

Race and Gender Equality in the Joined Up for Jobs Strategy

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CONTENTS

Executive Summary	i
Main Findings.....	i
Methodology.....	ii
Policy Context and Employment Rates.....	ii
Barriers to Training and Employment.....	iii
The Shape of Services.....	vi
Monitoring and Targets.....	vii
Equalities Policies and Training.....	viii
Recommendations.....	viii
1. Introduction	I
1.1. Aims of the Research.....	1
1.2. Methodology.....	3
1.3. Equal Opportunities Policy Context.....	5
1.4. Employment and Unemployment.....	10
1.5. Policy Context and Employment Rates: Implications for JU4J.....	14
2. Barriers to Training and Employment	15
2.1. Family Responsibilities.....	15
2.2. Individuals' Aspirations and Stereotyping.....	22
2.3. Qualifications, Language and Skills.....	30
2.4. Discrimination by Employers.....	35
2.5. Identifying and Addressing Barriers.....	40
2.6. Barriers to Training and Employment: Implications for JU4J.....	43
3. The Shape of Services	44
3.1. Services for Ethnic Minority Clients.....	45
3.2. Services for Women.....	51
3.3. Other Specialist Organisations.....	52
3.4. The Shape of Services: Implications for JU4J.....	53

4. Monitoring and Targets	54
4.1. General Monitoring	55
4.2. Monitoring by Race.....	56
4.3. Monitoring by Gender	57
4.4. Monitoring and Targets: Implications for JU4J.....	58
5. Equalities Policy and Training	63
5.1. Equal Opportunities Policy.....	63
5.2. Training Needs	66
5.3. Equalities Policy and Training Needs: Implications for JU4J	69
6. Main Findings and Recommendations.....	70
6.1. Main Findings	70
6.2. Recommendations.....	71
Appendix: Achievement of Aims.....	75

Executive Summary

Main Findings

The Employment Research Institute, Napier University was commissioned by Capital City Partnership (CCP) to conduct research on race and gender equality in pre-employment service providers operating under Joined Up for Jobs (JU4J); Edinburgh's employability strategy. Many organisations were filling gaps in government provision by delivering services and identifying and addressing the barriers which contribute to the labour market disadvantage suffered by women and ethnic minorities. However, the research did highlight areas that require significant improvement. The main findings were:

- Overall, the service providers who participated in the research were more familiar with the issues surrounding gender inequality than for race.
- The approach to equalities issues generally was “non-discriminatory” (e.g. *‘we treat everyone the same regardless of gender and race’*). The research highlights a need for a more proactive approach where the systemic causes of gender and race inequality are made visible and addressed.
- There were reports of a reluctance among some ethnic minority clients to access white-dominated pre-employment services. A small number of organisations had no ethnic minorities in their client group and had not taken steps to address this imbalance.
- Childcare remains one of the most important barriers to training and employment for women. Policy has focussed on childcare support for lone parents but partnered mothers from low income families can find it difficult access pre-employment training opportunities because service providers' childcare budget was often not sufficient to meet demand.
- Some organisations were challenging entrenched stereotyped attitudes held by clients by raising and broadening their employment aspirations beyond traditional boundaries of gender, race and class.
- Organisations experienced in helping recent immigrants said these clients could help fill skills shortages but often took jobs below their capabilities due to: the lack of affordable English language classes; their qualifications and experience not being recognised; and employer discrimination.
- Many organisations collected client demographic and progress/outcome information but there was a significant underutilisation of this data to analyse, report and act upon gender and race equality performance. Few organisations had gender targets and even fewer had race targets.
- Training needs of service providers' employees in the following areas was identified: the use and importance of monitoring, targets, equality impact assessments and active equal opportunities policies; service providers' role in public funders' duty to promote race and gender equality; advice on reaching and meeting the needs of ethnic minorities; and new age and disability legislation.

Methodology

The survey comprised two phases: a questionnaire survey and interviews with Joined Up for Jobs service providers. Questionnaires were sent to 63 JU4J partners from a database supplied by CCP. 29 organisations completed the questionnaire, a response rate of 46%. Interviews were conducted with 13 representatives from JU4J partner organisations. Organisations invited to participate in an in-depth interview were selected to reflect a range of service providers including local area intermediaries, government agencies, sectoral Employment Academies¹ and specialist ethnic minority and women's organisations. Jobcentre Plus declined to participate in the research.

Policy Context and Employment Rates

Closing the gender employment gap is central to the European Employment Strategy. The gap between male and female employment is much smaller in Edinburgh (2.6%) than in Scotland (5.8%). ILO unemployment for men and women are similar, yet women are *less* likely to claim Job Seekers Allowance (JSA) and participate in New Deal and *more* likely to receive income support. There are more economically inactive women in Edinburgh who say they want to work than men. Taken with the proposed new duty to promote gender equality, women should be an explicit target group in Joined Up for Jobs.

The employment gap between white and non-white men in Scotland is 19%, for women 24%. Race equality is less central to the European Employment Strategy than gender equality but UK legislation imposes a duty to promote race equality on public bodies. Ethnic minorities are a JU4J target group but public funders like CCP, Scottish Enterprise and the Department of Work and Pensions should be ensuring that their duties of promoting race equality and good race relations are being articulated through the private and voluntary sector organisations receiving public money to deliver employability services. In addition, the JU4J strategy itself should be subject to a race impact assessment, monitoring and equality scheme.

¹ See www.employmentacademies.co.uk for more information

Barriers to Training and Employment

Survey respondents and interviewees were asked what they thought were the main barriers faced by women and ethnic minority job seekers in Edinburgh. The most frequently cited were: family responsibilities (women); low and stereotyped aspirations (women and ethnic minorities); problems with qualification recognition and language (ethnic minorities, particularly recent immigrants); and prejudice and discrimination (women and ethnic minorities).

Family Responsibilities

- Lack of childcare was the most frequently cited barrier for women. Many service providers said that current childcare budgets for pre-employment training were not adequate to meet demand. There was greater financial support for childcare for lone parents but partnered mothers from low-income households often missed out on pre-employment training opportunities. The JU4J partnership are in a unique position to advise on how best to implement the Executive's *Working for Families Fund*² in Edinburgh to help close these gaps effectively.
- Family-friendly flexibility can reduce reliance on childcare services but clients with low qualifications, confidence and little recent experience are in a weak position to negotiate their working hours. In line with the European Employment Strategy, JU4J partners should promote the 'business case' for flexible working and support clients in the negotiation of working hours.
- Traditional models of work and care constrain the choices of some ethnic minority women from religiously conservative families and some white women whose family do not provide them with the emotional or practical support they need to engage in employability training and secure employment.

² For information on Working for Families see: www.napier.ac.uk/WFFE/

Individuals' Aspirations and Stereotyping

- 90% of survey respondents thought gender stereotyping among their clients was 'quite' or 'very' common. These attitudes may be problematic for men since recent, and predicted future employment growth is in traditionally female-dominated occupations. The majority felt that part of their organisation's role was to raise and broaden clients' aspirations including assumptions around gender and class.
- The three 'caring' Academies (Healthcare, Childcare and Social Care) appear to have had some success in attracting men to traditionally female occupations. Projects placing clients in male-dominated occupations were less successful in attracting female clients and there appeared to be little active engagement with the gender equality issue.
- 42% of survey respondents did not know whether or not race stereotyping was common among clients. The majority thought it appropriate to challenge such views though they were not clear how they approached this. Organisations working predominantly with ethnic minority clients said they challenged race-stereotyped attitudes but progress in getting their clients employed in white-dominated workplaces was slow partly because of discrimination in recruitment.
- Successful, pioneering role models were thought to be an important tool in getting clients to think outside traditional gender and race boundaries.

Qualifications, Language and Skills

- Service providers felt that the supply of affordable English language provision, including work-specific English, is insufficient to meet demand.
- Respondents reported that many of their recently immigrated clients are qualified in areas of skill shortage but take jobs below their capabilities due to language barriers and problems with getting their qualifications and experience recognised by employers.
- Coaching in UK recruitment practices was an important service provided by Skillnet and Linknet to help immigrant clients overcome cultural differences.

- Many respondents felt that the Scottish Executive had not properly predicted or prepared for the planned (e.g. *Fresh Talent Initiative*) and unplanned (e.g. from the accession of Central and Eastern European states to the EU) immigration. JU4J organisations were filling some of the gaps in mainstream government provision but were not funded to deal with the additional pressure of large numbers of clients with little or no English.

Discrimination by Employers

- Three quarters thought gender stereotyped attitudes among employers about who they want to recruit 'quite' or 'very' common.
- 45% of respondents thought racism among employers 'quite' or 'very' common. Around a third didn't know whether race discrimination was common or not indicating a need to raise awareness among service providers on this issue since national studies have identified racism as a problem in Scottish society.
- The majority of respondents felt it was appropriate to challenge employers' discriminatory practices though noted that putting this into practice was difficult in the context of a demand-led agenda. There was sense that, while valid, the economic arguments used to encourage employers to recruit from JU4J target groups had not translated into adjustments in working practices to help them enter and sustain employment.

Identifying and Addressing Barriers

- The survey was not able to establish the exact extent to which organisations were addressing the needs of their clients. However, only three respondents could describe the type of information they collected to identify the specific needs of ethnic minority clients and few could tell us how their organisation addressed such needs. Eight referred clients to specialist BME organisations.
- The most common form of information collected on female clients was care responsibilities though only one organisation helped with the cost of childcare. Seven referred female clients to specialist organisations.

- A sameness, ‘non-discriminatory’ approach (*‘we treat everyone the same regardless of gender and race’*) to equal opportunities was detected in the responses which can be ineffective in identifying and tackling the systemic problems which cause labour market inequality.

The Shape of Services

The Joined Up for Jobs strategy fills some of the gaps in government provision by delivering services to those who don’t fit into mainstream provision (e.g. do not meet JSA eligibility criteria). It is also recognised that not every organisation can have a client base that exactly reflects the gender and race composition of the local in-need population. However, the JU4J partners must ensure that *positive action* is taken to ensure inclusive access to services in light of the following findings:

- A small number of survey respondents had no women and/or ethnic minorities in their client group and had not undertaken any remedial action.
- Interviewees identified a reluctance among ethnic minority clients to access mainstream and other white-dominated services due to: negative public discourse on immigration; a sense of ‘not belonging’; and anecdotes/experience of poor, potentially racist, service.
- Monitoring satisfaction among ethnic minority clients and publicising race equality work was rare. Such activity could help improve service levels and combat the damaging effects of anecdotes/experiences of racism.
- Respondents welcomed guidance on reaching potential ethnic minority clients but outreach work could be difficult particularly when there were a multiplicity of ethnic minority community organisations to engage with. Delivering services in the community was thought to be an effective way to reach ethnic minority clients but there were difficulties in finding the time and resources to pursue these activities.
- There was a demand and sound rationale for specialist pre-employment services for ethnic minorities. The specialist ethnic minority organisations participating in the research viewed their role as preparing clients to enter the mainstream.

- Similarly, the supportive and ‘safe’ atmosphere of a women-only environment is valuable for vulnerable women and those from culturally conservative backgrounds. These specialist services should therefore continue to play a role in the JU4J strategy.

Monitoring and Targets

We asked organisation whether they recorded client information, whether this was used and reported and the prevalence of gender and race targets. The main findings were:

- All organisations collected at least some demographic information about their clients (e.g. gender, race, age and disability status). Some organisations also collected information on client progress and (more commonly) outcomes. However, the practice of collecting data was more common than analysing, reporting or acting upon it.
- Analysing data and setting targets was more common for gender than race but in both cases there is a massive underutilisation of data collected.

Public bodies should ensure the organisations they fund are monitoring and reporting, and acting upon, their equality performance. A common monitoring system would reduce the reporting burden but it must have a clear purpose:

- to ensure inclusive and appropriately targeted public spending;
- to reflect on and inform service development both at an organisational level and, for funders, at a strategic level;
- to promote and develop good, and address poor, practice; and
- to discharge the legal obligation to report on progress towards race, and soon, gender (and disability) equality.

