:

"ethnic minority staff could be picked on"

to those who were concerned that it was:

"more important to get the right person rather than a token ethnic minority".



There was widespread agreement that:

"they should have the same chance as everyone else"

Positive action in relation to recruitment was not seen to be necessary and sometimes this was expressed in a way which indicated a degree of antipathy to such policies;

"they should be taken on their merits the same as everyone else"

5.2.1 (b) *Ethnic Monitoring*

In order to turn equal opportunity policy into practice, employers must monitor recruitment of staff. A question on ethnic origin in job application forms enables such investigation, through analysis of information, of whether there is adequate representation of minority ethnic groups in the workforce. Ethnic monitoring can, therefore, over a period of time, measure progress towards the achievement of racial equality in employment.

The concept of ethnic monitoring was, however, understood by less than half of the respondents. Only 5 (17%) realised that its purpose was to ensure adequate representation of ethnic minorities in the workforce. Nine (30%) believed it was undertaken only because it was a legal requirement or to comply with regulations, a form of:

"reverse prejudice"

A further 6 (20%) totally misunderstood its purpose.

seeing it as

"to discriminate against ethnic minorities"

Opinions were generally against ethnic monitoring, with only 10 (33%) believing it to be important.

Some respondents were suspicious as to the reasons for monitoring and saw "encouraging people to look on others differently" as a problem. Another depicted monitoring as

"a trendy thing ... I don't go along with that".

One of those who totally misunderstood the reasons for undertaking monitoring believed that monitoring

"would give a better idea if (employing people from ethnic minorities) would cause problems with existing employees".

Generally, acknowledgement of the need for ethnic monitoring was low.

5.2.1 (c) ***Positive Action Training***

Positive Action Training is a means by which people from minority ethnic communities are given access to training to develop their potential and to encourage them to apply for work in which their group is under-represented. It is designed to improve their chances in competition for jobs.

The concept of positive action training for people from minority ethnic groups was not widely known or understood. Six respondents had no idea what was meant, and a further 17 believed that it was not important to implement any kind of positive action training in Fife. Comments like:

"people should stand or fall on their own merits"

and

"if you set a standard ... you should maintain that standard"

indicate the general lack of support for this idea and misunderstanding of the concept.

5.2.1 (d) ***Consultation with Minority Groups***

Despite the lack of recognition of specific employment needs most staff agreed that consultation with minority groups was very important.

Over a third of respondents felt that minority groups

"shouldn't be singled out".

and another cautioned that

"a group formed for embittered people ... can be counterproductive".



The nature and purpose of consultation were thus frequently misunderstood.

5.2.1 (e) *Perception of Service*

It is interesting to note that when asked whether they believed the general public had an accurate perception of what their service provided, 13 (43%) of those involved in delivering services believed this to be the case.

When the same question was asked in relation to minority ethnic groups' perception, 14 (47%) believed that minority groups had an accurate perception.

Some respondents considered that minority communities were no more, or less aware of their services than the general public.

5.2.1 (f) *Contact with Minority Ethnic Groups*

28 (93%) of all those interviewed believed that their service did have contact with minority ethnic clients although 3 added that the contact was very limited.

25 (83%) had had direct personal contact with minority ethnic clients, although it was generally very limited or occasional contact, often a one-off situation.

5.2.1 (g) *Discrimination*

On the basis of this experience, 25 (83%) of all respondents agreed that there had been no experience of direct or indirect discrimination in relation to provision of services within their own department.

Of those who did report discriminatory incidents one referred to office staff who:

"when a foreigner comes in the office staff tend to panic"

and another to staff attitudes being

"totally different (for ethnic minority clients)".

This person reported that no action was taken by management in relation to a complaint made about a racist incident.

5.2.1 (h) **Needs of Minority Ethnic Communities**

Just over half (17) of the respondents believed that minority groups in Fife did have specific needs, even though on the part of one respondent this was a grudging recognition:

"It's difficult to satisfy certain members of minority groups. Some feel they are persecuted. ... They identify behaviour as racist when it isn't."

Most respondents identified language needs as the most apparent, but culture, religion, social isolation and help to combat racism were also mentioned.

The more specific questions about these same issues produced a more detailed picture.

- (i) **Language.** 19 (63%) of respondents agreed that language was an issue of concern, although one accused minorities of

"a deliberate attempt to hide behind the guise of a communication problem"

and others thought that

"where they don't want to understand they make it an issue".

"sometimes communication appears to be a problem, but you're never sure if it is or not".

A number of people made the point that despite language difficulties

"we've always managed to get the point across"

or

"it hasn't been an insurmountable problem"

but one person did admit

"sometimes I'm not sure after an interview if a person has understood".



- (ii) **Culture and Religion.** 13 respondents (43%) recognised that religion and culture caused problems for minority ethnic groups in their expectations of service deliverers.

An interesting point arose in relation to Social Work. It seems that a large number of Chinese children (approximately 30) are being privately fostered in the Glenrothes area, and it is feared that the parents of these children are unaware of the laws in this country which govern private fostering arrangements. The children are often placed just after birth and remain with their foster parents until they leave school, sometimes with very limited contact with their parents. A social worker concerned with some of the children stated that because of the different culture, the situation was being accepted but,

"if they were British we wouldn't have allowed it".

A number of respondents made reference to the occasional problems associated with

"constantly cooking curries".

- (iii) **Racism.** Only a third of respondents (10) acknowledged that race was an issue.

"you'll always get the individual who thinks (he's picked on) because of his race or colour"

and

"... black bastard or Paki bastard. It's difficult to quantify that as racist in the eyes of the perpetrator".

Reports of racist jokes being told in the staff room in front of a young Pakistani trainee, indicate that racist incidents do occur.

5.2.1 (i) *Positive Action*

The question on "positive action" referred to any initiatives within services which had the purpose of reaching out and targeting minority ethnic groups.

22 respondents (73%) knew of no steps which had been taken by their service to do this. Apart from a small number (3) of respondents who were aware of regular, ongoing action in the form of language support and parental contact, most respondents knew of only irregular or one-off occasions when interpreters or translated information had been made available for clients. Five Constabulary can make interpreters available but they were frequently not regarded as necessary by officers. There was also evidence of assumptions being made that if there were needs, these would be being met by someone else. For example, talking of school meals:

"I would have thought that if there are particular dietary requirements that these would be taken account of".

There was no suggestion of who should do this.

When asked to give an opinion about regular use of interpreters, 21 (70%) of respondents believed that this would be beneficial. A further 3 admitted the need for interpreters, but thought that family members or friends could be used.

In particular, many Social Work and Education staff interviewed thought that access to interpreters would be useful.

A number of respondents from the other services expressed reservations about the use of interpreters at all, believing that they created

"an artificial barrier to communication".

In relation to the provision of translated information, 20 (67%) of respondents thought that it could be useful.

The suspicion that minority ethnic groups make a pretence of not understanding arose again however in response to this question, with one respondent commenting,

"when everything goes well they understand, whenever anything goes wrong the language problem suddenly arises".

Only 13 of respondents placed great value on having access to ethnic advisers, although a further 5 were prepared to admit that ethnic advisers might be able to provide a useful service.

Some Education Department staff believed that they already had access to ethnic advisers, in the staff of the ESL service.

5.2.1 (j) *Training*

Some of the preceding comments perhaps reflect the fact that only 3 of those interviewed had received any training into the needs of minority ethnic communities, and only 4 had ever taken part in anti-racist training, mostly in previous employment. The few who had experience of training in these issues in Fife either stressed its low priority or hinted at the minimal extent of involvement.

In contrast, 13 of those interviewed believed that training in these issues was important, although some of them qualified that statement by saying that it was not necessarily a priority in Fife. A number of people however made the point that although there was not a high percentage minority ethnic population in Fife, the high level of mobility in the labour market made it important for all employees to consider these issues. There was a marked difference between the responses to this question from the different services.

On the one hand anti-racist training was seen as important but on the other hand was regarded as

"to raise awareness and fight complacency"

as against viewing training as

"another string to your bow"

rather than in terms of the benefit to minority communities.

All the police referred at some time to the fact that their general training was



"always based on priority, fairness and equality"

and that they were expected

"to try to deal with all people in a like manner".

There was a general suspicion of anti-racist training. One person admitted

"it's not something I would volunteer myself for".

"I can't recall any incidents we've had of racism"

and

"I find them easy enough to get along with"

indicate an unwillingness to look at the situation from an other point of view. Others believed that training might be important if there was a large influx of minorities into Fife or

"if you have someone very much against (ethnic minorities)".

In one department, not one of those interviewed had received any training in their present situation on these issues and neither did any of them think that training was important in the present situation.

5.2.1 (k) *Policies*

21 (70%) of respondents recorded that their departments had no specific policy on minority ethnic groups or on racism, 5 (17%) made reference to equal opportunities policies and the remainder did not know what the situation was.

Two-thirds (20) of the respondents did not think that it was important to have policies. One person protested that an existing equal opportunities policy was meaningless rhetoric, and quoted the lack of access for people with disabilities at a Council building as the reason for this view.

## 6. ANALYSIS OF INFORMATION: SERVICE USERS

### \* 6.1 PUBLIC MEETING

- 6.1.1 The meeting was held on the evening of 29th October, 1990 in the Glenwood Centre, Glenrothes.
- 6.1.2 Thirty-six people from different communities and different areas of Fife attended, although Asian women were not well represented. The main purpose of the meeting was to inform the communities of the research and to ask for their co-operation. The main feeling expressed by the participants was not discrimination in the provision of services but fear of racial attacks and doubts about the commitment of the police to acknowledge and stamp out racism.
- 6.1.3 After the official business of the meeting there was a general discussion on what the minority ethnic communities could do to help themselves. In view of the information which Mr. Martin Verity, the Senior Officer of the Commission for Racial Equality in Scotland, had given the meeting about Racial Equality Councils in other parts of Scotland, the meeting agreed to form a steering group to establish a Racial Equality Council in Fife. This will be more fully discussed in Part 3.

### 6.2 GROUP MEETINGS

- 6.2.1 The nine group meetings (see Appendix VI) proved to be a rich source of information, not so much for details of problems and incidents but more for a general impression of the situation and suggestions for future action. In particular, the 3 meetings (Asian women in Ballingry, Asian businessmen in Rosyth and Chinese family in St. Andrews) which were facilitated by an interpreter proved to be extremely fruitful.
- 6.2.2 Three groups (Spanish speaking women, Asian women in Ballingry and a mixed group in Glenrothes) were based on an ESL class. In every case the class tutors commented on how the participants seemed to be energised by it. On 2 occasions the researcher attended meetings which had been arranged for another purpose and was given the opportunity to talk to members of the groups. (St. Andrews University Overseas Society and Bengali Cultural Association).
- 6.2.3 The group in Glenrothes included British women whose partners or children were black. This group was probably the most vociferous in highlighting



racism and discriminatory practices. Three groups represented professional interests, (Baha'i, Bengali Cultural Association, St. Andrews University Overseas Society) 2 groups represented the business community (Asian businessmen, Chinese) and three groups (Asian women, Spanish speaking women and ESL group Glenrothes) were specifically for women.

6.2.4 A number of issues were common to most groups:

6.2.4 (a) *Racist Incidents*

In most groups there was an initial reluctance to air problems. Phrases such as

"I don't bother anyone"

and

"I don't want to give trouble"

were fairly common. However, most people seemed to gradually awaken to the fact that this was an opportunity to raise concerns, and seemed to appreciate being involved in the discussion which developed, to the extent that it was sometimes difficult to draw the meetings to a close.

All groups acknowledged that racist abuse was common even although it was not a personal problem for some, particularly those with professional status.

The level of abuse experienced ranged from verbal abuse to serious physical assault. Few people bothered to report incidents, even although a number of people thought that the situation was getting worse, and one, reporting a great fear of going outside, said

"you shouldn't have to live with that".

As an African woman said

"There is racism. It's getting worse but a lot of people just put up with it. We hope something will be done. We are here to stay".

6.2.4 (b) *Women's Experience*

Another fairly common problem for women from minority groups was isolation and loneliness in areas where they were cut off from their own support networks and were unable to access local ones. There is no doubt that a

poor command of English contributes to this difficult situation. However, there were also humorous stories of ingenuity in how to cope in a strange environment when unable to understand the language.

One woman in temporary hotel work commandeered a road sweeper at 6.30 a.m. one morning to read a note of instructions which had been left for her.

The women, in general, did make light of their problems but underlying the humour were serious difficulties. The woman who said

"I survive now"

perhaps best summed up the prevailing mood.

#### 6.2.4 (c) *Education*

The service which was raised more than any other in the group discussions was education.

There were many reports of racism in the playgrounds but no apparent consistency in tackling this. Some schools handled the problem well, and some denied its existence despite continual evidence to the contrary. One school was quoted as saying

"if it happens outwith the class or in the playground then it's not our concern"

This inconsistency confirms the findings of the questionnaire circulated to all schools by the MCARE Working Group (See para. 3.2.5(d)(v)).