The JU4J strategy should have overall targets which reflect the local in-need population in Edinburgh which presents three challenges:

- having a monitoring system in each individual organisation (see above);
- to set overall targets based on sound evidence. Currently the only statistically reliable official ethnicity data for Edinburgh is the 2001 Census which does not capture recent migration; and
- to set challenging but achievable targets for individual service providers.

Equalities Policies and Training

- 24 out of 26 survey respondents said their organisation had a formal equal opportunities (EO) policy for the provision of services. Just over half of those with an EO policy said its performance is reviewed, all within the last year. However, few organisations monitored or had targets against which to measure their policy's performance so it is not clear on what basis the policies were reviewed. The introduction of any new system of monitoring should include support to develop more active EO policies.
- Less than half of survey respondents said staff in their organisation had attended EO training in the last three years.
- Survey respondents were asked which training programmes their organisation would benefit from. The most popular options were advice on reaching ethnic minorities and new age discrimination legislation. Information on other service providers working in Edinburgh was also popular and there was some appetite for training on how to conduct impact assessments and mainstreaming race and gender equality into service provision. Less popular was monitoring and disability rights (since many of the respondent organisations were expert in disability issues).

Recommendations

RECOMMENDATION A: CHILDCARE

The JU4J partnership are in a unique position to advise City of Edinburgh Council on how best to implement the Scottish Executive's *Working for Families Fund* in Edinburgh to close the childcare gap for disadvantaged parents seeking to enter training or employment.

RECOMMENDATION B: POSITIVE ACTION ON EQUALITY

The principles of positively promoting equality should be actively pursued by all JU4J partners. In relation to gender and race equality, action includes:

- Conducting equality impact assessments for the JU4J strategy and in individual organisations and publishing equality schemes; and
- Valuing the work of specialist organisations while taking positive action on integrating women and ethnic minorities into pre-employment services and programmes where they are under-represented.

RECOMMENDATION C: MONITORING AND TARGETS

Develop common monitoring system for JU4J to aid decision making on service provision. The setting of equality targets for the JU4J strategy are reliant on this monitoring system. Any targets set for individual organisations should be challenging but achievable and support provided to meet them.

RECOMMENDATION D: TRAINING NEEDS

Based on respondents' preferences and broader findings, training for service providers' employees in the following overlapping areas is recommended:

- The use and importance of monitoring, targets, impact assessments and active equal opportunities policies;
- Service providers' role in the duty to promote equality;
- Advice on reaching and meeting the needs of ethnic minorities;
- Age and disability discrimination legislation.

RECOMMENDATION E: QUALITY OF WORK

Greater strategic support for raising the quality of work aspired to by, and available to, clients including the breaking down of gender and race labour market segregation, would be welcomed by many service providers.

RECOMMENDATION F: INFORMING NATIONAL POLICY

The JU4J partners should raise with the Scottish Executive the resource pressure placed on JU4J organisations, and their experiences of helping immigrants in Edinburgh, particularly in the following areas:

- Affordability and availability of English language provision, including work-specific English;
- Access to public services and awareness of rights and responsibilities (especially those relating to employment); and
- Qualification and experience recognition.

Another important message for national policy is the poor quality of official ethnicity data at the local level. There is a clear need for a boost to the Labour Force Survey if the JU4J partners are to understand and meet the needs of the in-need ethnic minority population in Edinburgh.

I. Introduction

The Employment Research Institute (ERI) at Napier University was commissioned by Capital City Partnership (CCP) to conduct research on the progress of race and gender equality in the Joined Up for Jobs³ (JU4J) strategy, following on from the mapping study *‘Working together for employment and inclusion in Edinburgh Baseline Study’*⁴.

In this introduction we present the aims of the research (1.1); research methodology (1.2); the equal opportunities policy context (1.3); employment and unemployment rates among women and ethnic minorities (1.4); and the implications for Joined Up for Jobs (1.5).

1.1. Aims of the Research

There were two strands to the research:

1. to review the response of JU4J employability service providers to the equalities agenda; and
2. to assess the training needs and identifying gaps in employability service provider’s skills in relation to equal opportunities.

With reference to current legislative, policy and best practice materials, the focus of the first strand was to examine how JU4J partners progress the equalities agenda in the delivery of employability services. The aims were:

- to discover the level of monitoring currently performed and develop a model for future monitoring;
- to audit (where possible) the demographic profile of clients in terms of entry, participation in training and other services and outcomes;
- to establish the nature and prevalence of targets on recruiting, training and outcomes and propose how (if at all) targets might be used in the future;

³ For information on JU4J, Edinburgh’s employability strategy: www.joinedupforjobs.org.uk

⁴ For more information visit: www.napier.ac.uk/depts/eri/research/ccp.htm

- to examine the level and coverage of formal equal opportunities policies and whether they are monitored and reviewed;
- to identify any gaps between equal opportunities policy and practice;
- to explore the extent to which the principles of equal opportunities are articulated and implemented through the assessment tools;
- to establish levels of awareness of the services / support available for equalities groups through specialist agencies; and
- to explore the role of client, service provider and employer's attitudes in shaping employment outcomes for women and ethnic minorities.

The aims of the second strand were:

- to audit current training provision on equalities issues in JU4J partner organisations;
- to establish the level of knowledge and skills on equal opportunities issues among staff and managers within employability service providers (from managers' perspective) identifying any gaps; and
- to identify the amount and type of additional training support on equal opportunities required.

The extent to which these aims were met and suggestions for future work are given in the [Appendix](#).

There were a number of reasons for focussing the research on the issues of gender and race equality. Firstly, there are similarities in the nature of labour market disadvantage suffered by women and ethnic minorities. Secondly, the CCP has a legal duty to promote race equality and may soon have a similar duty to promote gender equality ([1.3.3](#)). Progress and future action on this duty was built into the research. Finally, on pragmatic grounds, the questionnaire and interviews would have been too long had we covered other equalities issues such as disability and age though it is recognised that these are important areas of labour market disadvantage.

1.2. Methodology

The survey comprised two phases: a questionnaire survey and interviews with key informants from the Joined Up for Jobs partnership. Jobcentre Plus declined to participate in the research.

1.2.1. Survey

Questionnaires were sent to 63 JU4J partner organisations from a database supplied by CCP (including team leaders from Careers Scotland). The researchers contacted the organisation directly to find out who the questionnaire should be sent to and in which format they preferred: hardcopy, electronic word document, or interactive online completion.

Two attempts were made to contact those who didn't complete the survey by the first deadline to persuade them to participate. **29 organisations completed the questionnaire, a response rate of 46%.**

1.2.2. Interviews

Organisations invited to participate in an in-depth interview were selected to reflect a range of service providers: local area intermediaries; government agencies; Academies; and specialist Black and Ethnic Minority (BME) and women's organisations. Interviews lasted about an hour and were transcribed from audio recordings. **Interviews were conducted with 13 representatives from the following JU4J partner organisations:**

- Access to Industry
- Careers Scotland
- Childcare Academy
- Commission for Racial Equality
- Edinburgh Women's Training Course
- Edinburgh and Lothians Race Equality Council
- Healthcare Academy
- Linknet
- Skillnet
- Skilltech
- West Edinburgh Action
- Women onto Work
- Working Links

Quotations are attributed to the interviewee where it is essential to the narrative, otherwise they are anonymous.

1.2.3. Limitations

Most of those responding to the survey and participating in the interviews were in a management or co-ordinating role but the majority also worked with clients on a regular basis and had a wealth of experience of front-line work. Resource constraints meant a larger sample including frontline advisers and tutors was not possible. The survey response rate is a little disappointing when so many opportunities to participate were given. There was some fatigue and scepticism about research generally among those declining to complete the questionnaire.

1.2.4. Definition of “Ethnic Minority”

In line with Commission for Racial Equality guidelines, we use the term *ethnic minority* to mean both white and non-white minority groups. For example, white Polish person is considered to be an ethnic minority. Many ethnic minorities share similar barriers to training and employment but throughout the report we emphasise that ‘ethnic minorities’ should not be treated as an homogeneous group and that non-white minorities suffer particular discrimination and disadvantage.

1.2.5. Structure of the Report

Following the introduction, [Chapter 2](#) covers barriers to training and employment which affect women and ethnic minorities in Edinburgh including the extent to which organisations identified and addressed these needs.

In [Chapter 3](#) we look at the role of specialist BME and women only organisations and their relationship with mainstream and other non-denominational services.

[Chapter 4](#) examines monitoring and target practices by race and gender concluding with suggestions for future monitoring and targets.

[Chapter 5](#) looks at the nature and prevalence of formal equal opportunities policies in the sample of JU4J partners and possible areas to focus future training and in [Chapter 6](#) we present conclusions and recommendations.

There are ‘Key Findings’ at the start of each major section and ‘Implications for Joined Up for Jobs’ at the end of every chapter.

1.3. Equal Opportunities Policy Context

In this section we give a brief overview of the equal opportunities (EO) policy context including the theory of EO policy, the treatment of equal opportunities in the European Employment Strategy and UK legislation.

1.3.1. *Understanding Equal Opportunities Policy*

Broadly speaking, there are three models of EO policy: *sameness* (or “liberal”), *difference* (or “radical”) and *transformation*. The *sameness* model’s aim is equal treatment in terms of access to work, rewards and benefits irrespective of race, gender, disability etc. Historically, the UK’s equality legislation and employer provision was largely based on this liberal approach which has been criticised for its failure to challenge the underlying structures and prejudices which cause inequality.

The *difference* model asserts that inequality is the result of structural inequalities at the level of the group, for example women or ethnic minorities. Unlike the *sameness* model, it does not assume that equality in rewards will automatically flow from equal treatment so action is advocated to overcome pre-existing inequalities. Critics of the *difference* model suggest that it gives certain groups a ‘leg up’ the ladder (sometimes involving *positive discrimination*) rather than challenging underlying structural inequalities.

The third model is *transformation* where new standards in gender or race relations are established by transforming the systems in which they operate. The gendered and racialised elements of institutions are made visible and equalities issues are placed at the heart of decision making. The *mainstreaming* of equalities promoted by the European Union and the UK’s Race Relations Amendment Act (1.3.3) is closely associated with the *transformation* model. However, in the context of gender mainstreaming, it has been argued that mainstreaming requires the ‘three-legged stool’ of equalities policy: the ‘equal treatment perspective’ (*sameness*), the ‘women’s perspective’ (*difference*) and the ‘gender perspective’ (*transformation*)⁵.

⁵ Booth, C. and Bennett, C. (2002) ‘Gender mainstreaming in the European Union’ *European Journal of Women’s Studies*, Vol. 9 No. 4, pp. 430-446

Gender mainstreaming originated in UN development policies before being adopted by the EU and later the UK and Scottish governments. Mainstreaming involves conducting an ‘impact assessment’ of proposed policies and where necessary ‘equality proofing’ the policy to ensure it meets equality objectives. Equality proofing entails the gathering of baseline data on equality issues; developing guidance and delivering training; and the development of evaluation and monitoring procedures⁶.

The danger with *transformation* and *mainstreaming* is that in systematically looking for the gendered and racialised elements of decision-making and practice, it becomes bogged down in procedure, losing sight of the equality goal. There is also considerable resistance to the *positive action*⁷ required to make it work. Mainstream UK opinion tends to favour the *sameness*, non-discriminatory model founded on the principle of meritocracy. There is a widespread resistance fully recognise inequality as a structural problem: that a system can be racialised or gendered in the absence of individual racists or sexists (see [3.2.1](#) on the gendered nature of government unemployment provision).

1.3.2. Equal Opportunities in the European Employment Strategy

The JU4J strategy seeks to reflect the European Employment Strategy (EES) which consists of three overarching objectives: promoting full employment; improving quality and productivity at work; and strengthening social cohesion and inclusion.

The EES has an explicit commitment to gender equality which is given in the box below. Women are not an explicit target group in the JU4J strategy, though lone parents are and a significant number of organisations class ‘women returners’ among their primary or secondary target groups (*Baseline Study*, p.39)

⁶ For more information see Mackay, F. and Bilton, K. (2003) *Lessons in Mainstreaming Equal Opportunities* available at www.scotland.gov.uk/library5/social/lfel-00.asp

⁷ See the CRE’s website on the difference between positive action and positive discrimination: www.cre.gov.uk/legal/rra_positive.html

GENDER EQUALITY IN THE EES

Through an integrated approach combining gender mainstreaming and specific policy actions, member States will:

Encourage female labour market participation. Particular attention will be given to reconciling work and private life:

- The provision of care services for children and other dependants (to provide childcare by 2010 to at least 90% of children between three years old and the mandatory school age and at least 33% of children under three years of age)
- Encouraging the sharing of family and professional responsibilities.
- Facilitating return to work after a period of absence.

Achieve a substantial reduction in gender gaps in:

- Employment rates
- Unemployment rates
- Pay rates: by addressing the underlying factors of the gender pay gap, including sectoral and occupational segregation, education and training, job classifications and pay systems, awareness- raising and transparency.

The commitment to ethnic minorities is less focussed; being included under the general heading of 'disadvantaged groups' which are broadly reflected in the JU4J target groups.

ETHNIC MINORITIES IN THE EES

Member states must promote the integration of and combat the discrimination against people at a disadvantage in the labour market such as:

- Early school leavers
- Low-skilled workers
- People with disabilities
- Immigrants
- Ethnic minorities

by:

- developing their employability
- increasing job opportunities
- preventing all forms of discrimination against them.

1.3.3. UK Policy and Legislation

The UK's anti-discrimination framework is broadly based on the *sameness* model (1.3.1): there is a requirement to *desist* from doing negative things but no legal requirement to *do* anything to promote equality. Discrimination laws prohibit *direct* and *indirect* discrimination in the areas of employment, education, the provision of goods, facilities and services. However, the public duty to promote race, and soon disability and gender equality marks a significant change in approach.

Race Equality

The *Race Relations Act 1976*, as amended by the *Race Relations (Amendment) Act 2000*, makes it illegal to treat a person less favourably on racial grounds covering all aspects of employment and service provision from recruitment and training to the termination of a contract. It covers direct and indirect discrimination, harassment and victimisation.

The 2000 amended Act also imposes a duty on all major public bodies to *promote equality of opportunity and good race relations*. This duty signals a departure from the anti-discrimination tradition of ensuring equal treatment towards a *transformation* model where the racialised elements of institutions and their decisions are supposed to be made visible and a duty to take actions to address these problems and positively *promote* race equality imposed. The race equality duty requires public bodies like the CCP to:

- monitor its performance on race equality both in terms of its own workforce and in its service delivery;
- to conduct race impact assessments for its activities and monitor their performance;
- to take a proactive role in promoting integration and good race relations;
- to provide training for staff on race equality and their responsibilities under the duty to promote;
- to publish information on their race equality scheme and ensure public access to the services they provide; and
- to publish the results of assessments, consultations and monitoring exercises.

While ethnic minorities are a target group, these duties have never been performed in relation to the JU4J strategy. Many of the organisations delivering the strategy are not public bodies for whom the RRAA duty to promote race equality does not *directly* apply. However, according to the Commission for Racial Equality, public funders (e.g. Department for Work and Pensions, CCP, Scottish Enterprise, Scottish Executive) should ensure that the duties of promoting race equality and good race relations are being articulated through organisations receiving public money. In addition, the JU4J strategy itself should be subject to a race impact assessment, monitoring and equality scheme.

Gender Equality

Gender inequality in the labour market can be split into two inter-dependent causes: discrimination on the grounds of sex; and the gendered division of work and care. The *Sex Discrimination Act 1975* prohibits discrimination on the ground of sex, marriage and gender reassignment. Direct sex discrimination includes sexual harassment and treating a woman adversely because she is pregnant. Indirect sex discrimination is where a condition or practice is applied to both sexes but it adversely affects a larger proportion of one sex than the other e.g. a requirement to work or train full-time might be unlawful discrimination against women. There are also a number of family-friendly rights which aim to encourage female labour market participation through the reconciling of work and family life advocated by the EES (1.3.2)⁸.

A new Equality Bill will introduce a gender equality duty similar in form to the race equality duty discussed above. From April 2007, when the duty is likely to come into force, all public bodies will be legally bound to eliminate sex discrimination and promote gender equality.

Disability Equality

Disability was not a focus for the research but it is worth noting that a duty to promote disability equality will apply to public bodies from 2006⁹.

⁸ See www.dti.gov.uk/er/workingparents.htm for a list of rights.

⁹ See www.drc.org.uk/businessandservices/disabilityequalityduty.asp for more information.

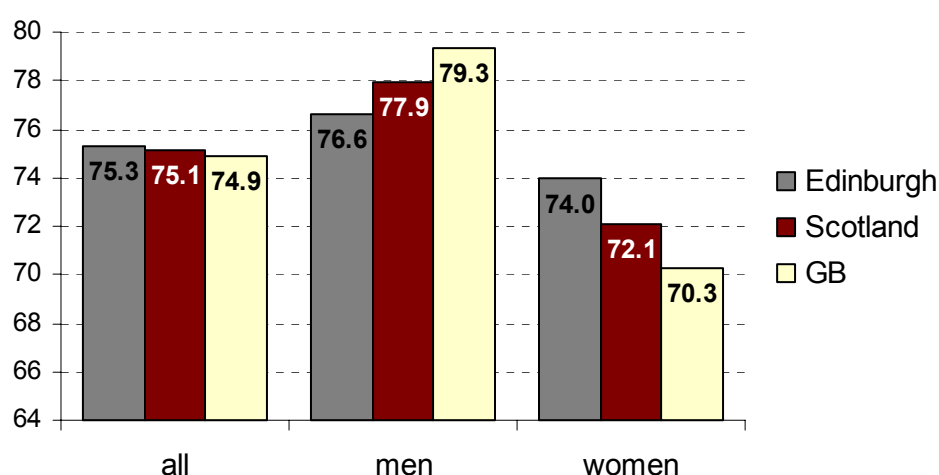
1.4. Employment and Unemployment

In this section we look at employment and unemployment rates of women and ethnic minorities in Edinburgh. Quality of work issues, including labour market segregation, are explored later in the report ([2.2](#)).

1.4.1. Women

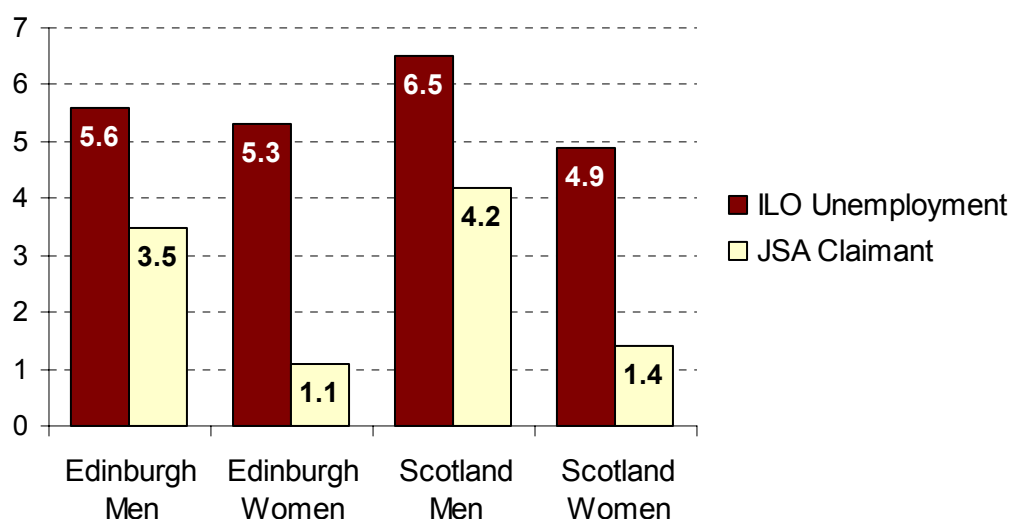
For many years, growth in women's employment has been stronger than for men and women now comprise nearly half of the workforce. The "M-curve" (dropping out of the labour market during child-rearing years and returning when older) which previously characterised female employment has evened out as full-time home-making has become increasingly unattractive and unsustainable. Women's employment rate is still lower than men's though the gap appears to be narrower in Edinburgh (2.6%) than in the rest of Scotland (5.8%) and Great Britain (9%) (Figure 1.1).

Figure 1.1 Employment rate in the working age population (%)



SOURCE: LFS QUARTERLY MAY 2005

Possible explanations for this difference include: higher educational attainment; relatively low proportions of non-white minorities in UK terms (see [Figure 1.3](#)); and that Edinburgh's service-based economy may be favourable for female employment, an issue explored in [2.2.1](#). Despite this closing employment gap, women still suffer considerable disadvantage in the *quality* of their labour market experience being over-represented in low paid, low status and insecure employment.

Figure 1.2 Unemployment rate in the working age population

SOURCE: LFS AND CLAIMANT COUNT QUARTERLY MAY 2005

Jobless women are much less likely to claim Job Seekers Allowance than men, often because their care responsibilities make it difficult to meet JSA criteria. As Figure 1.2 above shows, the ILO unemployment rate (jobless, able to start work and actively seeking employment) for men and women in Edinburgh is very similar (5.6% and 5.3% respectively) while the claimant rate for women is only 1.1% compared to 3.5% for men.

One of the aims of the EES is to close the gender employment gap ([1.3.2](#)), which in Edinburgh is already quite low at 2.6%. There is a significant (but shrinking) minority of women who prefer not to work though the number of economically inactive women want to work outnumber men¹⁰. As well as fewer JSA claimants, there are also fewer women across all New Deal programmes, except New Deal for Lone Parents. There is therefore likely to be a number of women in Edinburgh who want to work not receiving pre-employment support from the DWP, including partnered mothers from low income households excluded from lone parent programmes. 59% of income support beneficiaries in Edinburgh are women (DWP, May 2005).

¹⁰ Annual Population Survey 2004-05 found there were 7,600 economically inactive women who want to work living in Edinburgh compared to 6,500 men (SOURCE: ONS).

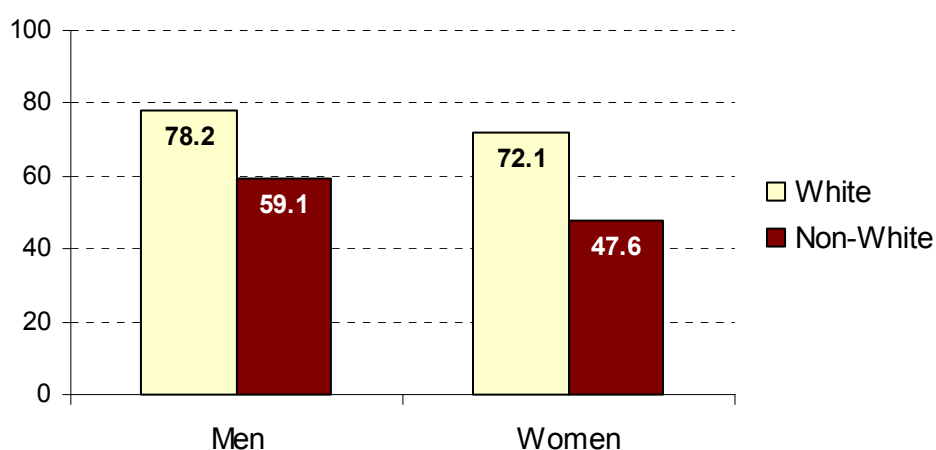
1.4.2. Ethnic Minorities

According to the 2001 Census, the non-white ethnic minority population (aged 16-59) in Edinburgh is around 4%, higher than Scotland (2%) but lower than the UK average (8%). The composition of Scotland's non-white population is different to the UK picture: Pakistani, rather than Indian, is the largest minority ethnic group while the Black African and Caribbean populations are relatively small and the Chinese population relatively large. In Edinburgh, Chinese is the largest non-white ethnic minority group, followed by Pakistani and Indian. Edinburgh also has a relatively large white minority (non-UK) population, larger than all other minority groups put together. If we include these groups, the ethnic minority population in Edinburgh jumps to around 11%. The white minority population is likely to have greatly increased since 2001 following the accession of Central and Eastern European states to the EU.