This situation resulted in some Asian mothers having to ensure that their children were escorted to and from school without fail, to avoid the threat of racist attacks.

There were a few instances quoted of teachers being discriminatory towards black pupils; and a report of a problem at a further education college. The student required a degree of language support which was not provided and therefore had to give up, feeling

"it was my own fault. I'm the one who was stupid".

When, in fact, she had been enrolled in an inappropriate class.

Another cause for concern was the lack of awareness amongst some teachers of the positive aspects of bi-lingualism, offensive stereotyping and ignorance about different cultures. One mother reported

"The teacher brought a book with pictures of African mud huts to the house and said she'd brought it because it would be more familiar to my children. I found that very offensive because my children were brought up in a modern house in a modern city. We were educated about the history and culture of Europe but some teachers here are very ignorant about other cultures and countries".

Another made a brave attempt to influence the teacher's thinking.

"One of the teachers thought it was silly having reading books with Asian names. 'How can a 5 year old learn to say Razia or Zaheed?' So I said to my friend 'That's a good idea putting coloured children as well as white children in the books, it will learn other children to know all children are equal no matter what colour they are'. The teacher did look at me, but she never said anything".

Another point which emerged on a number of occasions was that while there was awareness of what grants might be available there was little awareness of how to get advice about grants and how to apply. There seemed to be no easy dialogue with the schools, which would be the most obvious place to go for advice.

One person mentioned as an issue the fear that his children might be corrupted by their peers at the local state school. For this reason he was now sending them to a private school in Edinburgh.

A number of positive proposals were made at these meetings which will be discussed in the following section.

#### 6.2.4 (d) *Police*


The 3 groups which represented Black and Asian groups (in Rosyth, Glenrothes and Ballingry) had most experience of racist attacks, and it was mainly, although not only, from these groups that complaints were made about the handling of racist incidents.



People in these groups relayed their perceptions of the extent of police commitment to combating racism, the level of racism within the police force and their confidence in the level of support given to them by the police in the face of regular harassment and sometimes serious incidents. The frustration which this perception generated made those who reported it:

"wish to take the law into their own hands".

Specific concerns which were raised included:

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- (i) The apparent length of time taken to respond to calls for assistance. Some respondents felt racist incidents were given low priority.
  - (ii) The suggestion that calls for assistance were sometimes ignored.
  - (iii) The suggestion that the action taken may not actually stop the behaviour.
  - (iv) The perception that the police would side with the perpetrator and the suggestion that they might assume black people were dishonest.
  - (v) The prevalence of the attitude that "there's nothing we can do about racist attacks".

The general feeling within these groups was summed up by the person who said

"there's no point in reporting attacks to the police".

A number of people mentioned that they were frightened to report incidents because they thought they might antagonise the police, and they were frightened to charge offenders in case they were victimised further. One Chinese woman reported:

"we're frightened to report incidents to the police because they might revoke our late licence if we make complaints. On one occasion the Inspector told the youths to go home then shouted at us. He asked us for the names of the boys who caused the trouble - but he'd already allowed them to go".

Another person told of how, having reported a customer for stealing drink from his shop on a Sunday, he himself was warned not to sell drink on a Sunday.

6.2.4 (e) *Social Work*

In none of these meetings were Social Work Services raised as an issue. In some cases this was because there was no need for involvement with Social Work but in others there was little awareness of what was available or possible.

6.2.4 (f) *District Council Services*

There was little to comment on in relation to Council services in general, except that many people were unaware of where to make appropriate contacts for services.

A number of people however reported problems with Housing Departments.

1. In some areas constant attacks on property and the length of time taken to get repairs done meant that buildings were in a permanent state of disrepair, e.g. broken windows.
2. There was a general lack of understanding about the points system.
3. There was little awareness of housing procedures and rights of tenants.
4. One victim of harassment was rehoused following a spate of racist incidents. She felt that the perpetrator should have had to move.

A few people used libraries. One woman taught herself to read English by memorising words and studying books with the aid of an English/Spanish dictionary in a library, but the overall impression was that little use was made of library facilities by minority groups interviewed. Most people were unaware that they could request books in their own languages.

Few people made any use of recreational facilities provided by the District Councils, apart from parks. Many did not see these facilities as being relevant to their needs.



In relation to Environmental Health Departments there were a few cases reported of customers trying to blackmail shopkeepers by fraudulently acquiring out-of-date stock and threatening to complain to Environmental Health. The perception of the people concerned was that in any case of doubt, officials from the Environmental Health Departments would side with the person making the complaint rather than the shopkeeper.

6.2.4 (g) *Other Issues Arising*

A number of other areas were mentioned at these meetings:

**Health Services**

The issue of health services was very important for many of the women. Numerous incidents were quoted of women going to see General Practitioners or hospital doctors unable to describe accurately their problem. It was not always appropriate or possible for them to involve a family member as an interpreter. At its most extreme, this created a situation where one woman in extreme pain in hospital,

"could say nothing. I couldn't speak. They never knew"

Others coped by treating themselves:

"I never went to the doctor's at all"

and one described how she had armed herself with a dictionary before visiting her GP. Women in one group were in the extremely fortunate position of having access to a doctor who spoke their own language and had a similar cultural background. In general women were very appreciative of the efforts of health visitors to assist them.

A related problem which emerged, although it was not always made explicit was that many women had low expectations of their right of access to services. They seemed willing to put up with things, to "get by" and "not to bother" anyone. One result of this was that some women became depressed by what they saw as their own failings. This created a vicious circle in which lack of self-worth reduced their ability to cope.

Not all women of course were caught in this trap, but for some, feeling cut off from medical services seemed to be particularly threatening.

### **Employment**

Five of the groups referred to discrimination in employment as a major problem for minority ethnic groups. The perception is that in Fife, even with good qualifications it is difficult to get employment and for anyone lacking in self-confidence it is virtually impossible. Qualifications and experience gained overseas are not taken account of. "Equal opportunities" exist where they do, in name only, and black or brown skin or an unfamiliar name is seen as a definite handicap in terms of both job opportunities and career advancement.

*Ref. 1/10/11*

One person said:

"they wouldn't give the job to a foreigner - too many unemployed".

One woman who had with the help and encouragement of her Scottish husband found employment described how:

"some look at me like I come from another planet".

### **Immigration**

A number of people had experienced problems in relation to immigration. Although they were aware that this was not the responsibility of either the Regional or the District Councils, they were unsure of where to go for advice, and regretted that there was no local office to which they could seek advice.

### **Community Charge/Rates**

Difficulties were expressed about understanding the Community Charge and the business rating system.

### 6.3 INTERVIEW DATA

Thirty-nine individual interviews took place. (See Appendix IV for questionnaire.)

- 6.3.1 In relation to the general questions about knowledge of services, the level of information was poor. As might be expected, those with professional backgrounds had better information than most.
- 6.3.2 People had little knowledge about Social Work services, with 29 (74%) recorded as having a very low level of information. Fife Constabulary fared slightly better with only 22 (56%) of those interviewed having a low level of information. Education, not surprisingly had the highest profile, with only 15 (38%) of the sample having a low level of information of the services available.
- 6.3.3 29 (74%) of the total had a poor understanding of Regional Council services and 31 (79%) had a poor understanding of District Council services.

A number of points arose which applied to all services.

- (i) None of the services were seen to reflect the multi-ethnic population of Fife.
- (ii) None of the respondents were aware of services printing general information routinely in other languages.
- (iii) None of the respondents were aware of services offering interpreting facilities routinely although there was awareness that the police have access to interpreters for court appearances.

Some points relating to specific services are discussed in more detail below.

#### 6.3.4 Personnel Services (Regional Council)

There was little evidence of people applying to work for the Regional Council. Nine people had considered making application, and of those only 6 had actually applied. Three people thought that they had been discriminated against in their applications. One received no reply in response to an application to be a Home Help, but has now heard that



"it's best to be involved in a church to get a job as a home help".

Another thought that she had not been interviewed for a cleaner's job

"because I'm Pakistani"

The third person also believed that she was discriminated against because of her colour.

Two full time and 2 part time employees of the Council were interviewed. Both full time employees thought that they were discriminated against in terms of people's attitudes. One suggested that each service should have a clearly defined policy with no flexibility for management to impose their personal views, the other suggested that there should be an active policy of recruitment within minority communities, to counteract the white male-dominated upper management of services.

#### 6.3.5

#### Police

28 (72%) of all those interviewed believed that they had been the victim of racist incidents, and almost half (13) of these stated that they were the victims of regular racist incidents. Only 7 had reported incidents to the Police.

There were various reasons given for not reporting incidents, ranging from "because people are sick", to complaints about the length of time police take to respond, fear of "being picked on" and fear of "causing trouble", to the belief that it "wouldn't do any good". Many of the comments echoed those which emerged at the group meetings (para. 6.2.4(a)). 12 of those interviewed said that they were dissatisfied with the police response to racism, although only 3 had made a complaint against the police. One man reported how he had telephoned the police 3 times, but got no response. He stated that he ran to the police station himself and was told that no-one was available to help.

Another who reported trouble from teenagers hanging around his shop was asked "where do you expect them to go?".

Although it must be pointed out that a larger number of people were satisfied, the issues raised by those who were not must be acknowledged as the perceptions of almost a third of respondents should be addressed.

A number of people suggested that vandalism was a sign of a growing interest in fascism and that the police should take greater overall interest in minority communities, should make themselves visible to these groups and should become more involved in community affairs.

#### 6.3.6 Education

Only one of those interviewed had attended school in Fife, which points to a high level of migration into the area. However, 21 had made use of some kind of adult education provision, usually through the Second Chance, English as a Second Language class. This percentage was also boosted by those associated with the University, many of whom attended the private classes at the Language Centre in St. Andrews. Respondents did, however, have experience of the education system through their children. Eleven had children at nursery school, 25 at primary school and 8 at secondary school.

\* The level of use of such services as Community Education, Careers Service, support services and Youth Training Scheme averaged 21%, although this may not indicate regular use of the services.

\* It is interesting to note that information came to the researcher that an investigation of recruitment for Youth Training Schemes and Employment Training Schemes in Fife showed that there were no participants from any minority ethnic groups in those schemes.

Answers to the questions on religious and cultural needs were interesting, in relation to the Pakistani community. 12 out of the 13 interviewed said that they had distinctive religious needs and 10 said they had distinctive cultural needs which they considered were not being met by the educational system.

In particular, attention was drawn to the classes organised in the Mosques every evening from 5 p.m. to 7 p.m. for Pakistani children to learn Urdu and Arabic; to the fact that very often the major Muslim festivals fall within the school terms, and to the lack of interest shown in different cultures by some, but not all, teachers.

The interviewer reported that there was a level of concern about the amount of English as a second language tuition which was offered.



"It is certainly offered to those who have little or no English, but once a basic level of fluency is achieved pupils seemed to be left to cope."

The lack of bilingual support teachers in schools and the few opportunities available for students to study their mother tongue to Higher Grade were identified as problem areas.

Just over half (22) respondents believed that they had experienced racism in education, but

"it was most frequently centred on the playground or on the journey to and from school".

and only a quarter of these had actually made a complaint.

#### 6.3.6 Social Work Services

Although 28 of those interviewed said that they were aware of Social Work services such as residential care, meals on wheels, home helps, services for people with disabilities, for people with a mental handicap, welfare rights and child care, only 3 services were identified as having been used.

Three individuals said that they had used the service for people with a physical disability, 8 had used the Welfare Rights Service and one had used Child Care services after the birth of a child.

There was some indication however of mistaken identity and it is suspected that some people included Child Benefit as a "Welfare Rights" service provided by the Council.

Although no respondent claimed they had been discriminated against because of their language, religion, culture or colour, from the comments made the interviewer recorded that

"the general impression (of Social Work) was that it was not meant for them and that it offered nothing to anyone except the white, Scottish community".

Respondents in touch with Social Work had not been offered an interpreter and felt unclear about their involvement and their rights. In order to address this, a number made pleas for speakers of minority languages to be employed, for information about what is available to be translated into minority languages and for Social Workers to be trained in cultural awareness and anti-racism.



### 6.3.7 District Council Services

The interviewer reported that

"services provided by the District Councils were not known until explained".

As might be expected, very few people had dealings with either Environmental Health Departments, Planning Departments and Economic Development. Waste disposal on the other hand was used by almost everyone.

16 of those interviewed had been in contact with Housing Departments, but only 3 on a regular basis.

There was confusion about the distinction between libraries and leisure facilities belonging to the University of St. Andrews and those belonging to the North East Fife District Council. This means that the relatively high number of 16 (41%) who claimed to be in regular contact with the Library Service and the 18 who claimed to be in regular contact with the Leisure and Recreation Service are not an accurate reflection of the situation across Fife, and the percentage of people from minority ethnic communities who use these facilities in other districts is likely to be lower than this.

Almost half (47%) of those who had had contact with housing departments expressed dissatisfaction, reporting comments from staff such as "we place our local people first". In contrast, most people said they were satisfied with the service from both Leisure and Recreation and Libraries and Museum Services.

Despite the fact that only one third of those interviewed said that they had had access problems due to language difficulties, the interviewer was acutely aware that in some cases the access problem was disguised by the involvement of an ESL tutor or a health visitor.

## 7. ANALYSIS OF INFORMATION: RACIST INCIDENTS

### 7.1 REPORT FORMS AND EXTRACTS

7.1.1 A total of 40 forms recording incidents were logged, but these represent a small minority of incidents which were known. Some people verbally reported incidents which they did not wish to record on paper and most people who did complete forms were not recording specific instances but regular occurrences. In addition, very few of the examples of graffiti which were photographed were recorded in the incident forms and incidents reported at group meetings and individual interviews were not logged.

7.1.2 The types of incidents recorded included:

- (a) harassment
- (b) physical assault
- (c) damage to property
- (d) graffiti
- (e) verbal abuse

Most people reporting incidents were dissatisfied with the agency response.

7.1.3 The following are extracts taken from Racist Incident Report Forms:

- (a) From Central Region Racial Equality Council:  
(about Dunfermline)

"We received a report from an Iranian that his friend had been badly injured by a white man in his take-away in Dunfermline. The victim is now disabled, brain-damaged with the loss of one eye. He did not receive any help with advice regarding compensation."

- (b) From a Kirkcaldy shopkeeper:

"Gangs of youths constantly harass my family by throwing eggs at property, splashing paint over vehicles, slashing car tyres, writing graffiti on walls, shouting abuse, putting superglue in the shutters of doors."

(c) **From a Glenrothes mother:**

"He was beaten up at the town centre a week or so ago, and left unconscious. The boys who did it are from his school, and took some of his money. According to people who saw it they did it 'cause he's a Paki'. My son was taken to hospital with head, leg and stomach injuries."

(d) **From a woman in Buckhaven:**

"I've been driven from this community. I'm terrorised by racism."

(e) **From a child (Methil):**

"He started punching my dad and he hit him with a tin of soup. The other 2 boys held on to my dad to stop him hitting the other boy. This boy carried on punching my dad until they let my dad go and went out of the shop."

"I was really shaking when the boys came into the shop. I was very frightened. I did not know what to do."

(f) **From retired couple (Tayport):**

"I noticed that the outside light was on. It had been triggered by 2 young men and a dog in the street outside. I went to look and found the following inscription on the fence: 'F--- (swastika) ALDOF: GO HOME KRAUTS: GO HOME FRITZ'."

(g) **From a businesswoman (Kennoway):**

"We have had excrement pushed through the letterbox. Whenever we paint over graffiti it is immediately replaced. I've been pushed to the floor in my own business, my niece was cut with a razor and my husband was chased, held down and badly kicked. We had someone demanding £200 - or else."

(h) **From mother in Ballingry:**

"Racism is a big problem in the school. Some boys called the girls 'chocolate face'. I told the teacher and she said she'd warn them, but she didn't. I feel that my girls are not safe. They're always being picked on at school. I worry about what might happen if I couldn't collect them from school."

## 7.2 PERSONAL TESTIMONIES

7.2.1 Six people talked with the researcher at length, cataloguing racist incidents which had taken place over a number of years and describing the effect this has had on their everyday lives. Obviously the effects differ according to the victim, but in all cases anger and resentment were the most obvious products of abuse.

7.2.2 The perception previously discussed that the Police sometimes failed to recognise the seriousness of the situation was raised again.

One child reported that after a serious assault on his father

"Then my Dad phoned the police. He had to phone 3 or 4 times before the police came. When they came they took a statement from a customer and went away. The boy then came back and threw a brick through the window. When my Dad phoned the police again, they said "you are just phoning to annoy us".

7.2.3 Victims believed that the police did not investigate racially motivated incidents properly, and failed to inform the victim of subsequent action if any was taken.

7.2.4 One woman who had been protected from violent racism by the fact that she was from a middle class home nevertheless had been victimised at school because of her colour. Despite the fact that her parents had tried to instil pride in her for her different culture, she had tried to scrub her skin in order to wash away the colour.

7.2.5 Lack of willingness to get to know people with different backgrounds was identified as an attitude which caused problems.

"People shouldn't judge a person just by what they see. The ones who run my children and I down don't know us, they never take time to."

7.2.6 People attempt, with varying degrees of success, to maintain pride and self respect in the face of constant victimisation and defiantly assert their right to contribute to society

"Some of us strangers may have an accent, or different colour of skin or hair - but we are all able to assimilate, to prosper. We add to the culture of this country, to the mixture of race, temperament and health".



- 7.2.7 One testimony amounted to 21 hand written A4 pages cataloguing a series of events across the years and ending with a plea.

"It won't ever stop until people who aren't racially harassed/abused start taking notice and realise that there is a very large and serious problem in Fife. People who are racially harassed/abused nearly always don't report it, because nothing gets done. We are treated like third class citizens and made to take a back seat while the bullies and loud mouths get the law on their side."

### 7.3 **NEWSPAPER SURVEY**

- 7.3.1 The Courier and Advertiser and the Glenrothes Gazette both showed interest in the development of the research project. The Courier and Advertiser carried 3 factual reports on the proposed initiative, the public meeting and the Racist Attacks Advice leaflet. The Glenrothes Gazette reported the public meeting. Both papers also reported on the second meeting of the Steering Group for Fife Race Equality Council.

- 7.3.2 An article in the Courier and Advertiser reported on an application for a licence by an Asian shopkeeper. Although it was reported that one of the objectors had objected on the grounds that the applicant was not a local man, this was not given as the grounds for refusal of the licence.

- 7.3.3 A letter in Fife Free Press from "Flyers fan" commented on the racist behaviour of fans at an ice hockey match between Fife Flyers and Whitley Warriors, and urged the management of Kirkcaldy Ice Hockey Club to make a statement decrying the behaviour. It commented,

"animal noises made by these brainless louts reflected their own ignorance and prejudices ... it left a nasty taste in the mouth".

- 7.3.4 Fife Free Press, the Courier and Advertiser and East Fife Mail all followed the progress of a situation following an assault on an Asian shopkeeper. The newspapers particularly highlighted the remarks of Sheriff Christie who issued a stern warning to racist offenders,

"this is outrageous behaviour and cannot be tolerated". Sheriff Christie warned, "I'll warn you now - if there's any repeat of this offence ... I will come down on you like a ton of bricks. I

mean any offence with the slightest, remotest relationship to people who are not what you take as a person of your own race. It is totally unacceptable ... These people are entitled to live in peace and not be constantly harassed by the likes of you".

#### 7.4 PHOTOGRAPHIC EVIDENCE

- 7.4.1 Photographic evidence of racist graffiti and damage to property was recorded on an ad-hoc basis. When the researcher was informed of sightings of graffiti and when it was possible to do so, it was recorded. Although the record was not kept in any systematic way, evidence of damage was collected from towns all over Fife. Lower Methil, Kirkcaldy, Ballingry, Tayport, Leslie, Leven, Burntisland, Kennoway and Dunfermline were all affected.
- 7.4.2 National Front signs were the most prevalent although other slogans included "White Power", "Pakis go home", swastikas and "Wogs out". Evidence of damage to property included paint splashed on homes and vehicles, superglue on door shutters, eggs smashed against walls, windows broken and shop signs broken.
- 7.4.3 Some shop premises have had to be turned into mini fortresses with back windows bricked up, doors and windows shuttered and alarm systems fitted. Pakistani shopkeepers and Chinese Carry-out premises seemed to be particular, though not the only, targets.
- 7.4.4 SUMMARY
- It is clear from the foregoing analysis that some of the documents examined do reveal an awareness of the need for action to combat racism.
- 7.4.5 In addition, the verbal/written evidence indicates that a number of important issues are raised which require consideration. These will be discussed in more detail in Section 3.



**SECTION 3 - IMPLICATIONS OF FINDINGS AND  
RECOMMENDATIONS**



## 8. UNDERSTANDING RACISM

### **8.1 LEGISLATIVE FRAMEWORK**

- 8.1.1 The legislation in relation to promotion of equality was outlined in Section 1 in the context of the experience of racism, other legislation must also be taken into account.
- 8.1.2 The numerous immigration and nationality laws, starting with the Commonwealth Immigrants Act of 1962, have been endorsed by both Labour and Conservative governments and have consistently added more and more restrictive measures for black families. Although they do not explicitly state that they intend to discriminate against black people, this is their effect.
- 8.1.3 The various Commonwealth Immigrants Acts withdrew the automatic right of British Commonwealth citizens to enter and settle in Britain, and created 2 categories of British passport holder.
- 8.1.4 The Immigration Acts continued this process of selection and exclusion; introducing further restrictive measures to limit immigration from Commonwealth countries to the UK while simultaneously making provision for the free entry of EEC and other foreign nationals.
- 8.1.5 These laws discriminate against black people from Commonwealth countries, many of whom have long-standing connections with Britain. They exemplify institutionalised racism which perpetuates the belief that black people are inherently inferior and can be treated less favourably than white people.
- 8.1.6 Set against these are the laws designed to safeguard the security of black people living in Britain.
- (a) Reference has already been made to the Race Relations Act (1976) which makes it unlawful to discriminate directly or indirectly on the grounds of colour, race, nationality, ethnic or national origin.

The Act prohibits both direct and indirect discrimination in employment and in the provision of services, although it stops short of making discrimination a criminal offence. Victims can make a complaint to an Industrial Tribunal or to a Sheriff Court to recover compensation or damages.

As an attempt to change attitudes it is part of a wider movement towards eliminating discrimination generally. At best, it provides encouragement for local authorities who wish to eliminate racist practices, but it lacks credibility as a statement of political commitment to racial equality.

- (b) Certain activities, such as the use of threatening, abusive language or behaviour and the publishing of threatening, abusive or insulting material, are a criminal offence under the Public Order Act 1986, if racial hatred is likely to be stirred up.

When a complaint is passed to the police, they decide whether to charge the perpetrator, then pass the information to the Procurator Fiscal who is responsible for instituting criminal proceedings in the Courts.

## **8.2 HISTORICAL CONTEXT**

- 8.2.1 Attitudes towards black people today have been created by the historical involvement of this country in the political and commercial exploitation of continents which created the "British Empire".
- 8.2.2 The political relationship of dominance reflected and supported the belief that the British way of life was inherently superior to all others. Because colonised peoples were seen as "primitive" and "savage" with inferior religious and moral values, they could be treated as sub-human and be bought and sold like commodities as slaves.
- 8.2.3 These attitudes were perpetuated and spread through the educational system and the churches and were reinforced by the experiences of Scottish soldiers enlisted in the controlling armies of the Empire. The thinking of people today is still influenced by these deeply rooted beliefs in the superiority of white European culture.

## **8.3 INSTITUTIONAL RACISM**

- 8.3.1 Members of organisations may not be aware that their methods discriminate against minority ethnic groups. Very often procedures have been established over many years. Things which may seem insignificant taken alone, can, taken along with other problems, add up to significant barriers to minority ethnic groups, particularly black groups.

- 8.3.2 As well as access to local authority services, access to employment opportunities is often curtailed because of institutional racism.
- 8.3.3 Factors such as availability of information and unwillingness to consider qualifications or experience gained abroad as relevant, are only 2 examples which arose from the research interviews of the type of discrimination which prevents minority groups from benefiting from equal opportunities. It became clear in interviews with service providers and users that there are difficulties faced by minority ethnic groups in relation to access to services and these issues should be addressed.

## 9. RACIAL INCIDENTS

Racial attacks are perpetrated against individuals or groups solely because the victims are perceived as belonging to a particular racial group. Attacks may include verbal abuse, physical assault and damage to property. Indeed, any attack which the victim believes to have been racially motivated, or where there is direct evidence of racism, should be regarded as a racial attack.

### **9.1 RACISM IN FIFE**

- 9.1.1 At the start of the research project, a common perception was that racism was not a problem in Fife; the numbers of minority communities were small, they were scattered, they did not complain. In his report of 13th June, 1989 the Chief Constable stated,
- "the presence of ethnic minority groups in Fife has not presented any real problems".
- 9.1.2 The Director of Education reported that minority ethnic pupils in schools were sometimes subjected to harassment in the playground but stopped short, "in most cases" of defining incidents as attacks.
- 9.1.3 Amongst the minority ethnic communities, however, the fact of racist abuse was never in dispute. At the public meeting it was generally accepted that it took place, and was almost so commonplace as to be not worth reporting.
- 9.1.4 The Racist Incident Report Forms were not therefore widely used, but as demonstrated in Part 2, there was ample evidence, from the forms, from group interviews, and from the individual interviews that regular attacks of varying degrees of severity were taking place throughout Fife.
- 9.1.5 Those individuals from minority groups who did report incidents for recording on the forms generally did so because they were dissatisfied with the response of an agency. The form was seen as a way of registering a protest rather than simply as a means of recording incidents of racist abuse.
- 9.1.6 Apart from the obvious effects that regular racist abuse has on individual relationships within communities, the cumulative effect of these attacks has much wider and serious implications. In particular, where confidence in statutory agencies is eroded by the perception of lack of interest and support, the climate is set for increasing problems and distrust.