The Labour Force and Annual Population Surveys sample sizes are currently too small to give accurate ethnicity data at local authority level, which makes it difficult for CCP and other public bodies to assess and plan their services to ensure they are meeting the needs of the ethnic minority population, as required by the legal duty to promote race equality (see [1.3.3](#) and [4.4](#)).

Overall, a higher proportion of the white population are in employment (Figure 1.3 below). The *Ethnic Minority Employment Task Force* set up by the UK government aims to tackle this employment gap by prioritising, among other things, the employability of ethnic minority groups¹¹. Within the non-white population, Indians and Caribbeans have the highest employment rates (over 60%) while Pakistanis, Bangladeshis and Other South Asians have the lowest (less than 50%), partly explained by much lower female employment. All women are less likely to be employed than men ([Figure 1.1](#)) but this is more pronounced in the non-white population and there is great deal of variation between ethnic groups. Pakistani and Bangladeshi women are the least likely to be in employment and have the highest rates of women who have never worked, 46% and 40% respectively (Census 2001).

¹¹ Ethnic Minority Employment Task Force (2004) *Equality. Opportunity. Success. Year 1 Progress Report*, Department of Work and Pensions

Figure 1.3 Employment rate in the working age population in Scotland (%)

SOURCE: ANNUAL POPULATION SURVEY MAR 2005

Self-employment in some ethnic minority groups is around twice that of the white population and is particularly common among Pakistani (32%), Chinese (23%), Indian (22%), Bangladeshi and ‘Other South Asian’ groups (20%)¹². This is thought to be a product of “pull” factors, such as a cultural predisposition towards entrepreneurialism, and “push” factors, such as perceptions or experiences of discrimination in the mainstream labour market.

Table 1.1 suggests that non-white jobseekers are under-represented in New Deal though, as noted above, population data on ethnicity at the local level is so poor it is difficult to draw firm conclusions. The DWP collects but does not publish information on the ethnicity of JSA claimants.

Table 1.1 Ethnicity of current participants in New Deal Programmes in Edinburgh, Lothians and Borders at May 2005

	NDYP	ND25+	NDLP
White	1200	7180	1160
Non-white	20	260	20
% Non-white	1.7%	3.5%	1.7%

SOURCE: DWP

¹² Self-employment as a % of those in employment

Table 1.2 below indicates that, while under-represented, Edinburgh may be moving closer to parity of outcomes for white and non-white clients, except on the New deal for Lone Parents¹³.

Table 1.2 Those moving into sustained employment as a % of leavers in Edinburgh, Lothians and Borders up to May 2005

	NDYP	ND25+	NDLP ¹⁴
White	44.9%	36.4%	43.3%
Non-white	42.7%	36.4%	29.4%

SOURCE: DWP

1.5. Policy Context and Employment Rates: Implications for JU4J

Closing the gender employment gap is central to the European Employment Strategy (EES) and is much smaller in Edinburgh (2.6%) than in Scotland (5.8%). The ILO unemployment rates for men and women in the city are similar, yet women are *less* likely to claim Job Seekers Allowance and participate in New Deal and *more* likely to receive income support. There are more economically inactive women in Edinburgh who say they want to work than men. Taken with the proposed new legal duty to promote gender equality, there is a case for including women as an explicit target group in JU4J.

The employment gap between white and non-white men in Scotland is 19%, for women 24%. Race equality is less central to the EES but UK legislation imposes a duty to promote race equality on public bodies. Ethnic minorities are a JU4J target group but public funders like CCP, Scottish Enterprise and the Department of Work and Pensions should be ensuring that the duties of promoting race equality and good race relations are being articulated through the private and voluntary sector organisations receiving public money to deliver employability services. In addition, the JU4J strategy itself should be subject to a race impact assessment, monitoring and equality scheme etc.

¹³ See CCP Report *The Position of JU4J Target Groups (Ethnic Minorities) in the City of Edinburgh* for more detailed analysis.

¹⁴ Numerator is number into employment only.

2. Barriers to Training and Employment

The survey and the interviews sought views on the main barriers to training and employment for women and black and ethnic minorities in Edinburgh. Many emphasised commonalities between clients but some issues were thought have a disproportionate impact on women and ethnic minorities including: family responsibilities and pressures (2.1); low and stereotyped aspirations (2.2); for some ethnic minorities, problems with qualification recognition and language (2.3); and employer discrimination (2.4).

2.1. Family Responsibilities

As highlighted in [1.4.1](#), the gap in male and female employment rates is closing. However, the pace of labour market change has not been matched by changes in gender roles at home. Men's 'breadwinning' identity persists (even in low income and workless households) and while the trend is towards greater male involvement in childcare and other domestic labour, ultimate responsibility remains with women. This is recognised by the EU which has the reconciling of work and family life central to the European Employment Strategy ([1.3.2](#)).

FAMILY BARRIERS: KEY FINDINGS

Lack of childcare: Current childcare budgets for pre-employment training are not adequate with partnered mothers from low-income households often missing out. Lone and partnered mothers are failing to capitalise on training because of the lack of childcare. The JU4J partners are well placed to inform the implementation of Working for Families Fund (March 2006) to ensure these gaps are effectively filled.

Family-friendly flexibility can reduce reliance on childcare services but clients with low qualifications, confidence and little recent experience are in a weak position to negotiate their working hours.

Traditional models of work and care constrain the choices of some ethnic minority women from religiously conservative families and some white women whose family do not provide them with the emotional or practical support they need to participate in training and secure employment.

2.1.1. Childcare Provision

The Childcare Strategy for Scotland (1998) seeks to increase access to formal childcare to enable parents to take up employment or training, helping to raise children out of poverty. Provision is implemented through local partnerships (the Edinburgh Childcare Partnership led by CEC) while affordability is to be addressed (inter alia) by the controversial Working Tax Credit and the Scottish Executive's *Working for Families Fund*. A recent study commissioned by CCP into the availability of childcare in Edinburgh found:

...a significant shortfall in lower cost childcare places available to support the city's known low income families in work or training ...

Childcare and Tax Credits (Grierson Associates 2004)

These findings were reflected in this research: lack of childcare was cited by 19 out of 29 survey respondents (62%) as a 'main barrier' faced by women trying to enter training or employment in Edinburgh. Lone parents can receive funding for childcare through Jobcentre Plus or *Training for Work* but partnered mothers from low income households cannot. Some projects had a budget to help fill this gap but all had experience of turning clients away because the childcare budget could not meet demand.

If the woman has too many pre-school children we sometimes can't take them and we'd advise them to come back when at least a couple of them have gone to school. We can't pay for three pre-school places for one woman then another woman comes along and needs one place and we've spent it all.

There were reports that the rules for granting of childcare funding through the Jobcentre were applied with varying degrees of flexibility. One lone parent was refused childcare for a training course because she told the Jobcentre adviser she viewed the course as a route to further education rather employment. Others had been refused childcare because the non-New Deal funded organisation had referred *them* to the Jobcentre:

If they go with a letter saying they've been offered a place with us they're told 'well, you're not allowed to do that', though it depends on the adviser. We tell people not to mention they've got the place already and get the Jobcentre adviser to put them on the course.

The Jobcentre did not participate in the research therefore we were not able to establish whether this was formal policy and, if so, why the direction of referral is important. Whatever the formal position, partnership working was somewhat undermined.

Even if childcare was available during training, the lack of affordable provision prevented some women from capitalising on their new skills in the labour market. Co-ordinators from intermediaries, training providers and the Academies all had experience seeing graduates of their programmes fail to secure employment because of childcare issues.

[The cost of childcare] is a massive barrier to work for women, without a doubt. We often get letters out of the blue five years down the line thanking us. They've only been able to get work when their children are older but Women onto Work was the catalyst.

As the Grierson Associate (2004) report highlighted, access to wraparound care for older, school age children in low income areas in Edinburgh is also limited, as the Childcare Academy co-ordinator illustrated:

One of our clients has three young kids, her partner works but he's not earning much and he's at work all day. The kids are at school but they need taken there and picked up, there's nothing for people like that.

The availability and affordability of appropriate and flexible childcare remains a barrier for many low income and workless parents in Edinburgh. Informal care providers (relatives and friends) is preferred by many parents but rarely offers a complete solution. The Scottish Executive's *Working for Families Fund* is coming to Edinburgh in March 2006 and indications from an evaluation being conducted by the Employment Research Institute¹⁵ of the

¹⁵ To find out more about Working for Families go to: www.napier.ac.uk/WFFE

first ten recipient local authorities are that it will help meet the needs of partnered mothers during training and all low income parents who want to work. The JU4J partnership, are in a unique position to inform the implementation of the Fund to ensure that the gaps identified here, and in the Grierson Associates report, are effectively filled.

2.1.2. Family-friendly Flexibility

Access to affordable, flexible childcare is crucial but only part of the solution; family-friendly flexibility can reduce reliance on childcare services.

The Childcare Academy co-ordinator quoted above was not able to organise wraparound childcare for her client with three school-age children but did allow her to start later and finish earlier during the classroom training to fit in with the school run. However, those unable to work full-time hours during the work placement because of care responsibilities or (more commonly) because of the 16 hour restriction on JSA, had less time to develop relationships and demonstrate their skills in the workplace. Building such 'capital' with employers could not only enhanced the likelihood of employment but also the willingness of some employers to offer flexible working hours.

We've got one lone parent at the moment who can't take a job she's been offered because it's full-time. Other employers have been really good and worked around the hours people have been able to do because they've really wanted to take them on.

Similar challenges were faced by Healthcare Academy clients. Access to family-friendly flexible working in the NHS is variable and the challenges of shift work considerable¹⁶. However, the co-ordinator said there had been some good practice in flexible scheduling to support Healthcare Academy graduates. Where they failed to find a post with suitable hours, some had registered with the NHS's in-house agency where employees have greater control over their working hours though less control over where they work.

¹⁶ An ERI research project has explored these issues in depth. For more information visit: www.napier.ac.uk/depts/eri/research/esf.htm

For women seeking employment in the wider labour market the challenge will always be to find employment which is both family-friendly and offers decent pay and prospects. Despite years of employment protection, many part-time jobs at the lower end of the labour market offer little in terms of pay, training and progression. These jobs are disproportionately held by women. Research suggests that while employers are willing to negotiate around working hours to *retain* existing employees, such negotiations are less common to recruit new staff¹⁷. JU4J clients with low confidence and little recent labour market experience are in a weak bargaining position to negotiate flexible working hours in a job they actually want¹⁸. If their chances of success are higher with a low paid, low status part-time job which already offers the hours they need, they might be inclined to settle for this lower quality opportunity.

There will always be operational constraints in how flexible organisations can be yet there is a labour shortage. Much effort has been expended promoting the business benefits for employee-friendly flexible working. Executives in leading companies endorse it but it is operational line managers and SMEs who must be persuaded. This is a challenge for the Academies and others placing women with care responsibilities (or indeed individuals with disabilities or other issues which could benefit from flexible working) into employment. Intermediaries interviewed in the Baseline Study suggested that a priority for agencies working with job seekers, in partnership with the Academies, is to *positively challenge* employers to offer more flexible working to help their clients to sustain better quality employment. This is entirely consistent with the European Employment Strategy which has removing barriers the employment through the reconciling of work and private life as a central theme ([1.3.2](#)).

¹⁷ Wise, S. and Bond, S. (2003) 'Work-life Policy: Does it do exactly what it says on the tin?', *Women in Management Review*, Vol. 18 No. 1 pp.20 - 31

¹⁸ It is those in professional and other well-paid occupations which have benefited the most from family-friendly initiatives, often because they are more expensive to recruit and retain.