- 9.1.7 The psychological effects of racial attacks may be as serious as actual physical damage because the perception of the victim is that he/she is being subjected to racism rather than to an isolated crime. As whole communities are aware of the problems of individuals, everyone from particular ethnic groups sees him/herself as a potential victim.
- 9.1.8 In addition racial attacks may precipitate further violence. Offenders who go unchallenged believe that their actions are tolerated and continue to perpetrate racist incidents. Victimised communities may decide to act in self-defence to try to protect their communities.
- 9.1.9 There were indications at at least one of the group meetings that some minority communities had been tempted to take the law into their own hands, although there was no suggestion that they had actually done so.
- 9.1.10 The raising of racism as an issue and the publicity generated by the research may have had the effect of prompting individuals from minority communities to seek help in tackling racism, rather than passively accepting it.

Certainly Glenrothes Citizens Advice Bureau reported that

"until recently, the bureau never had an inquiry relating to racial harassment or discrimination. However, shortly after the consultation meeting held in Glenrothes, we received 3 individual inquiries which certainly confirm to us that the situation in Glenrothes was not as rosy as it had been painted".

## 10. PROVISION OF SERVICES IN FIFE

### 10.1 POLICIES

- 10.1.1 The formulation of anti-racist policy statements is one step in the pursuit of racial equality, which is a sensitive and complex issue. It does not amount to "favourable" treatment nor "discrimination" in favour of black people, as is sometimes believed, but is the acceptance of all minority ethnic groups as equal citizens, with equal responsibilities but also equal rights. This necessitates action to combat racism, to reduce discriminatory practices and injustices which exist.
- 10.1.2 Any anti-racist policy needs to be absolutely clear about its aims and objectives, needs to set clear targets and mechanisms to monitor and evaluate the process. Without the support of senior personnel to determine clear managerial and procedural structures and support the initiative by producing guidelines and action plans, it is unlikely to succeed in its aims.
- 10.1.3 As seen from Section 2, there are few documents available in Fife relating to anti-racist practices, and where these do exist, questions must be raised about their implementation.
- 10.1.4 There were a few examples in the documents submitted of inappropriate language being used. Minority groups were referred to as "immigrants". Sometimes policy statements were not backed by any signs of commitment. Recommendations made in the past remained unimplemented, information being collected was not processed in any way.
- 10.1.5 The Education Department should be congratulated for being the only service able to produce an anti-racist policy. It seems unfortunate therefore that in so doing it has laid itself open to criticism. However, despite the positive aspects of the document there are 2 major defects:
1. The policy makes no commitment to equality of opportunity which is a crucial element in countering the major effects of institutional racism in recruitment, employment and service delivery.
  2. The document is focused completely on schools, without mention of Community Education, Further Education Colleges or Adult Education.

- 10.1.6 The importance of these omissions is highlighted by the reports from the Education service which were examined, particularly in relation to factors such as the chronic shortage of staff in the ESL service, (only 60% of "priority" ESL cases were supported during session 1989-1990); the lack of a properly co-ordinated interpreter service and the lack of support for mother tongue teaching.
- 10.1.7 It is clear from comments of the Adult Education Service Co-ordinators that they feel that their service is undervalued. They are part-time, have no written contract, no job description and no access to in-service training facilities. They state that existing demand for the service cannot be met under present circumstances.
- 10.1.8 Even the report on the Training of Interpreters also indicates an over-reliance on the goodwill of workers. It became clear to the trainer that the interpreters had been acting not just as interpreters but also as "liaison workers, language assessors and support teachers".
- 10.1.9 It would be unfortunate if the Multicultural and Anti Racist Education Policy, which is designed not just to benefit ethnic minorities, but all pupils, actually succeeds in making the situation worse for minority pupils. When scarce resources are spread even thinner, something has to suffer.
- 10.1.10 There is a general view that a strong commitment from senior management is required to ensure that equality of opportunity is part of the philosophical intention of the document, even although this is not made explicit, and that on these terms, resources are allocated to ensure that the policy is translated into practice.
- 10.1.11 In contrast to most documents, the clear unequivocal statement about the elimination of discrimination in employment practice on the recruitment form from the Personnel Services Department of the Regional Council struck a very positive note. The fact that the form "welcomes" applications from black and ethnic communities and promises "effective procedures" to deal with harassment and discrimination at least creates an impression of willingness to change and at best may indicate the serious intention of the Council.
- 10.1.12 The document produced by Fife Constabulary was a copy of the Guiding Principles concerning Racial Attacks produced by the Association of Chief Police Officers.

- 10.1.13 The paper points out that its success relies on "the wholehearted co-operation and support of the local community and the maintenance of effective dialogue between the police and local people". It is to be hoped that steps will be taken to facilitate this dialogue. As with any other policy document, what is important is how it is put into practice, how it will be monitored and what steps will be taken to evaluate it.
- 10.1.14 In terms of the other services, responses to minority ethnic groups appeared to follow no clear pattern and work to no clear policies.
- 10.1.15 Some of these services seemed not to have moved beyond the thinking which refuses to acknowledge racism as a problem and identifies the problem squarely with "different life-styles" which "must be tolerated as much as possible".
- 10.1.16 The overall impression is that racism is not recognised as an issue by most senior staff in services despite tokenistic measures taken to appease those members of staff who raise it, or to comply with outside requirements.

## 10.2 VIEWS OF SERVICE PROVIDERS

- 10.2.1 As seen in Section 2, there were numerous examples within the interviews of people using racist language or having racist attitudes and being quite unaware of the implications of what they were saying.
- 10.2.2 Many people wished to deny the existence of racism (only one third believed that race was an issue of concern) and this denial took various forms: denial of any knowledge of minority ethnic groups, denial of any knowledge of problems, "no feedback that they're not aware", denial of victims assessment of situation, "many problems are perceived", denial of responsibility, "it's everyone for themselves" and ignorance of the effects of institutional racism, "I find them easy to get along with" (the implication being, "and therefore there are no problems").
- 10.2.3 Most of those who acknowledged that racism existed identified the problems as belonging to minority ethnic groups rather than to society as a whole.
- "Ethnic minority staff could be picked on", and therefore should not be appointed, for their own good. There was no thought that action could be



taken against the perpetrators. One person thought that existing staff (the assumption being made that all staff were white) should be asked whether they would object to someone from a minority ethnic group being employed. "Some communities don't want these people in." Again the assumption was made that the kindest way to tackle this problem was for the minority communities not to be admitted to certain areas or organisations, rather than for the racism to be tackled.

- 10.2.4 There were some who seemed to fear making any concessions to minority groups which might be construed as "favouritism" or which might lead to even greater demands being made. Minority groups, "shouldn't be singled out", consultation was fine but they're already getting "a wee bit extra attention".
- 10.2.5 Others feared being manipulated. There were numerous references to the fact that "some feel they are persecuted". This was particularly noticeable in relation to language when many people were suspicious that clients from minority communities pretended to misunderstand when it suited them. They seemed to be unaware that many people achieve a functional level in language which enables them to cope well with everyday situations but which is not far enough advanced to cope with unusual or difficult concepts particularly in times of stress or anxiety.
- 10.2.6 Concerning communication, interviewees seemed to adopt different standards for the public and for minority groups, being content to "manage" rather than to actively seek means of getting the message across. However, the fact that 31 (80%) of those interviewed thought that there was a need for interpreters hopefully points to an increasing awareness of the need. Some people, however, were content that family or friends of the minority family could be called on to act as interpreters, and seemed to be unaware of the practical, professional and ethical problems which might arise from such a situation.
- 10.2.7 This highlights therefore not only the need for a properly trained interpreting service to meet the needs expressed, but also anti-racist training to ensure that service providers understand the implications of using untrained family members whose emotional involvement and probable inadequate understanding of rights and responsibilities are almost certain to distort communication with the client.

10.2.8 Three situations which were raised in the interviews require separate consideration.

- (i) It was reported that Regional procedures for the appointment of staff were not always followed for ancillary workers. The fact that on one occasion this was to the benefit of a minority ethnic employee should not confuse the issue. Various studies in other parts of the country have established that recruitment by word of mouth discriminates against minority groups.
- (ii) The problem of Chinese children being privately fostered in homes which are not always registered with the Social Work Department is a difficult one to tackle. It was suggested that, by allowing the situation to continue, some social workers are taking account of cultural differences which accept private fostering arrangements as the norm. However, if legal requirements are not being met and where the welfare of children is at stake, there would seem to be little justification for allowing the situation to continue without at least some effort being made to ensure that all concerned are aware of their responsibilities.
- (iii) In relation to ethnic advisers, 3 of the staff of the Education Department believed that they already had access to advisers, the ESL staff. While not in any way belittling the service provided by the extremely committed ESL staff, which does encompass advice on multicultural and anti-racist issues as well as on language, the point needs to be made that the Education Department is essentially providing a service "by the back door", which does not demonstrate the degree of commitment which the policy statement promises.


10.2.9 Despite the surprising statistic that 28 of the service providers interviewed thought that their service did have contact with people from ethnic minorities there was little evidence of account being taken of their needs and few people interviewed who had much understanding of racism. The prevalent feeling was that racism was somewhere else, someone else was responsible. The person who said "although I'm not racist, the things I do and say might be construed as that" epitomised the situation; it's someone else's problem.



### 10.3 VIEWS OF SERVICE USERS

- 10.3.1 As seen from the data, people at the group meetings, even those in the ESL classes, seemed to be unused to being asked to give an opinion about local services. However, they had a great deal to say about certain issues of concern relevant to the research.
- 10.3.2 It is perhaps not surprising that the 2 services with most contact with the communities, the Police and the Education Department should be the 2 which came in for the most criticism.

The lack of interpretation and translation facilities, with the accompanying resultant poor access to information was a consistent problem area. This lack was particularly acute in the Health Services where women felt disadvantaged and vulnerable.

- 10.3.3 Although it was recognised that not all police officers discriminated against black or minority ethnic groups the perception of the police as generally unsupportive and uncaring was worrying.
- 10.3.4 The individual interviews bore out this impression which had become apparent at the group meetings. The interviewer reported that people "became angry or upset while relating an incident, and many had nightmares at what could have happened. They were annoyed . . . at the thought that their families lives could have been at risk while no-one seemed to care".
- 10.3.5 There was some indication that not everyone understood the workings of the judicial system; that the police were being blamed for not taking action against perpetrators of racist violence when in fact the decision to prosecute rests with the Procurator Fiscal. However, this misunderstanding in no way explains the number and type of complaints reported.
-  10.3.6 It was interesting that those who had had few or no dealings with the Police presumed them to be helpful and efficient, while those with a lot of dealings had most grievances.
- 10.3.7 It would seem to be a matter of priority for Fife Constabulary to begin to monitor and evaluate its handling of racist incidents and the anti-racist element of its training programme if it is concerned to raise its credibility with minority ethnic groups in the Region.

10.3.8 One positive suggestion which arose at the meeting with Asian businessmen was that the organising committee of the local mosque should request a meeting with the police to discuss some of their problems and fears.

10.3.9 In terms of Education, a range of suggestions was made at various meetings and in a number of the individual interviews for the department to consider for all educational establishments.

1. There should be a standard procedure for dealing with racist incidents.
2. There should be anti-racist guidelines issued.
3. There should be a monitoring process to ensure anti-racist guidelines are followed.
4. Education Department staff should be required to undertake anti-racist training.
5. The school curriculum should have a multicultural, anti-racist perspective.
6. More teachers from minority ethnic groups should be employed.
7. Positive images of minority groups should be promoted.
8. The ESL service to children and adults should be supported and developed.
9. School information should be provided in minority languages.
10. Mother tongue classes should be supported.
11. Provision should be developed for pupils who wish to sit 'O' level examinations in minority languages.
12. School meals should accommodate the dietary requirements of different religious groups.

10.3.10 Many of these issues are currently being addressed by the Education Department and this perhaps points to a need to publicise current work as well as addressing any new suggestions. It is obvious from this list that the people consulted had thought carefully about the education service.



10.3.11 While these suggestions made are specific to education, a number of them are of relevance to other departments, particularly:

1. the development of clear policies;
2. the development of a monitoring process;
3. the need for training;
4. the need for staff to be employed from minority ethnic communities;
5. the need for translated information and interpreting facilities.



## 11. DEVELOPMENTAL ASPECTS OF RESEARCH

### 11.1 ISSUES ARISING

- 11.1.1 This research project has attempted to open the door separating minority ethnic communities from services far enough for them to "get a foot in". As a short term project, it could do no more than that. The various groups and initiatives in which the researcher has been involved are all trying to drive wedges to widen that gap, to ensure that all groups have equal access to services, and to secure this in the long term, after the project is finished. To be effective the work has to proceed from both sides; from within the services and from within the minority communities.
- 11.1.2 The Race Equality Working Group established at the start is set to continue and is now committed to establishing a monitoring system for race equality initiatives in different departments. It plans to work with a Link Officers' Group to ensure this development takes place and that departments identify and work through initiatives.
- 11.1.3 One weakness of the research was that there was no involvement of Fife Health Board on the Race Equality Working Group, and therefore specific questions on health issues could not be addressed in the questionnaires.
- 11.1.4 Despite this, health was consistently raised as an area of concern in the group meetings, both from the employment point of view and service delivery. In view of this and in view of their close liaison with Social Work Department over Community Care planning, further effort must be made to persuade Fife Health Board of the importance of participating in the Race Equality Working Group.
- 11.1.5 The Racist Attacks Advice Group has produced a leaflet giving useful telephone numbers for the victims of racist attacks, and is in the process of planning a training day for workers from voluntary agencies and Regional or District departments who may be involved in giving advice.
- 11.1.6 The establishment of Fife Racial Equality Council, planned for 1st October, 1991 is seen as a very positive step forward in helping minority communities to work together to combat the problems which they face. It is not seen as a panacea for all ills, nor as an organisation which will assume responsibility for all black and minority group problems in Fife.

- 11.1.7 An independent interpreting group would be of great benefit to the Region. There is ample evidence of demand, of service providers being ignorant of where to go for help, and of family members being used to translate in difficult circumstances. An attempt is being made to support such a development.
- 11.1.8 Talks have been held with a number of groups about the benefits of forming self-help groups within their own communities. These groups can feed back through the Race Equality Working Group to ensure that their views are represented in the Regional Council.
- 11.1.9 This aspect of the research is the most crucial one. Throughout the data collection period the researcher and interviewer tried to ensure that interviewees in all situations could see the purpose and value of taking part and held out the possibility that what they had to say might have some impact on policies affecting them.
- 11.1.10 In particular the Race Equality Seminar "The Way Forward" held on 20th June, 1991 was held out to the services as an opportunity to hear what different communities have to say, and to minority communities as an opportunity to "make their voice heard".

The ultimate success or failure of the project is dependent on to what extent both sides take advantage of this opportunity.

Most of the recommendations of the research project were endorsed by participants at the seminar. The final list of recommendations includes those made at the seminar.



## 12. SUMMARY

### 12.1 MAIN FINDINGS

12.1.1 In terms of the original questions posed, a number of facts have been established by the research project.

- (a) The ethnic minority population of Fife is approximately 1%, which equals the Scottish average.
- (b) People from different ethnic backgrounds do not have equal access to all services provided by Fife Regional Council. Some services are more problematic than others.
- (c) Not all services provided by the Regional Council are seen as relevant to their needs by minority ethnic communities.
- (d) Some groups and individuals believe that they suffer from discrimination in relation to the provision of services.
- (e) Racism does affect the quality of life of black and minority ethnic groups in Fife.

12.1.2 Perhaps the most striking finding of the research is that racist incidents are a regular occurrence. This, up till now, has been largely unrecorded and unrecognised other than by those few officials in close contact with individuals from minority groups, and it is essential that steps are now taken to alleviate the situation. There are clear implications for all the services.

12.1.3 In a sense, Fife Regional Council has already taken the initiative by undertaking this research project. The logical next step is for the Council to ensure that its officials and the wider community implement the recommendations of this report.

12.1.4 The problems of racism and discrimination are no less real because the minority ethnic communities are relatively small and scattered. The "numbers" argument should not affect the basic right of equality of access to services enshrined in the Race Relations Act. Indeed, to ignore the needs of ethnic minority communities, however small, is discriminatory and therefore unlawful practice.

- 12.1.5 Minority communities also must take action. Officials cannot say "there's no problem" if the problem is obvious to everyone. Communities must begin to demand to be heard, through whichever avenues are most effective; through elected members, through participation in bodies such as school boards, through consultative groups such as the Race Equality Working Group and through campaigning groups such as the Race Equality Council.
- 12.1.6 Only by a concerted approach by all concerned will the door to equal opportunity be opened.

### 13. RECOMMENDATIONS

1. Fife Regional Council should produce a Charter of Rights for Ethnic Minorities in Fife.
2. Each department of the Regional Council should produce an outline of their planned initiatives to address the issues arising.
3. Departments of Fife Regional Council should review policies and practices in relation to equality of opportunity, with particular reference to:
  - (a) Collection of data.
  - (b) Systematic monitoring and review.
  - (c) Consultation with ethnic minority communities.
  - (d) Accessibility of information for ethnic minority communities.
  - (e) Staff training.
4. Fife Regional Council should consider the continuation of the Race Equality Working Group to meet the needs of minority ethnic groups throughout Fife.

Officers from this group should be responsible for:

  - (a) the monitoring of this review;
  - (b) liaison with ethnic minority communities;
  - (c) development of community interpreting facilities.
5. The Race Equality Working Group should be developed as a consultative group for the Equal Opportunities Committee by extending membership to include Fife Health Board and more individuals from minority ethnic groups.
6. Fife Regional Council should encourage and support the development of Fife Racial Equality Council.
7. Fife Regional Council should consider providing support for:
  - (a) Existing ethnic minority educational provision.
  - (b) Emerging ethnic minority organisations.

- (c) Community interpreting facilities.
8. Fife Constabulary should review policies and practices in relation to racial harassment. In particular:
- (a) They should have a clearly defined, well publicised policy.
  - (b) Nominated officers, to whom the public should have access, should be responsible for the implementation of the policy.
  - (c) They should seek wide consultation with ethnic minority communities.
  - (d) There should be procedure targets and time limits set for dealing with racist incidents.
9. Fife Regional Council should consider funding a further research project in 2 years time to determine whether change has been implemented as a result of this research project.

#### ***RECOMMENDATIONS FROM RACE EQUALITY SEMINAR***

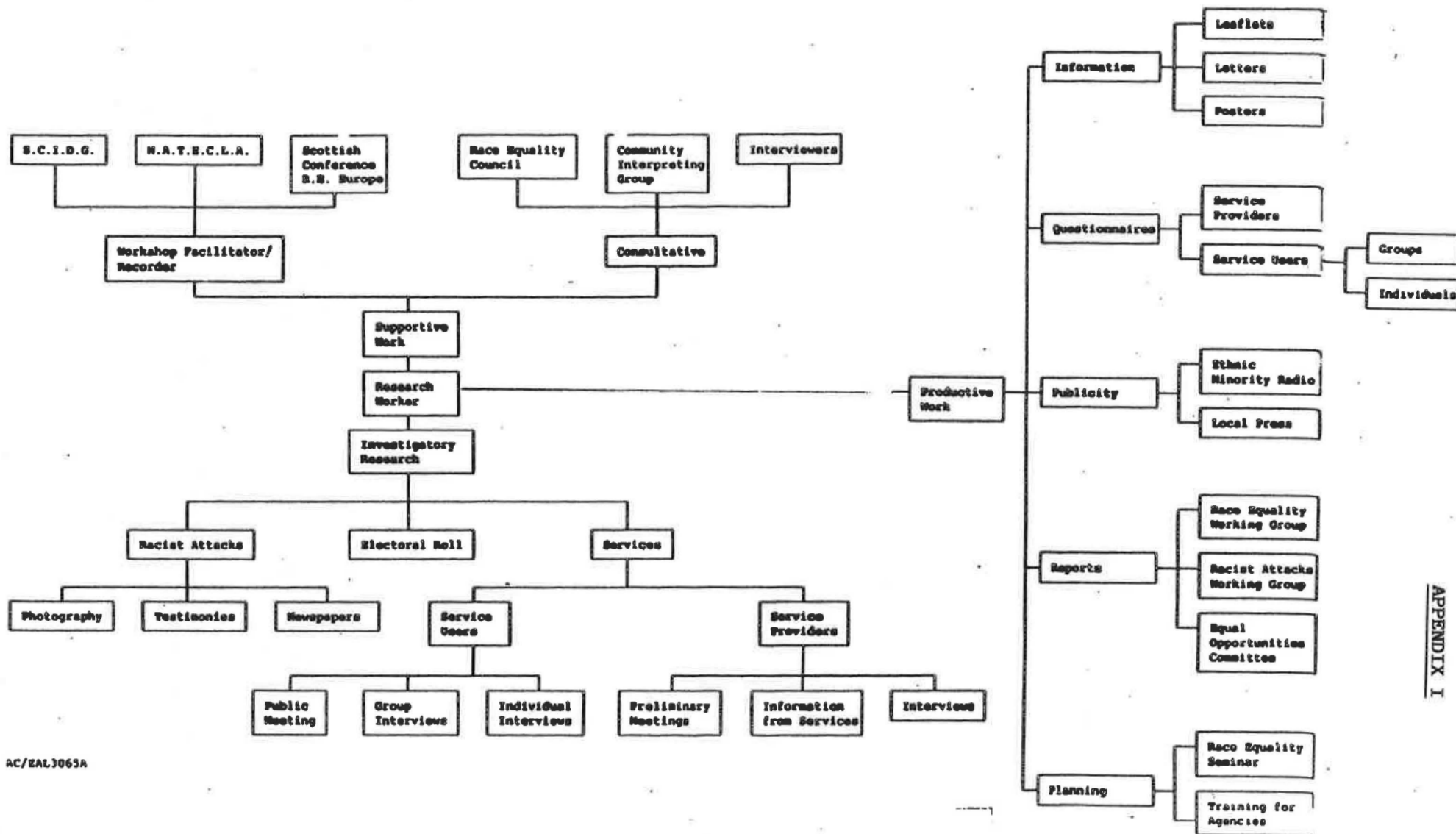
10. Recommendations 2, 3, 4, 5, 6, 7 and 8 were all fully endorsed by participants at the Race Equality Seminar held on 20th June, 1991 in Fife House.
11. In particular, with reference to 2, it was recommended that in relation to employment, a positive action strategy should be implemented involving method of advertising, recruitment and movement of staff and positive action training for staff.
12. With reference to 3, it was noted that contact with minority groups was usually in a crisis situation and it was recommended that preventative methods of working involving the employment of bilingual community workers, designated officers within departments and inter-agency co-operation should be initiated. With reference to 3 it was recommended that staff training in anti-racism should be mandatory.
13. With reference to 4 it was noted that black and ethnic communities were not homogeneous and it was recommended that contact should be made with groups within groups (e.g. black disabled people, women, refugees). The special needs of refugees were noted.
14. With reference to 5, it was regretted that Fife Health Board had not been involved in the research project and were not represented at the seminar. It was recommended that their involvement in the Race Equality Working Group should be encouraged.



15. With reference to 6, it was noted that support for Fife Race Equality Council was crucial.
16. With reference to 7, it was recommended that provision of community interpreting should be one essential element of an overall communication strategy.
17. With reference to 8, participants particularly welcomed the announcement to the seminar by Fife Constabulary that an officer from each district was to be nominated as a contact person for people suffering from racist attacks.

AC/EAL3226

THE ROLE OF THE  
 RESEARCHER AND DEVELOPMENT OF  
 THE PROJECT



AC/ZAL3063A

**FIFE REGIONAL COUNCIL**

**RACE EQUALITY RESEARCH SURVEY**

**QUESTIONS FOR GUIDED INTERVIEWS WITH SERVICE PROVIDERS**

**Section A - RECRUITMENT**

Does your service advertise vacancies externally?

Where?

Does your service advertise vacancies internally?

What position of staff interviews candidates?

How confident are you that all sections of the community know of vacancies arising in your service?

How important do you think it is for employers to take positive action to recruit employees from ethnic minority communities?

If important, why? If not important, why not?

Do you think your service could improve its recruitment procedures?

If yes, how?

Should your service improve its recruitment procedures?

If yes, why?

If no, why not?

**Section B - ETHNIC MONITORING**

Do you know of any employees in your service who belong to a minority ethnic group?

Do you know what the term "ethnic monitoring" means?

(If no, interviewer explains)

If yes, what does it mean to you?

Why do you think employers have introduced ethnic monitoring?

How important do you think ethnic monitoring is?

Does your service monitor job applicants for ethnic origin?

If yes, do you know what happens with the information collected?

Should it be carried out in your service?

**Knowledge of Needs**

Are you satisfied that the service you provide meets the needs of all members of the community equally?

Why?/Why not?

Do you think ethnic minority communities have needs which should be, but are not met by your service?

If yes, what are these needs?

How important do you think it is for services provided by Fife Region to consult with ethnic minority communities?

Why?/Why not?

**Training**

Does your service provide in-service training for staff?

Have you ever taken part in any in-service training in your present job?

If not, why not?

If yes, what form did it take?

Have you ever had training on the specific needs of ethnic minority communities in your present job?