2.1.3. *Traditional Models of Work and Care*

Traditional ideas about women's domestic role were thought to be a barrier to work for some women, particularly for those originating from South Asia (1.4.2). Detailed research among Pakistani and Bangladeshi women living in Oldham found that labour market outcomes depended on a combination of individual choice, negotiations with their husband and community pressure¹⁹. Women with higher qualifications and a 'good job' were in stronger position to retain their job on marriage, tended to be more confident and to have married a liberal man.

Project co-ordinators stressed that cultural and religious conservatism varied between individuals but that, on the whole, progress was in a liberal direction. The Edinburgh Women's Training Course co-ordinator reflected on the early days of programme when it was entirely staffed by women:

We had a lot of ethnic women who were quite relaxed in the women-only atmosphere and their husbands were happy for them to come. If we ever had a man in the building we would make a point of warning them... Now the husbands don't mind so much, or so the wives say.

Co-ordinators emphasised the importance of emotional and practical support from family members for the success of women entering in their programmes. The Women's Training Course co-ordinator observed that women tended to join at a 'turning point', when dependent relationship changed, for example on divorce or when children went to school or left home. Co-ordinators had encountered women (white and ethnic minority) whose partners and families did not support their move into pre-employment training:

There's a lot of pressure on women from their partners and families, it can really hold them back. Even among this "advanced" white world it's still going on. Often a major move on for them is how they deal with those pressures; it has a major impact on how they get on in the world.

¹⁹ Dale, A. (2005) 'Combining Family and Employment: Evidence from Pakistani and Bangladeshi Women' in Houston, D. (ed) *Work-life Balance in the 21st Century*, Palgrave.

Women returners may suffer less stigma for their labour market absence and, to some extent, their caring experience can demonstrate core skills to employers. However, their qualifications and skills can be out of date and confidence very low if the break has been a long one. All relevant interviewees said that women more readily discussed their lack of confidence and were more likely to access confidence-building courses than men. Some women from abusive relationships will face specific confidence issues but as the West Edinburgh Action co-ordinator reflects:

More women go on our confidence building courses but to what extent that represents a greater lack of confidence or whether women are more up for that sort of course I don't know. Men might think 'that psycho-babble's not for me', it's a cultural attitude.

The success of programmes such as West Edinburgh Action's STEPS suggests there may some value in trying to overcome resistant attitudes and re-examine the delivery of such programmes to increase male participation.

2.2. Individuals' Aspirations and Stereotyping

The Baseline Study (p.61) highlighted that service providers viewed pursuing the 'quality or work' agenda (sustainability, pay, training and progression) as an important part of their work: engaging with employers and raising and broadening the job aspirations of their clients. This includes challenging the socially constructed attitudes about gender and race which help shape the labour market experience.

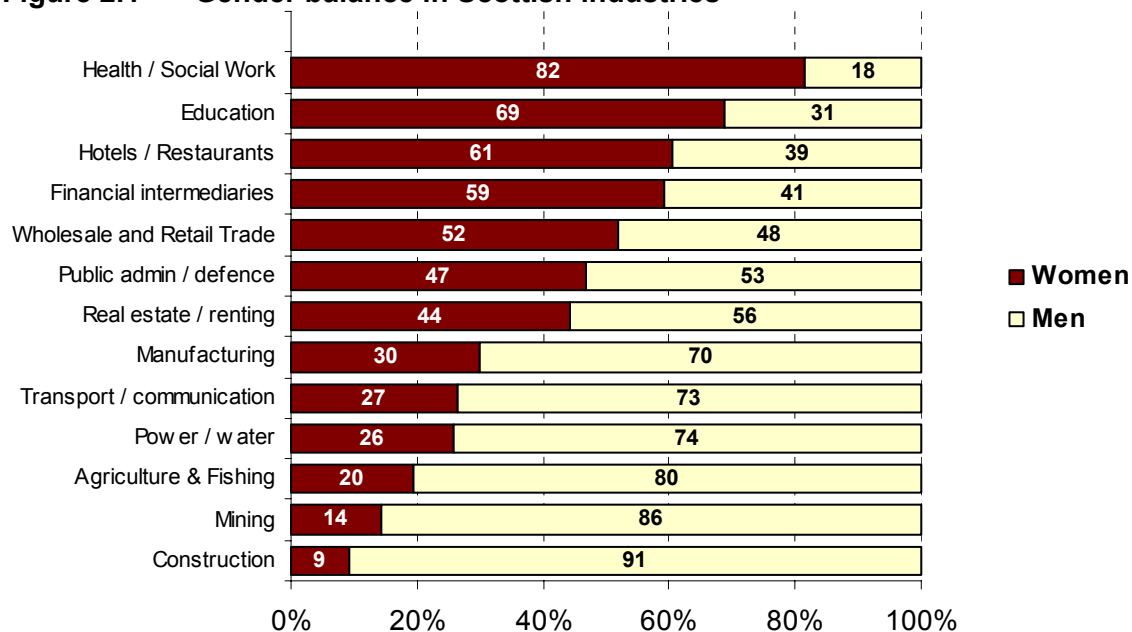
STEREOTYPING: KEY FINDINGS

Gender Stereotyping: 90% thought gender stereotyping among their clients was 'quite' or 'very' common, attitudes which may be detrimental to men's employment chances. The majority felt that part of their organisation's role was to raise and broaden clients' aspirations including assumptions around gender and class. The three 'caring' Academies appear to have succeeded in attracting men to traditionally female jobs. The same cannot be said of projects placing clients in male-dominated occupations where there appeared to be little active engagement with the gender issue.

Race Stereotyping: 42% did not know whether race stereotyping was common or not. The majority thought it appropriate to challenge such views though they were not clear how their organisation would approach this. Organisations working predominantly with BME clients said they did challenge race-stereotyped attitudes but progress in getting their clients employed in white-dominated workplaces was slow because of discrimination in recruitment.

2.2.1. Gender Segregation and Stereotyping

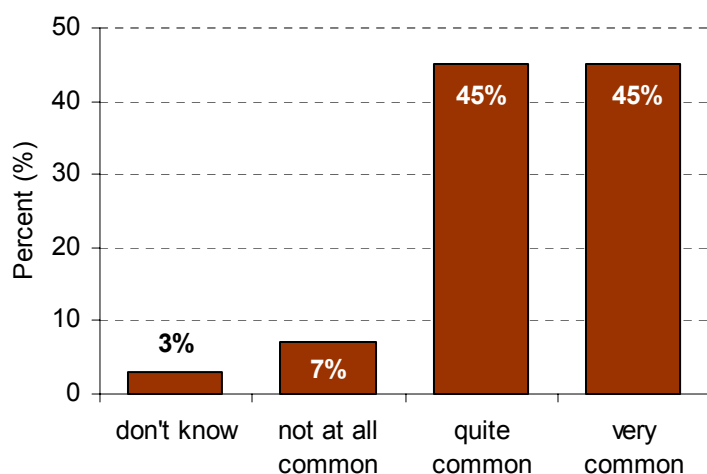
Gender segregation is an enduring feature of the UK's labour market. Women are disproportionately represented in certain industries (*horizontal* segregation) and in lower grade occupations (*vertical* segregation): major factors in the gender pay gap. Figure 2.1 below illustrates the horizontal segregation of Scotland's labour market: 82% of employees working in health and social work are women, as are 61% in hotels and restaurants. In comparison, only 9% of employees in construction and 30% in manufacturing are female.

Figure 2.1 Gender balance in Scottish industries

SOURCE: CENSUS 2001

The causes of this segregation are complex. Here we focus on elements which are important for the JU4J agenda: the constraining of opportunities by clients themselves and, in [2.4.1](#), by employers.

As Figure 2.2 shows, the majority of survey respondents thought that gender stereotyped attitudes among their client group were 'quite' or 'very' common' (26). Just two thought such attitudes were not at all common, one of which had successfully attracted men to train in a female-dominated sector.

Figure 2.2 How common do you think gender stereotyped attitudes are among clients about their career choices? (n=29)

Interviewees also felt that gender stereotyping was the norm: female clients tended to aspire to clerical, shop or care work while men looked for skilled manual or manufacturing work. Gender stereotyping is

compounded by class: there has been far more progress in feminising the professions than the skilled trades.

In more affluent areas people will think a bit further a field. I can't think of a client that does a job that you wouldn't expect that gender to do. Even if you ask the youngsters 'what would you like to do?' for girls it's hairdresser or beauty therapist, for the boys it's a plumber, builder

These attitudes are perhaps more problematic for men since recent, and predicted future employment growth is service-based industries traditionally associated with female employment. The Baseline Study research with intermediary clients showed a shift in men's attitudes to service work suggesting that intermediaries may be getting this message across. Increased male participation may help raise the low wages associated with this type of work since pay levels tend to follow the sex of the worker.

Young lads see service jobs still seen as 'female'... they think hotel work is cheap slave labour, they have the same view of retail. They only see entry level jobs – we try to get them to see that a hotel has managers, maintenance and office staff.

We also asked survey respondents whether they thought it was reasonable for their organisation to challenge gender stereotyped views held by clients. All, except one, thought it was reasonable though many emphasised the importance of challenging these attitudes early, i.e. at school. Careers Scotland has had programmes in place for a number of years to tackle gender stereotyping in education and employment yet educational choices and aspirations remain persistently sex-stereotyped²⁰.

In Careers there's a move towards getting the clients themselves to become effective career planners ... Part of that is searching all opportunities and not being constrained by gender-stereotyping and class issues. It is beginning to work but it's a slow process. We still get boys coming in for a trade and the girls looking to work in a shop.

²⁰ For more on gender stereotyping see: www.napier.ac.uk/depts/eri/research/genderstereo.htm

Two survey respondents thought the Careers Service software package which encourages clients to look at their attributes and skills without reference to their own gender a useful tool in challenging clients' stereotyping; getting them to consider occupations they might have excluded on the basis of gender. The visibility of successful, pioneering role models was also thought to be a useful tool in helping individuals to think beyond traditional gender boundaries.

A number of organisations said they challenged the low aspirations of clients generally with gender stereotyping forming part of that process.

The way we operate is that at the core of people's barriers or hindrances is self belief, what they're capable of. That manifests itself in cultural and traditional views about gender and race. It also manifests itself in people's general aspirations. If people believe that the level of job for them is an entry level, low paid job with unsocial hours ... we would tend to want to challenge that. It's not just about saying to women 'why don't you want to work in engineering or construction'.

The Childcare, Healthcare and Social Care Academies appear to have had some success in attracting men to female dominated occupations.

We've had men from very traditional backgrounds come on the course from car mechanics to an oil rig worker. One guy used to be a mechanic but always wanted to be a mental health nurse, he's now a full-time nursing student.

Childcare is further behind NHS nursing in the proportion of men employed but the Childcare Academy co-ordinator felt that this was beginning to change. In fact, male applicants can be at an advantage since many childcare employers are keen to employ more male workers.

I think they are well-supported when they do come into it. A lot of female childcare workers welcome a male presence, there is a need for more male role models.

However, the co-ordinator emphasised that men breaking the mould and going into childcare had to have a 'strong character' as they were likely to get a lot of 'stick' from family or friends.

Comments from survey respondents suggest there may be less success in placing women in male-dominated occupations where there was less active engagement gender issue.

When we advertise for gardening training or other training such painter/joiners/welders, etc we don't get that many women applying. But we are open to recruit anyone. I don't know why more women don't apply. Of the ones that actually do, very few get through the training or apprenticeship.

The respondent did not mention why the women had dropped out or whether the organisation had assessed and addressed any possible organisational problems. Another respondent admitted the sector he worked with was historically white and male but felt that it was difficult enough to persuade employers to employ previously unemployed people without challenging gender and race stereotyping so they took no action. We return to the employer issue later ([2.4](#)) but for these organisations, both public bodies, this inaction is not acceptable: they have a legal duty to promote greater participation of ethnic minorities, and soon people with disabilities and women ([1.3.3](#)).