Do you think training on the specific needs of ethnic minority communities is important?

Why?/Why not?

Have you ever had any anti-racist training in your present job?

How important do you think anti-racist training is for you?

Why?/Why not?

Some employers take positive action to train people from ethnic minority communities.

Have you heard about any such schemes?

Why do you think they would take such action?

Do you think it would be a good idea if your employer introduced such a scheme?

#### Promotion of Service

How does your service advertise what it has to offer to the public?

Are you satisfied that the general public have accurate information about what your service has to offer?

If no, how would you ensure that the public knows what your service offers?

Are you satisfied that people from ethnic minority communities have accurate information about what your service offers?

If no, what measures would you take to ensure that members of the ethnic minority communities are aware of what your service offers?

Do you think that translated information would be useful in reaching ethnic minority clients?

#### Contact

To your knowledge, what is your service's experience of contact with ethnic minority clients?

Do you personally have any experience as a service provider with ethnic minority clients in your present job?

If yes, what is the extent of your experience?

In your contact with individual ethnic minority clients has race ever been an issue?

If yes, give an example.

In your experience has religion or culture ever been an issue in your contact with individual ethnic minority clients?

If yes, give an example.

In your experience has language ever been an issue in your contact with individual ethnic minority clients?

If yes, give an example.

Do you know what is meant by direct and indirect discrimination?

If no, interviewer explains.

Have you been aware at any time that a client has been the victim of direct discrimination by your or any other local authority service?

If yes, give an example.

Have you been aware at any time that a client has been the victim of indirect discrimination by your or any other local authority service?

If yes, give an example.

Do you know of any examples of positive action taken by your service to reach ethnic minority clients?

If yes, give an example.

Do you think that using interpreters would be a means of improving your service to ethnic minority clients?

Do you think it would be helpful to have ethnic advisers on your staff?

Why?/Why not?

#### Policies

Does your service have any policy relating to ethnic minority clients?

If yes, what do you know about it?

How important do you think it is for your service to have a policy relating to ethnic minority clients?

Why?

Does your service have any policy relating to racism?

If yes, what do you know about it?

How important do you think it is for your service to have a policy relating to racism?

Why?



Do you think it would be a good idea if your employer introduced such a scheme?

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Do you think it would be helpful to have ethnic advisers on your staff?

Why?/Why not?

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Does your service have any policy relating to ethnic minority clients?

If yes, what do you know about it?

How important do you think it is for your service to have a policy relating to ethnic minority clients?

Why?

Does your service have any policy relating to racism?

If yes, what do you know about it?

How important do you think it is for your service to have a policy relating to racism?

Why?



THE SAMPLE - INDIVIDUAL INTERVIEWSTable 1 - Countries of Origin of Individual's Interviewed

Austria	(1)
Brazil	(1)
Chile	(1)
Columbia	(1)
Dominican Republic	(1)
France	(1)
Greece (Cyprus)	(1)
Hong Kong	(6)
India	(2)
Kenya	(2)
Pakistan	(13)
Peru	(1)
Saudi Arabia	(1)
Thailand	(5)
Tunisia	(1)
Zimbabwe	(1)
	<u>39</u>

Table 2 - Gender of Interviewees

Male	14 (36%)
Female	25 (64%)

39Table 3 - Home Districts of Interviewees

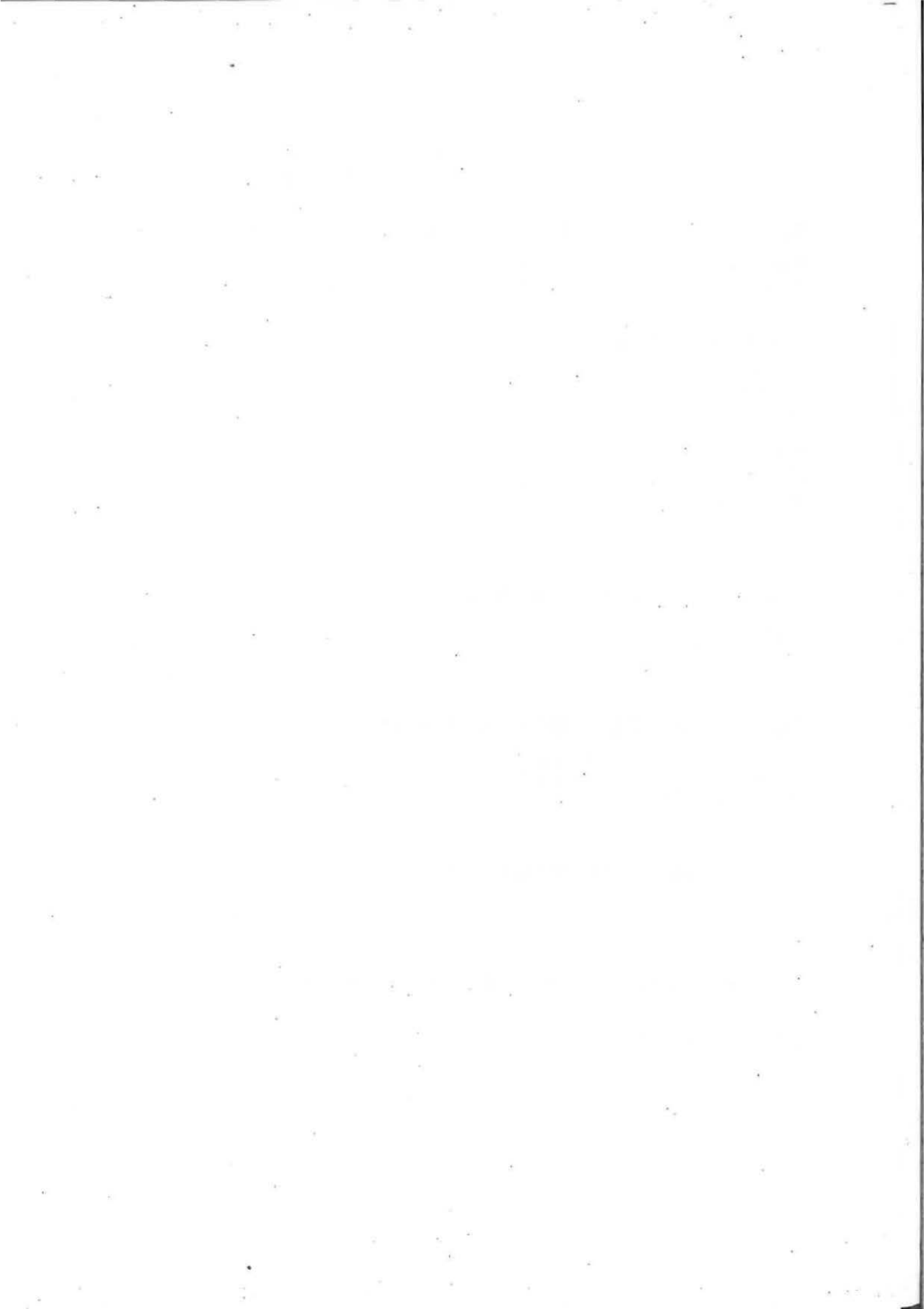
Dunfermline	18 (46%)
Kirkcaldy	14 (36%)
North East Fife	7 (18%)

39Table 4 - Age of Interviewees

< 40	28 (72%)
40-50	9 (23%)
50+	2 (5%)

Table 5 - Number in Household of Interviewees

0-2	6 (15%)
2-5	20 (51%)
5+	13 (33%)





### APPENDIX III

The sample of 14 men and 25 women who were interviewed originated from 16 different countries (see Appendix III). Unfortunately, however, the proportion of Pakistani women interviewed was very low, being only 23% of the group. All the Thai women interviewed were married to Scottish men.

The number of people interviewed from each district closely corresponded to the percentage population of each district (36% from Kirkcaldy, 46% from Dunfermline and 18% from North East Fife), but those from St. Andrews were mostly associated with the University. This had the effect of creating a fairly high proportion (38%) who had been in Fife for fewer than 5 years.

71% of the sample were younger than 40 years of age, with another 23% being between the ages of 40 and 50.

51% of the sample had between 2-5 people in their household, and 33% had more than 5. However, taking the Pakistani sample alone, 77% of the Pakistani homes had more than 5 in their household.

The questionnaire had 6 different sections. Section 1 established ethnic origin and basic personal and family details. Sections 2-4 concerned knowledge of and attitude to the main services provided by the Regional Council - Education, Social Work and Police. Section 5 was included at the request of the Personnel Services Department and concerned employment with Fife Regional Council. Section 6 concerned District Council Services.

AC/EAL3200



**FIFE REGIONAL COUNCIL**

**RACE EQUALITY RESEARCH SURVEY**

Interviewer: \_\_\_\_\_ Date: \_\_\_\_\_

To which ethnic group would you say you belong?

White		Indian	
Black Caribbean		Pakistani	
Black African		Bangladeshi	
Black - Other (please describe)		Chinese	
		Any other ethnic group please describe	

How many members are there in your household?

Person no.	1	2	3	4	5	6	7	8
Sex male								
Sex female								
Age								
Relationship to respondent								

Codes

- Respondent 1
- Partner 2
- Parent (in-law) 4
- Child 5
- Child (in-law) 6
- Brother/sister (in-law) 7
- Grandchild 8
- Grandparent 9
- Other relative 10
- Other non-relative 11

How long have you lived in Fife?

Do you know which services are provided by Fife Regional Council?

Please list.

Questions relating to Fife Police

1. What do you know about the work of Fife Police?

3. Have you ever had to ask for help from Fife Police?

Yes	
No	

If no, -> Q6

4. If yes, were you satisfied with the response?

Yes	
No	

5. On this card are a list of views which people might have about the police. In your experience, which of these would you say apply to Fife Police? (Card No. 1)

6. Do you know what a "racist" attack is?

Yes	
No	

If no, interviewer defines racist attack.

7. Have you ever been a victim of a racist attack in Fife?

Yes	
No	

If no, -> Q13

If yes

8. How frequently have you been subjected to racist attacks since living in Fife?

9. Give one or more examples of what has happened in the last year. (If possible include approximate age of attacker).

10. If yes at Q7 did you report any of these racist incidents to the police?

Yes all	
Yes some	
Yes one	
No none	

If no, why not?

If yes, how easy was it for you to make the appropriate contact? (Card No. 2)

--

11. What was the outcome?

12. How satisfied were you with the outcome? (Card No. 3)

--



13. Have you ever made a complaint against the police?

Primary

Yes	
No	

If no, -> Q15

If yes, how easy was it for you to do so? (Card No. 2)

Secondary

14. How satisfied were you with the outcome? (Card No. 3)

Tertiary

15. Can you think of any ways in which your relationship with Fife Constabulary might be improved?

3. What about your children - have they used any of those services?

Nursery

Questions relating to Education

1. What do you know about the work of the Education Department?

Primary

2. Have you personally used any of the following services provided by the Education Department? (Explain different services if necessary.)

Nursery

Secondary

Tertiary

4. Have you or your family had any problems gaining access to education in Fife?

Yes	
No	

If no, -> Q6

5. If yes, please specify.

6. Have you ever had cause to complain?

Yes	
No	

If no -> question 10.

7. If yes, did you?

Yes	
No	

If no -> question 10.

8. If yes, were you satisfied with the outcome?

9. Why? or why not?

10. If no, why did you not complain?

11. Did you know that the following services were available in Fife? (Give examples of what each service does.)

	Yes	No
Community Education		
Careers Service		
Support Services		
Youth Training Schemes		
Further Education		

12. If aware, do you or your family use any of these?

	Yes	No
Community Education		
Careers Service		
Support Services		
Youth Training Schemes		
Further Education		

If yes -> 16.

13. If no - Why don't you use these services?

If not aware - Interviewer describe each briefly.

Tertiary

4. Have you or your family had any problems gaining access to education in Fife?

Yes	
No	

If no, -> Q6

5. If yes, please specify.

6. Have you ever had cause to complain?

Yes	
No	

If no -> question 10.

7. If yes, did you?

Yes	
No	

If no -> question 10.