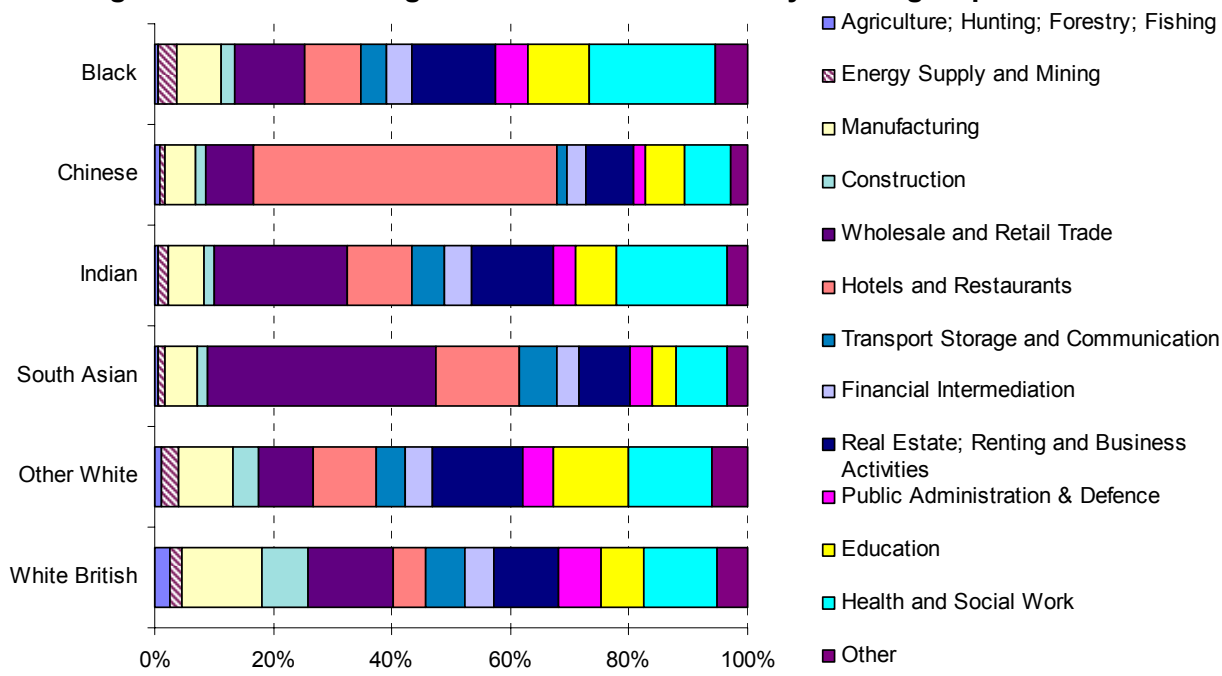
Certain jobs may always be gendered to some degree though only a few years ago male nurses and childcare workers were unthinkable. Employers and those working with them should identify and remove the barriers to entry and sustainability which may be excluding people on the grounds of sex (not least because some of these practices may be illegal).

2.2.2. Race Segregation and Stereotyping

Labour market segregation (vertical and horizontal) also occurs by race and has a similar detrimental impact on pay and quality of work as gender segregation has for women. However, ethnic minorities cannot be viewed as a homogenous group. Indians have higher employment rates and occupational achievement than Pakistanis and Bangladeshis while Black Africans have tended to fair better than Black Caribbeans²¹.

Figure 2.3 illustrates horizontal segregation by race. White British workers are more evenly distributed although a higher proportion are employed in manufacturing (13%) and construction (8%). Chinese workers are the most segregated with 51% working in hotels and restaurants compared to 6% of white British workers. 38% of the South Asian group work in retail compared to 22% of Indian and 14% of white British workers. Chinese and South Asian workers are particularly under-represented in the public sectors of public administration, education and health.

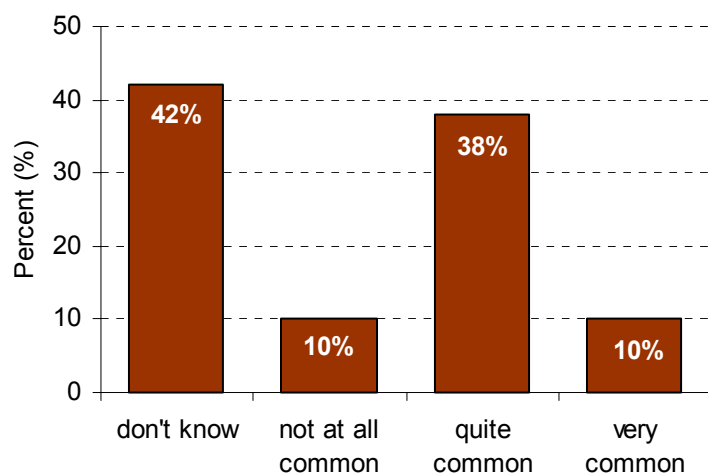
Figure 2.3 % working in Scotland's industries by ethnic group²²



²¹ See Cabinet Office report *Ethnic Minorities in the Labour Market* (2003)

²² Some ethnic groups have been grouped together as the graph is intended for broad illustrative purposes only. 'South Asian' includes Pakistani, Bangladeshi and Other South Asian. The Census is currently the only reliable data for ethnicity at this level of detail.

Figure 2.4 How common do you think race stereotyped attitudes are among clients about their career choices? (n=29)



As for gender, we asked survey respondents how common race stereotyped attitudes were among their clients (Figure 2.4). Overall, just under half thought it 'quite' or 'very' common (14). Many respondents didn't know whether race stereotyping was common, perhaps because

they had not encountered enough ethnic minority clients to make a judgement highlighting a need to raise awareness and exposure to these issues. The majority (26) thought it appropriate for their organisation to challenge such attitudes but offered little information on how this was actually done. As for gender, (2.2.1) there was little reflection on why organisations did not have many ethnic minority clients (see [3.1.2](#)).

For the Linknet co-ordinator challenging the segregation of visible minorities in retail and hospitality was a crucial part of their work: for the sustainability of ethnic minority employment (citing the changing nature of retail trade) and for integration (see [3.1.1](#)).

We tell our mentors to change those attitudes, to encourage people that you can get into other types of job. We have had some success in getting people into jobs in different [white-dominated] places, it's not easy but you do it little by little.

As with gender, role models and a visible demonstration of workplace diversity are important for those seeking to break into a white-dominated workplace:

I think people think that you can't get a job if there isn't a demonstration that there are a sufficient number of black people working there already. People think 'I have no place there'. If there a couple of black people around they will feel 'maybe I stand a chance'.

Both Careers Scotland and the representative from Edinburgh and Lothians Race Equality Council observed that parental influence on career choice was perhaps stronger for young BME people and that the aspirations of parents may not be appropriate, constraining the range of possible career options.

It was also noted that the challenge faced by young women of South Asian origin is to break out of race stereotypes first, including continuing to work after marriage and childbirth, before gender stereotypes can be tackled but that small changes are happening (see [2.1.3](#)).

2.3. Qualifications, Language and Skills

Levels of educational attainment and formal qualifications vary significantly between ethnic groups. The proportion of pupils who get five or more GCSE grades at A-C is lower among Black, Pakistani and Bangladeshi pupils (especially boys), than for Whites though attainment among those of Indian origin is actually higher. Even controlling for educational attainment, ethnic minorities still experience disadvantage: overall they do not get the jobs that their qualification levels justify²³. The reasons for this are varied but include the labour market segregation discussed in the previous section and discrimination (2.4). In this section we discuss some of the more tangible barriers which affect ethnic minorities, particularly recent immigrants.

QUALIFICATIONS AND SKILLS: KEY FINDINGS

Affordable English language provision, including work-specific English, is insufficient to meet demand which means many immigrants with the skills to meet labour market shortages are in jobs well below their capabilities. It also placed pressure on organisations without the resources to pay for expensive translation services and language courses for their clients.

Overall, immigrant clients are better qualified than 'native' clients but are unable to exploit their skills because employers have no way of judging the value of foreign qualifications. Taken with inadequate language provision, this presents a significant barrier to the success of the Scottish Executive's *Fresh Talent Initiative* which makes the economic case for immigration.

Teaching the rules of the recruitment game was an important service provided by Skillnet and Linknet to help immigrant clients overcome cultural differences in recruitment practices.

Visa rules applied by colleges and universities were inconsistent and it was often the most in economically in need, supporting a family in low-paid work, that could not access mainstream education and training.

²³ See Cabinet Office report *Ethnic Minorities in the Labour Market* (2003)

2.3.1. **English Language**

17 out of 28 survey respondents cited language as a main barrier facing ethnic minorities in Edinburgh though interviewees emphasised that it was only a barrier for some. The demand for perfect English in some jobs could disguise discriminatory practice:

If you talk to a native speaker, you forget the language and begin to listen to what they're saying ... rather than someone who is struggling to express themselves... Interview panels should be trained to give less importance to this factor.

Two local area intermediaries had experienced a large influx of Eastern European (particularly Polish) clients with little or no English. Many perceived that the Government failed to anticipate the level of support required by these immigrants.

They turn up clutching a bit of paper with our address on it or the Jobcentre refers them because we've got more time but no one in this office speaks Polish... Sometimes we use an interpretation service but that's very expensive, other times English-speaking Polish clients help us out.

These clients were taking jobs below their skill level despite many of being qualified in areas of shortage such as teaching, engineering and the skilled trades. The plan for many was to take an entry-level job to pay the bills and learn English to allow them get a job which better reflects their qualifications and skills. For some the plan does not succeed.

They think once they get a job they'll learn English quickly but that's not always the case because they're in jobs that don't require language skills ... They're keeping a roof over their head but working long hours because the pay is poor and ESOL classes cost a lot of money or run during the day when they're at work.

English language provision is free for refugees but not for economic migrants. Many of the co-ordinators interviewed ran language courses as part of their

programmes or referred clients to colleges but all that felt current provision was inadequate: Skillnet alone has a waiting list for ESOL (English language classes) of over a 100. Another important gap identified was courses in 'technical', work-specific English to allow people utilise their existing skills and qualifications.

2.3.2. Qualification Recognition

All of the interviewees who dealt with immigrant clients, whether economic migrants, refugees or on a dependent visa, said that the level of qualifications and skills was generally higher than for their 'native' clients²⁴. As mentioned above, many are qualified in areas of skill shortage including skilled trades, medicine, nursing and financial services. One of the factors preventing those skills benefiting the economy is the lack of mechanisms to formal accredit foreign qualifications and experience.

We had one guy who is an asylum seeker. He's got permission to work and he was a nurse in his own country, he worked for years and years and he came to this country and got an MSc in Healthcare. He tried to go back to nursing with the NHS but they wanted him to get a letter from his government from which he'd escaped!

Some genuine safety issues have arisen over the use of internationally recruited medical and nursing staff; the NHS has some of the highest professional standards in Europe. However, there is a need (recognised by the relevant professional bodies) to improve the practice conversion and accreditation process for non-UK qualified healthcare workers.

The Edinburgh Women's Training Course felt that the European Computer Driving Licence qualification they offered gave clients with non-UK qualifications a route into the workplace.

²⁴ Skilltech and ELREC representatives emphasised the particular needs of young people who left their country before completing formal education who tend to have lower qualifications.

We had someone who was a bacteriologist in her own country taken on by NHS as a research assistant and one of the things that impressed them as the fact she had the ECDL which is recognised as a benchmark in the NHS.

Employers have no way of judging the level or value of qualifications held by immigrant applicants, nor do individuals know what the UK equivalent is. This was cited as another failure by government to put in place the necessary procedures to make planned and unplanned immigration a success for the individual and the Scottish economy.

The Scottish Executive are going across Europe encouraging people to come here saying 'we've got shortages' 'we need your skills' 'make your home here' but 'don't expect any help when you get here'! Some are coming here full of enthusiasm and hope but living in poor housing not getting access to services because of their English and go home after a year. If there was somewhere they could go to register they're here with someone who speaks their language to tell them how the system works, language provision, and get their qualifications verified. If the government supported them over that first six months they'd reap the benefits in the long term.