8. If yes, were you satisfied with the outcome?

9. Why? or why not?

10. If no, why did you not complain?

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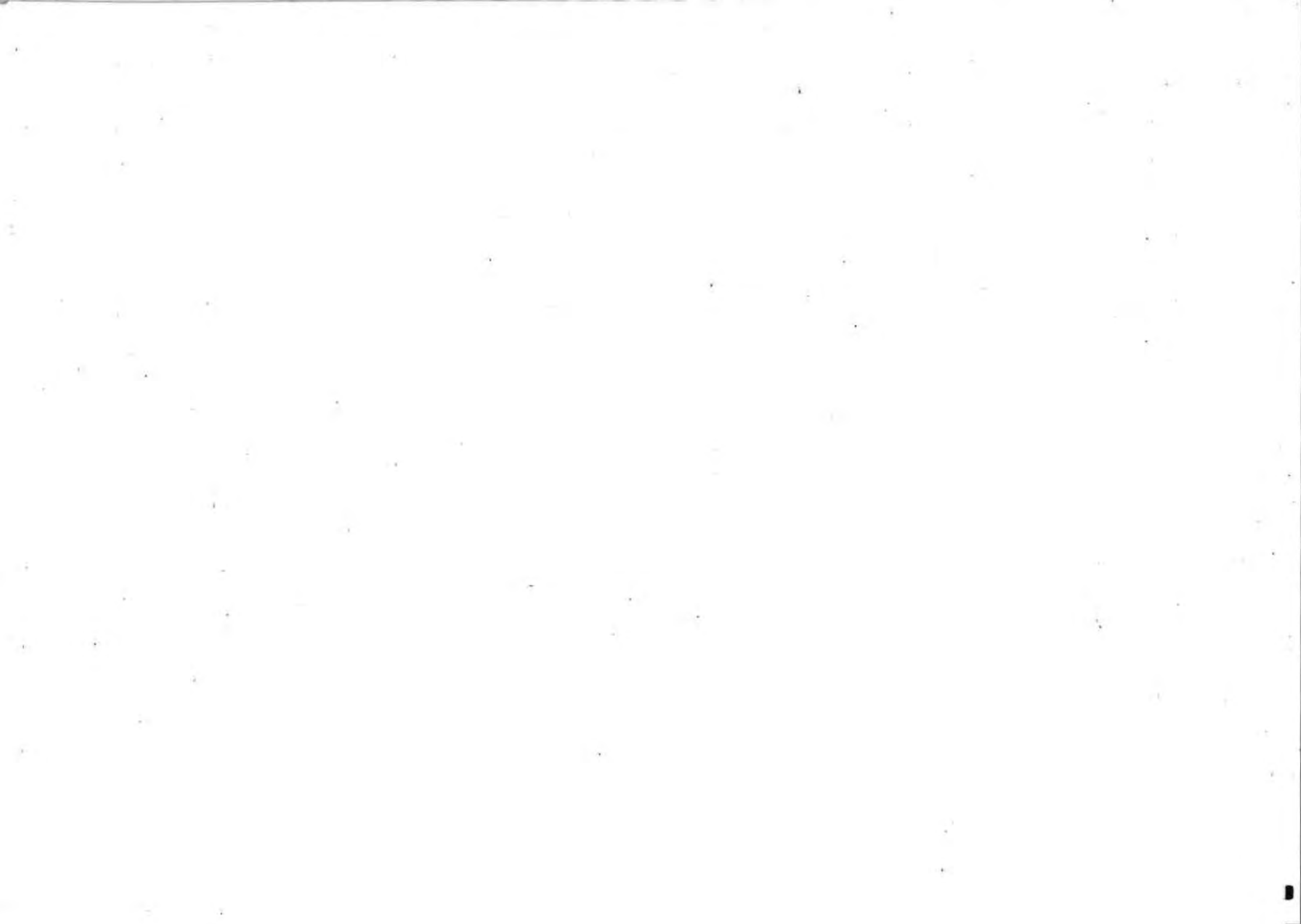
12. If aware, do you or your family use any of these?

	Yes	No
Community Education		
Careers Service		
Support Services		
Youth Training Schemes		
Further Education		

If yes -> 16.

13. If no - Why don't you use these services?

If not aware - Interviewer describe each briefly.





14. Now that you know a bit about these services' do you think that you or your family would use any of them?

Yes	
No	

15. If yes, which?

If not, why not?

-> 17

16. What was your experience of this service/these services?

17. If there are any children at school, how satisfied are you that the education system takes account of your children's religious needs? (Card No. 3)

--

18. How satisfied are you that the education system takes account of your children's cultural needs? (Card No. 3)

--

19. Are you discriminated against in any way in the educational system because of your colour?

Yes	
No	

20. If yes, how?

21. Do you know how to make a formal complaint within the Education Department?

Yes	
No	

22. Have you or your family experienced racism in any form during education if Fife? (i.e. staff, pupils, curriculum?)

Yes	
No	

23. If yes, what?

If no -> 27

24. Was a complaint made?

Yes	
No	

25. If yes, were you satisfied with the response?

Yes	
No	

26. If no, why not?

27. Do you have any needs in the following areas: (Explain terms.)

	Yes	No
ESL provision		
Mother tongue teaching		
Bi-lingual education		

28. Are these needs being met?

Yes	
No	

29. What changes would you make to the education system to improve it?

Questions relating to Social Work

1. What do you know about the work of the Social Work Department?

2. Are you aware of services:

		Yes	No
e.g. Elderly	- residential care?		
	- meals on wheels?		
	- home helps?		
For people with disabilities?			
For people with a mental handicap?			
Welfare Rights?			
Child care?			

If not aware, interviewer describe.

3. Do you have any specific needs in the above areas?

Yes	
No	

25. If yes, were you satisfied with the response?

Yes	
No	

26. If no, why not?

27. Do you have any needs in the following areas: (Explain terms.)

	Yes	No
ESL provision		
Mother tongue teaching		
Bi-lingual education		

28. Are these needs being met?

Yes	
No	

29. What changes would you make to the education system to improve it?

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	- home helps?		
For people with disabilities?			
For people with a mental handicap?			
Welfare Rights?			
Child care?			

If not aware, interviewer describe.

3. Do you have any specific needs in the above areas?

Yes	
No	





4. Do you use any of these services?

		Yes	No
e.g. Elderly	- residential care?		
	- meals on wheels?		
	- home helps?		
For people with disabilities?			
For people with a mental handicap?			
Welfare Rights?			
Child care?			
Other:			

5. Have you ever had help from the Social Work Department?

Yes	
No	

If no, -> Q14

6. If yes, give an example.

7. How easy was it for you to make contact with the Social Work Department? (Card No. 2)

--

8. Were you satisfied with the response from the Social Work Department?

Yes	
No	

9. Have you ever had cause to complain about the Social Work Department?

Yes	
No	

10. If yes, did you?

Yes	
No	

If no, -> Q12

11. Did you know how to make the complaint?

Yes	
No	

12. Have you ever experienced discrimination in the provision of Social Work services?

Yes	
No	

13. If yes, in what way?

If no, -> Q14

14. Have you ever had any difficulties in gaining access to Social Work Services because of English language problems?

Yes	
No	

15. Do you think that your religion or culture has affected your relationship with the Social Work Department?

Yes	
No	

16. If yes, how?

17. Are you discriminated against in any way in your dealings with the Social Work Department because of your colour?

Yes	
No	

18. If yes, how?

19. Can you suggest any ways in which Social Work services to your community might be improved?

Yes	
No	

20. If yes, how?

Questions relating to Personnel Services

1. Have you ever considered employment with Fife Regional Council?

Yes	
No	

2. If no, why not?

3. If yes, have you ever applied for a job with Fife Regional Council?

Yes	
No	

4. If yes, which department (departments) did you apply to?

If no -> 0

Architectural Services	
Assessor	
Chief Executive	
Corporate Services	
Economic Development and Planning	
Education	
Finance	
Information Processing	
Personnel Services	
Regional Reporter	
Social Work	
Supplies and Transport	
Trading Standards and Consumer Protection	
Works	

Questions relating to Personnel Services

1. Have you ever considered employment with Fife Regional Council?

Yes	
No	

2. If no, why not?

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Yes	
No	

4. If yes, which department (departments) did you apply to?

If no -> 8

Architectural Services	
Assessor	
Chief Executive	
Corporate Services	
Economic Development and Planning	
Education	
Finance	
Information Processing	
Personnel Services	
Regional Reporter	
Social Work	
Supplies and Transport	
Trading Standards and Consumer Protection	
Works	

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Yes	
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No	

16. If yes, how?

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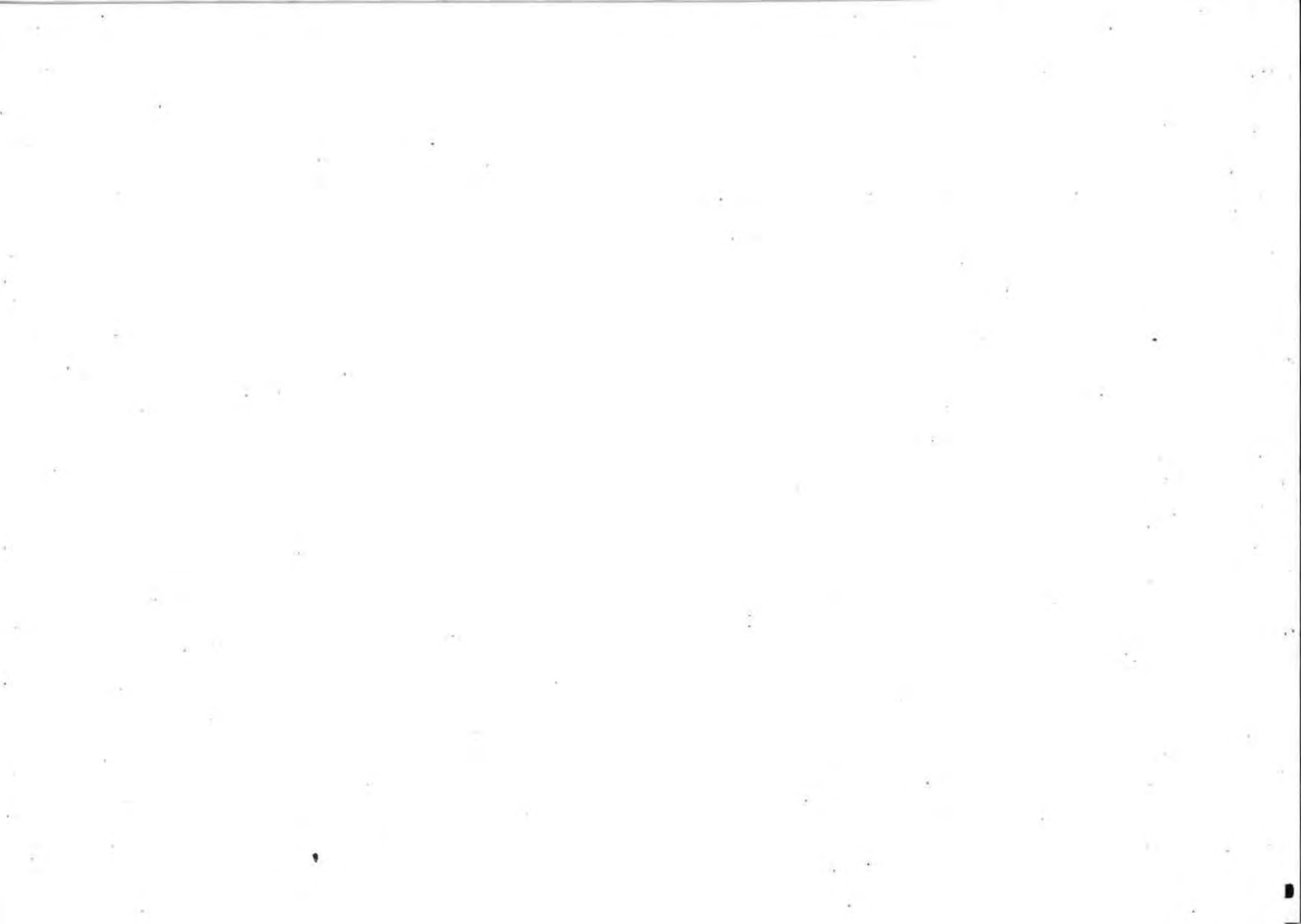
Yes	
No	

18. If yes, how?

19. Can you suggest any ways in which Social Work services to your community might be improved?

Yes	
No	

20. If yes, how?





5. Were you interviewed for any posts applied for?

Yes - All	
Yes - Some	
No	

6. If yes, were you successful in obtaining a post with the Regional Council?

Yes	
No	

7. Do you think that your application was dealt with fairly?

Yes	
No	

8. Could you suggest any improvements which Fife Regional Council could make to the way in which it recruits its employees?

9. Have you ever worked for Fife Regional Council?

Yes	
No	

If no -> District Council Services

10. If yes, did you ever have cause to complain about your treatment as an employee?

Yes	
No	

11. Could you suggest any improvements which Fife Regional Council could make to the way in which it treats its employees?