In Edinburgh, these infrastructure failings are being partially addressed by some of the Joined Up for Jobs partners but it is placing a strain on limited resources. These issues require a national, strategic response if the Scottish Executive's *Fresh Talent Initiative* (which makes the economic case for immigration) is to be realised.

2.3.3. The Recruitment Game

There is a distinction between discriminatory recruitment practices (e.g. overemphasising the importance of language skills) and applicants not knowing the 'rules of the game'. Many JU4J partners assist jobseekers with applications, CVs and interview skills; helping them to understand what employers want. Clients from overseas must also learn how the rules of the recruitment game differ from those in their own culture.

[In some countries] the application would only contain - What are your qualifications? How many degrees do you have? If you have the relevant degree you get an interview. At the interview basically what they do is check your certificate.

Even for lower level positions in the UK, job applicants have to 'sell themselves' (elaborating on soft skills, relating work *and* life experience to the job, convincing the interviewer they can do the job and fit into the workplace); an ordeal for many but an alien concept those from a different culture.

You have to let them understand that everyone applying for the job will have something in common with you. They all have the same baseline qualifications but there has to be something that determines that you get the job and that has to be that added something you bring. That is something that almost all minorities struggle with...

2.3.4. Visa

Visa issues and work permits were mentioned by just three survey respondents as a barrier to work for ethnic minorities in Edinburgh. Although it was not explored in depth, projects whose courses were partially or wholly run through further education said they were frustrated by inconsistencies in the visa rules which determined who they were able to 'draw down' funding for. Reflecting the sentiments of failings in the infrastructure for migrants (discussed above); co-ordinators saw that in many cases it was those most in need of economic support who did not qualify for funding for training and education.

Student visa entitles people to work up to 20 hours per week but if you're on a dependent visa quite often you're allowed to work full-time. Quite a lot of these people are in a desperate situation because they might be here with a partner for a long time and they've got to be the breadwinner but without training they're only getting low pay work.

2.4. Discrimination by Employers

The labour market disadvantage suffered by many women and ethnic minorities can only be partially explained by supply-side factors. This section looks at the perceived nature and extent of employer discrimination on the grounds of sex and race in the context of a society where prejudice persists, and how JU4J might challenge discriminatory practices.

DISCRIMINATION: KEY FINDINGS

Three quarters thought gender stereotyped attitudes among employers about who they want to recruit 'quite' or 'very' common. This might contribute to the exclusion of women to traditionally better paid 'male' jobs and men from the bulk of current employment opportunities.

A third of respondents did not know whether racism among employers was common or not highlighting a need to raise awareness among service providers on this issue.

The majority felt it appropriate for their organisation to challenge employers' discriminatory practices on gender and race though interviewees noted that in the context of a demand-led agenda, putting this principle into practice was difficult.

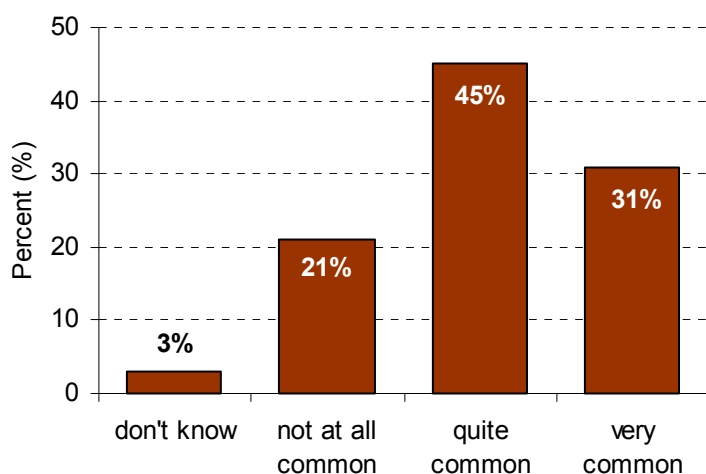
There was sense that while valid, **the economic arguments used to encourage employers to recruit from JU4J target groups had not translated into adjustments in working practices.**

2.4.1. Sex Discrimination

Direct sex discrimination is less prevalent than it used to be but women's weak labour market position is the result of indirect discrimination often relating to gender stereotyping and the burden of care responsibilities. Both government support for the unemployed and the labour market itself is systemically gendered evidenced by the gender employment, pay and attainment gaps (see [3.2.1](#)). None of the survey respondents felt that sexism in itself was a barrier to training and employment for women although three did think that employment rights such as maternity leave put some employers off employing women.

However, the survey asked respondents whether employers view certain positions more appropriately filled by a worker of a particular sex, an indicator of discriminatory attitudes. The results are illustrated in Figure 2.5 below.

Figure 2.5 How common do you think gender-stereotyped attitudes are among employers about who they want to recruit? (n=29)



Gender stereotyped attitudes were thought to be slightly less common among employers about who they want to recruit than clients themselves (see [Figure 2.2](#)). However, three quarters still thought that such attitudes were 'quite' or 'very' common

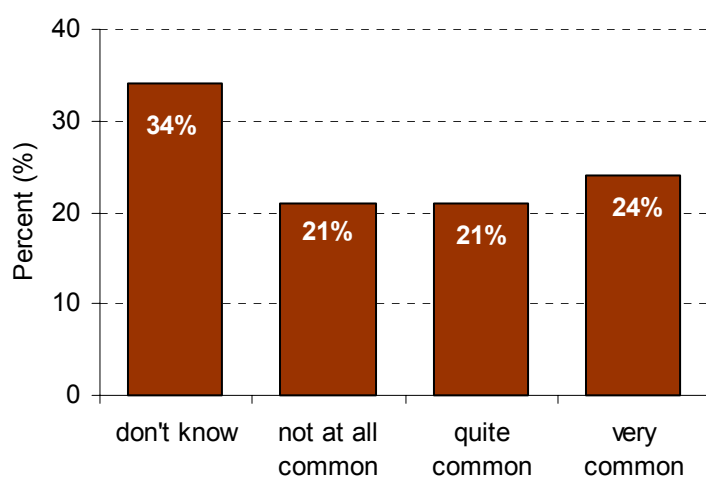
(22) and just six respondents thought it not at all common. For women this might be a factor in excluding them from male-dominated occupations which tend to attract comparatively better pay and working conditions. For men it may serve to exclude them from the bulk employment opportunities currently being created in the labour market (see [2.2.1](#)).

2.4.2. Race Discrimination

The Scottish Executive report *Attitudes to Discrimination in Scotland* (2003) revealed a significant minority in Scotland openly expressing racist attitudes: 20% felt that ethnic minorities took jobs away from other people in Scotland; 18% disagreed that ethnic minorities provided Scotland with much needed skills; and 18% felt that efforts to achieve equal opportunities for Black and Asian people had gone too far.

Eleven survey respondents thought that racial prejudice was one of the main barriers to work faced by ethnic minority job seekers and similar number (12) thought that race-stereotyped or other discriminatory attitudes were quite or very common among employers about who they want to recruit (Figure 2.6).

Figure 2.6 How common do you think race-stereotyped / discriminatory attitudes are among employers about who they want to recruit? (n=29)



A third of survey respondents didn't know whether such attitudes were common among employers or not. Given the labour market disadvantage suffered by black and minority ethnic people and the societal prejudice outlined above there is a

clear need for greater awareness of this issue among JU4J service providers.

Many interviewees said they would be surprised if there *wasn't* any racism but that there were employers who welcomed ethnic minorities. Employers engaging with pre-employment programmes specialising in services for ethnic minorities are unlikely to discriminate. As Careers Scotland said about a recent successful event they held for employers:

... there was a sense that we were preaching to the converted. Those who come to an event about race are already inclined to recruit from a BME group or refugees. The ones that don't come along are the ones you're not necessarily getting the message across to.

Organisations like Skillnet and Linknet are helping people to overcome cultural differences in recruitment practices ([2.3.3](#)) and other barriers but persistent underlying prejudice should not be under-estimated.

The CVs, the interviews we can help them with that but the racism, we can't help... A lot of people are having a bad experience applying for jobs so they don't want to apply anymore. They say 'I'll never work again' ... It's very hard to encourage people to keep applying...

It was acknowledged that racism can be incorrectly perceived by jobseekers as the reason for not being given the job. Interviewees felt it was important to

challenge these perceptions (as well as those on other grounds) in a positive way, encouraging clients to examine other possible reasons for not getting the job; a task perhaps best performed by an ethnic minority support worker (3.1.3). Two survey respondents displayed rather insensitive attitudes to this issue.

Poor race relations is rarely considered to be a problem in Edinburgh, and Scotland as a whole. However, the very fact that the minority population is small means racism is hidden and insidious and must be tackled if the drain of talent from Scotland's economy is to be reversed:

Our younger folks, especially the Afro-Caribbean youth, they go to England. They get their education and they go and they do well because they look at their parents and think 'I'm not going to struggle like them', we can't argue with that. For people who are tied here we have to help them find something but it's hard ...

2.4.3. Challenging Employers

The vast majority of survey respondents thought it was reasonable for organisations like theirs to challenge employers' discriminatory practices on gender and race though interviewees felt it was difficult to put this principle into practice. Careers Scotland advertises vacancies for employers and has a policy of challenging illegal discrimination in recruitment. Employers can display appalling discriminatory attitudes although as the interviewee from Careers Scotland highlights, some employers know how to hide their prejudices.

... it's easy to challenge when an employer blatantly discriminates. Employers will call up and say "I want a laddie" or "We don't want any Muslims" – we do get that but in some ways that's misrepresentative ... most employers know enough to know you can't say anything as discriminatory as that but may still have discriminatory practices.

Challenging employers on discriminatory practices was thought to be difficult in the environment of a 'demand-led' agenda:

I think there is a bit of a tension there because employers are a customer too; we have to keep them happy. It doesn't lend itself to being able challenge effectively.

The 'economic arguments' for eradicating racial prejudice (indeed discrimination against any of the JU4J target groups) are clear: employers need employees and there's an underutilised pool of labour. Like the 'business case' for family-friendly employment ([2.1.2](#)) there is some high level support for this view but we are yet to see it fully internalised by organisations.

If employers were really, really desperate they would be looking internally. If they're screaming out for people and can't keep them the companies would be making adjustments themselves but they don't seem to be.

It may take some time longer for the impact of skills shortages on business and other services to translate into positive changes in attitudes and practices. Legislation and government backed campaigns are well meant but have had limited impact.

The government wants to do something about this problem but when it comes to workers, the [managers], they don't.

This intermediary felt that rather than talk to employers about legal obligations and big labour market issues, organisations like theirs can only challenge prejudices on case-by-case basis, a technique they use for young (whom employers sometimes distrust) and ethnic minority clients.

Employers have prejudices because they're people. What we say is 'we're not asking you to take on every Polish person, we're asking you take on this Polish person because he's good'. You can't tell employers what to do because it'll put them off, you have to fight prejudices on an individual basis.

2.5. Identifying and Addressing Barriers

Overall, respondents displayed a greater awareness and knowledge of the barriers facing women than those facing ethnic minority clients. This section explores how organisations identify and help address these barriers²⁵.

IDENTIFYING BARRIERS: KEY FINDINGS

Only three respondents cited the type of information they collected to identify the specific needs of minority clients and few were able to tell us how their organisation addressed such needs, lending some credence to the perception that ‘white’ organisations don’t understand the needs of ethnic minority clients. Eight referred clients to specialist BME organisations

The most common form of information collected on female clients was care responsibilities though only one helped with the cost of childcare. Seven organisations referred female clients to specialist organisations.