Questions relating to District Council Services

1. Do you know what services are provided by your District Council?

Please list

2. Have you had contact with any of the following services in your District?

	Yes	No
Housing		
Leisure and Recreation		
Libraries and Museums		
Environmental Health		
Planning		
Economic Development		
Waste Management		

3. If yes, which departments? How often?

	Once a year or less	Several times a year	Once or twice a month	Once a week	Twice a week or more	Nearly every day
Housing						
Leisure and Recreation						
Libraries and Museums						
Environmental Health						
Planning						
Economic Development						
Waste Management						

4. On this card are a list of views which people might have about District Council Services. In your experience, which could you say apply to these services? (Card No. 1)

Housing	
Leisure and Recreation	
Libraries and Museums	
Environmental Health	
Planning	
Economic Development	
Waste Management	

5. How easy was it for you to make contact with the service(s) you required? (Card No. 2)

--

6. Were you satisfied with the outcome(s) of your contact?

Yes	
No	

7. If not, why not?

8. Have you ever experienced discrimination in the provision of District Council Services?

Yes	
No	

9. Have you ever had cause to complain about a District Council service?

Yes	
No	

10. If yes, where did you complain?

11. Has you ever had any problems gaining access to District Council services because of English language problems?

Yes	
No	

**RACIST INCIDENT REPORT**

**DATE**

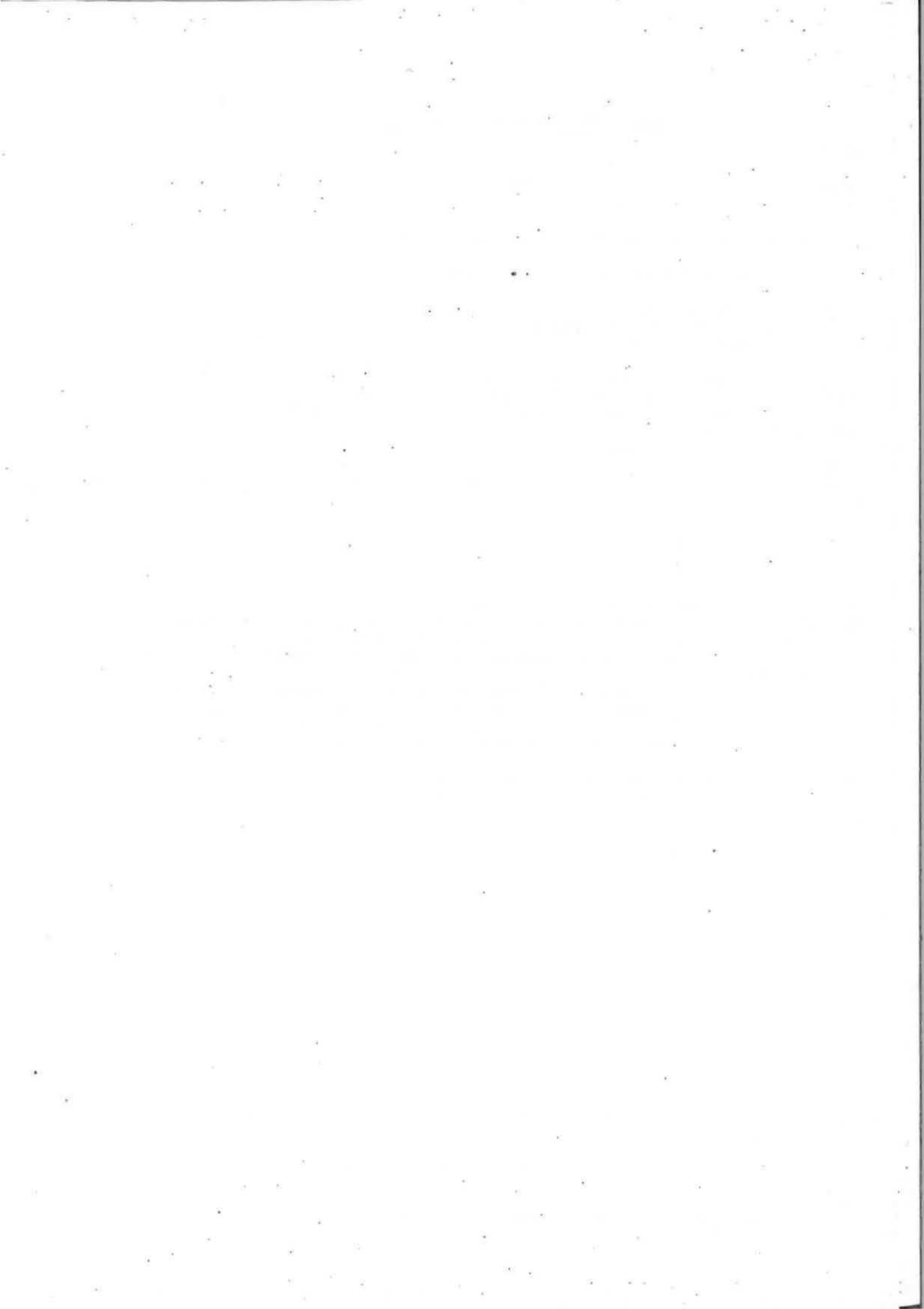
It should be made clear that this report form should not take the place of a report to the police.

All those reporting incidents should be advised that

- (i) all racist incidents should be reported to Fife Constabulary
- (ii) victims of racial discrimination (e.g. denial of services/employment) may have the right to redress under the Race Relations Act.

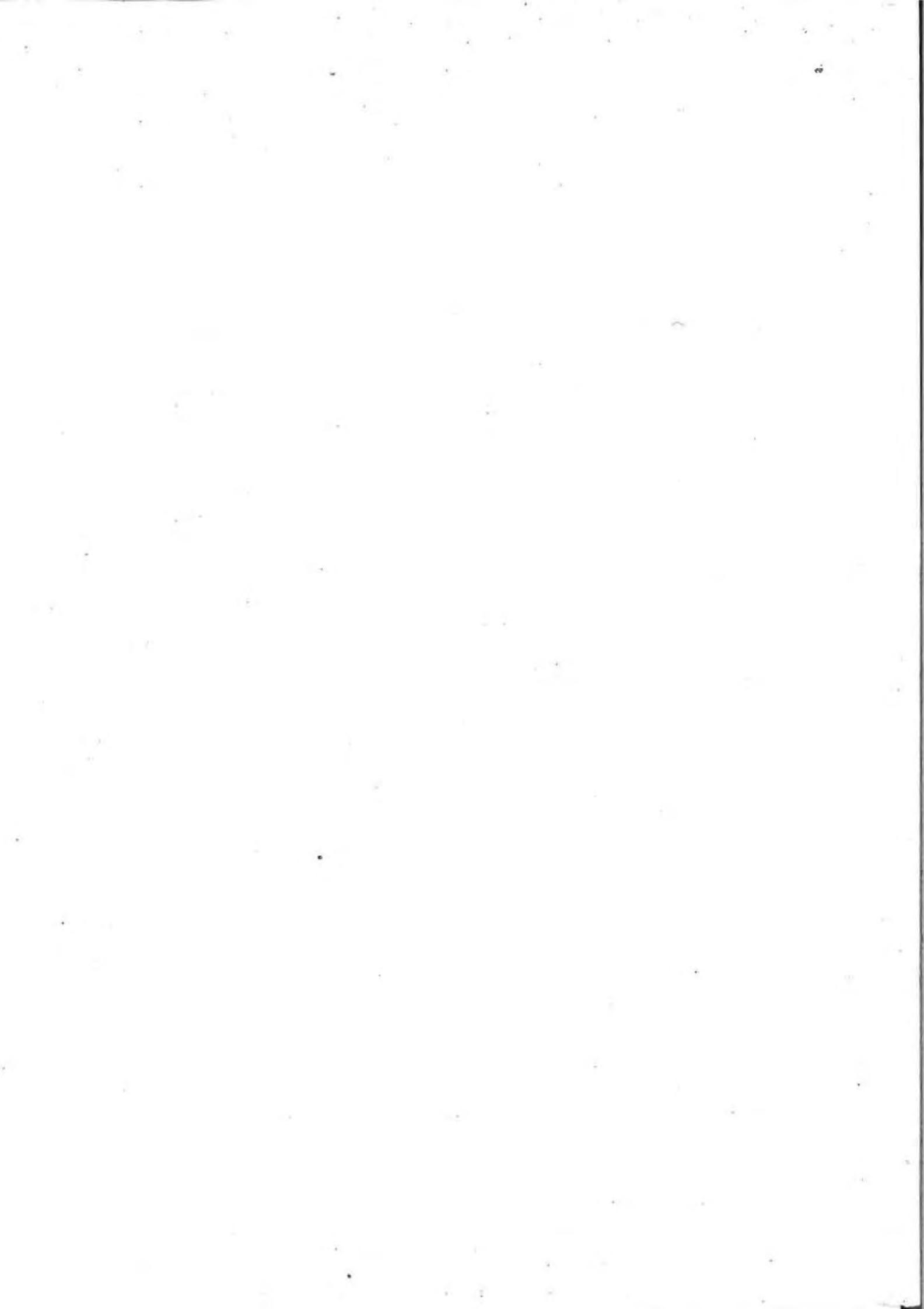
Please note that incidents should be recorded as fully as possible, but anonymous information may be taken if necessary.

<b>DATE OF INCIDENT</b>				
<b>VICTIM</b>				
<b>ADDRESS</b>				
<b>NATURE OF INCIDENT</b>  Please tick	harrassment	physical assault	damage to property	graffiti
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	leafleting	verbal abuse	denial of services	other
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>DETAILS</b>				
<b>REPORTED BY</b>				
<b>INCIDENT RECORDED BY</b>				





Group	Issues				
	Social Work	Education	Police	District Council	Other
Spanish speaking women: Dunfermline	Little awareness of services.	School: 1. Initial settling in problems. 2. Verbal abuse in playground. Adult Education: 1. Grateful for ESL provision. 2. College courses problematic.	Not an issue	Little use made of facilities. Friends and neighbours usually relied on for advice re services.	1. Health problems. a) Inability to explain problems. b) Reluctance to use services. c) Depression, loneliness. 2. Discrimination in employment.
Mixed group Glenrothes (black)	Not an issue.	School: 1. Verbal abuse/physical assault in playground. 2. Stereotyping. In some schools: 1. Denial of racism. 2. Parents misinformed. 3. Parents not informed. 4. Teachers discriminating.	1. Denial of racist motives. 2. Inaction. 3. Inappropriate action.	1. Harassment by neighbours. 2. Victims moved rather than perpetrator.	1. Discrimination in employment. 2. Attitude of health personnel to mixed race children.
Asian women Ballingry (ESL group)	No awareness of services.	School: 1. Bullying in playground. 2. Information about grants not readily available. 3. Urdu/Arabic classes not catered for. 4. School meals not appropriate.	1. Racist attacks regular occurrence 2. Inaction.	1. No awareness of housing procedures and rights of tenants. 2. Repairs to damaged property slow.	1. Immigration problems. 2. Discrimination in employment. 3. Health problems averted by registration with Pakistani doctor.
Chinese St. Andrews	No awareness of services.	School: 1. Not aware of how to find out about further education grants. 2. Problems for children on arrival. 3. Chinese classes desired. 4. Lack of confidence. 5. Isolation. Adult Education: 1. Unaware of how to access.	1. Occasional verbal abuse and minor incidents - unreported.	1. No awareness of leisure and recreation, library facilities. 2. Unaware of where to go for advice, so tend to sort out problems alone.	1. Health - restricted access due to language problems. 2. Employment access restricted
Bengali Association Kirkcaldy	Not an issue.	1. Minor verbal abuse in playground. 2. Support for mother tongue teaching.	Not an issue.	Not an issue.	1. Employment and promotion; cynicism regarding equal opportunities statements.
Overseas students St. Andrews	Not an issue.	School: 1. Most children enrolled in Roman Catholic primary school. 2. ESL support limited. 3. Minor incidents reported. Adult education: 1. No automatic ESL provision for spouses.	Minor incidents in street - usually unreported.	Not an issue.	1. Accommodation - some discrimination. 2. Isolation and loneliness.
Mixed group (Chinese, S. American, Japanese) (ESL group) Glenrothes	No awareness of services.	School Language problems Low expectation.	1. Slow to respond.	1. Housing	1. Health - some language problems.
Bahai Community North East Fife	Not an issue.	Not an issue.	Good relationship with Police.	Not an issue.	N/A
Asian Businessmen Rosyth	Not an issue.	1. Bad influence of teenagers. 2. Harassment from pupils. 3. Teachers don't act on information. 4. No support for Urdu classes in Mosque.	1. Sometimes ignore calls for help. 2. Takes long time to respond. 3. Inappropriate responses. 4. Not enough support.	1. Victimization by Environmental Health. 2. No use of Leisure and Recreation, Library facilities.	1. Health sometimes language problems for wives. 2. Business rating system - problem in understanding.



POPULATION CENSUS 1981

ETHNIC MINORITY POPULATION

Residents in private households with head of household born in New Commonwealth countries and Pakistan				
	Fife Region	Dunfermline	Kirkcaldy	NE Fife
New Commonwealth and Pakistani born Head of household	316,836	122,090	142,713	60,263
	2,678	991	939	748
% NCWP	0.84	0.81	0.65	1.24

SURVEY OF ELECTORAL ROLL

Polling District	No. of ethnic minority names	Total of all residents	Percentage minority ethnic names
Dunfermline	243	35,670	0.68
Glenrothes	274	31,519	0.86
St. Andrews	126	10,811	1.16