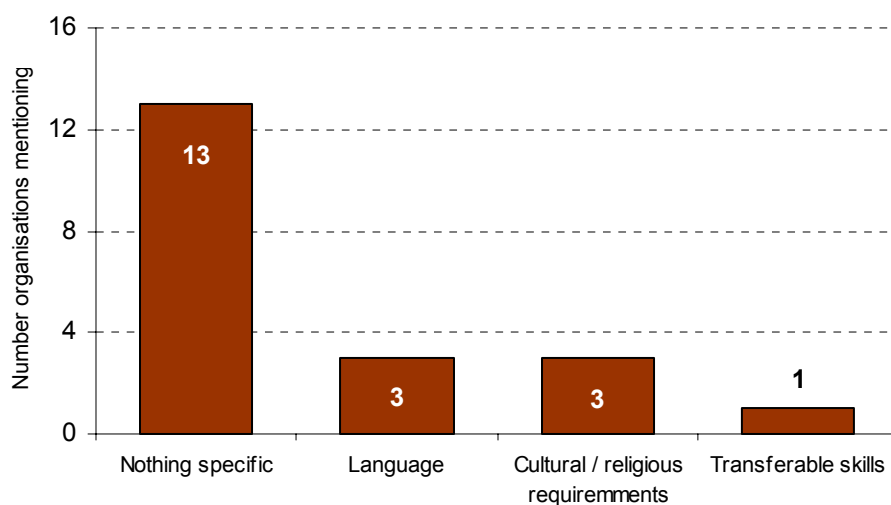
A sameness approach to equal opportunities was detected in the responses which is often ineffective in tackling the systemic causes labour market inequality for women and ethnic minorities

2.5.1. Ethnic Minority Clients

Survey respondents were asked ‘*If you assess new clients, what type of information do you collect to identify the specific needs of ethnic minorities?*’. Figure 2.7 below gives the results. Five organisations didn’t have ethnic minority clients and did not respond to the questions, we discuss this in [3.1.2](#). In total just three organisations listed the type of information they collected including language skills, cultural or religious requirements (e.g. diet, religious observance) and assessing skills acquired in a different country. Of the 13 organisations who named nothing specific, five felt that in the course of the client’s individual assessment all barriers would be identified.

²⁵ Four organisations in the sample did not formally assess clients and two did not respond to these questions.

Figure 2.7 What type of information do you collect to identify the specific needs of ethnic minorities?



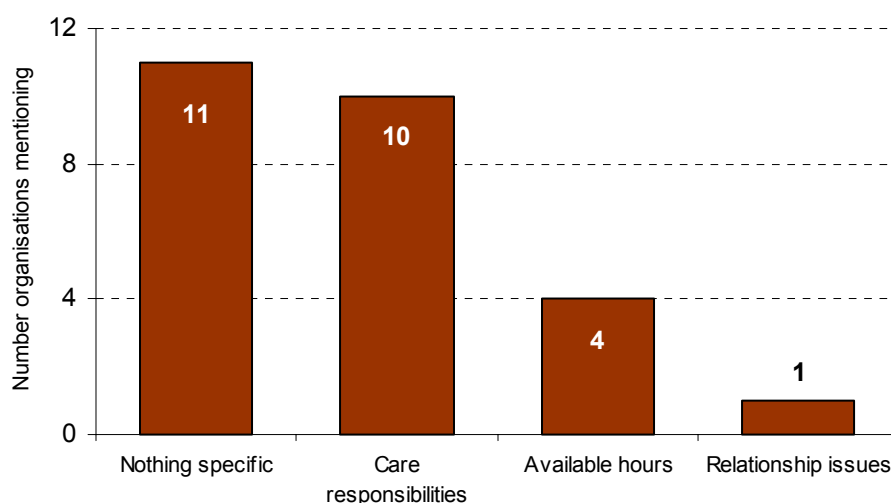
The questionnaire also asked: '*How does your organisation address the needs of ethnic minority clients?*' Eight organisations said they refer clients to specialist BME organisations such as Linknet, Skillnet, Sikh Sanjog, the Edinburgh Refugee Centre or ELREC. One organisation mentioned using the Council's translation service and one had materials available in different languages.

It is difficult to tell from these results whether the needs of ethnic minority clients are being properly assessed and addressed by organisations participating in the research. Some may well be performing effective individual assessments but the fact that so few could give examples of the type of information this might include is a concern. The questions were in an open format and many respondents emphasised that clients were treated equally 'regardless of gender or race'. This '*sameness*' approach to equal opportunities may be helpful in preventing direct discrimination but has been criticised for its failure to challenge the underlying structures and norms which cause inequality ([1.3.1](#)). It may also perpetuate perceptions in some ethnic minority communities that 'white' organisations are less able to understand and meet their needs. We will return to this issue in [Chapter 4](#).

2.5.2. Female Clients

There were similar findings on the assessment of female clients. As Figure 2.8 shows, eleven organisations did not give specific examples of the type of information collected which would help them identify the specific needs of women. Ten collected information on care responsibilities and the availability of childcare (which was also collected for male clients); four on hours they were available for work or training so that flexible hours could be organised to help meet care responsibilities and one mentioned relationship issues.

Figure 2.8 What type of information do you collect to identify the specific needs of female clients?



In terms of meeting the needs of female clients, just one organisation mentioned that they helped with the cost of childcare, two provided advice on childcare, one ran women-only courses, and two had flexible hours of delivery to fit in with the school day. Seven organisations referred clients to specialist organisations (mostly to Women onto Work and One Parent Families Scotland) though the circumstances of these referrals were not elaborated on.

Again, these findings should be treated with caution since the research did not thoroughly evaluate the individual assessment process.

2.6. Barriers to Training and Employment: Implications for JU4J

Some implications of the key findings on barriers to training and employment for women and ethnic minorities in Edinburgh are:

- Childcare remains one of the main barriers to training and employment for women and while the policy focus on lone parents is welcomed, partnered mothers from low income households must not be excluded. The JU4J partnership are in a unique position to advise Edinburgh Council on how to implement the *Working for Families Fund* effectively.
- Some organisations are challenging entrenched gender-stereotyped attitudes in raising and broadening of clients' aspirations. Strategic-level support for this work would be welcomed by service providers. Respondents outside specialist BME organisations demonstrated less awareness of race-stereotyping.
- Action on English language provision and qualification recognition requires a national-level response. The JU4J partners should raise the problems facing recent immigrants and service providers with the Scottish Executive. The cost and availability of translation services should also be examined.
- The labour market is still blighted by direct and indirect discrimination on the grounds of gender and race. The JU4J strategy must find a way of combining its demand-led ethos with the challenging unacceptable, exclusionary employer practices. This includes working with employers in finding flexible working solutions for those with care responsibility, health issues or indeed anyone for whom full-time, inflexible hours are a barrier to sustainable employment.
- It was not possible to properly assess how effective organisations are in identifying and addressing the barriers discussed in this chapter. However, if organisations are to be successful in attracting and helping ethnic minority and female clients, the limitations of the *sameness* discourse running through the responses (e.g. 'we treat everyone the same regardless of gender and race') must be recognised.

3. The Shape of Services

In this chapter we look at the balance and relationship between specialist BME and women only organisations and mainstream and other non-specialist²⁶ services. Given renewed concerns over racial segregation in society, there is particular focus the challenges of integrating ethnic minorities into JU4J organisations.

THE SHAPE OF SERVICES: KEY FINDINGS

Interviewees identified a reluctance among BME clients to access mainstream and other white-dominated services due to: negative public discourse on immigration; a sense of 'not belonging'; and anecdotes/experience of poor, potentially racist, service.

Organisations should monitor satisfaction among BME clients and publicise their work which promotes race equality to improve service levels and combat the damaging effects of anecdotes and experiences of institutional racism

To discharge the legal duty to promote race equality organisations must be proactive on integration. Delivering services in the community was thought to be an effective way to reach ethnic minority clients.

Respondents welcomed guidance on reaching ethnic minorities but felt outreach work was difficult with so many BME community organisations, some potentially acting as gatekeepers to reaching individuals.

Skillnet and Linknet viewed their role as preparing ethnic minority clients to enter the mainstream but there was a suggestion that some BME organisations did not share this ethos.

The demand for discreet BME services is high and the rationale for specialist help sound. Whatever the shape of services in the future, greater sharing of knowledge and expertise on race issues must be the starting point.

Women experienced fewer barriers to accessing services than BMEs. Nevertheless the supportive atmosphere which a women-only environment can foster is valuable for vulnerable women and provides an important stepping stone for those from culturally conservative backgrounds.

²⁶ Non-specialist is used here to mean an organisation which is not women only or BME only.

3.1. Services for Ethnic Minority Clients

In this section we explore the barriers to integration into mainstream (government) and other white-dominated services (3.1.1); experiences of outreach work (3.1.2) and discuss the role of specialist BME organisations (3.1.3).

3.1.1. *Barriers to Integration*

The lack of reliable local ethnicity data and patchy monitoring by organisations (4.4) means there is no data available on the level of integration of black and minority ethnic people into mainstream (e.g. Jobcentre, Careers Scotland) and other non-race specific (predominantly white) organisations though the numbers on the New Deal suggest under-representation (1.4.2). Most of the organisations we interviewed had more than representative proportions of ethnic minority clients though for some, numbers had been greatly increased by Eastern European clients. There was a sense that more could be done to integrate local visible minority jobseekers.

Interviewees routinely working with BME clients said their reluctance in accessing mainstream and other white-dominated services had a number of causes. The negative public discourse around immigration and asylum; of ethnic minorities taking, not giving, meant some were unwilling to access government services, becoming trapped poor quality jobs, unaware of their employment rights.

One guy I came across was feeding a family on a low paid, part-time job but he didn't want to go into the Jobcentre because he didn't want to be perceived as a scrounger. A lot of BME people would rather get a low paid job than ask for benefits and because they are working they can't access all these other programmes that could help them.

Interviewees also felt that mainstream services were daunting and officious to many of their clients. This was more acutely felt by some ethnic minorities whose sense that they don't belong is heightened when few, if any, visible minorities work front of house.

Going through the doors of a Jobcentre ... that's a big think that black people don't want to do... You feel like you're not supposed to be there so that's why they come here.

Interviewees also gave anecdotes of their BME clients having received poor (potentially racist) service from mainstream organisations. One co-ordinator witnessed such an incident and noted that the clients were used to such treatment:

There's almost a tolerance level to [discrimination], that they think that's normal, that's the service level they expect so they're not going to challenge it, they might not even recognise it as a problem.

Reports of racism in service delivery are hugely damaging. Even if someone has received poor service which is poor for everyone, if it is perceived to be racist, the accusation is difficult to shift.

The community is small and word can get around that an organisation is racist so people stop going. Whatever you do in terms of race equality, you have to publicise it, has to be promoted.

In responding to an anecdote recounted in another interview about a young BME person being given race-stereotyped advice by a careers adviser at school, the manager at Careers Scotland highlighted the impact of these individual stories on progress towards integration.

When careers advisers gives advice to anyone that challenges their aspirations or mentions some of the barriers they might face, an individual can perceive that as "the Careers Adviser told me to do such and such" but that's not the way we work these days. I'm not denying the possibility that someone has given inappropriate advice but the concern is that across the BME population it's that kind of anecdotal stuff that which reinforces perceived barriers to coming into the Careers Centre.

For this reason, the manager was keen to see better race monitoring and customer satisfaction surveys to challenge some of these anecdotes, to publicise good, and address poor practice (see [4.4.1](#)). However, given the

questions raised in [2.5.1](#) about the effectiveness of non-race specific organisations to understand, identify and address the needs of ethnic minority clients, monitoring and publicity may not be enough to enhance integration.

3.1.2. Outreach

There was a sense in some of the survey responses of an '*our doors are open to everyone but they don't come in*'. One survey respondent said:

We welcome everyone but this is not the sort of profession that people from minority groups want to move into.

This reflects a *sameness*, non-discriminatory approach to equal opportunities discussed in relation to the assessments of clients in [2.5.1](#) (see also [1.3.1](#)). Given the nature of the barriers to integration highlighted above which are hugely reliant on perceptions, there are serious limitations to this approach.

I think there is a tendency for some staff to think well we've promoted our services, our materials are in different languages, what more can we do? ... I'm more inclined to think, what are the perceptions out there? What are we doing to address that?

There was evidence of the attitude described above, others were aware that they should be doing more to involve ethnic minorities but had not so far done anything about it. This local area intermediary felt that they'd had success in attracting ethnic minority groups (except Chinese and South Asian) to their service because they were seen as a community organisation.

When we first started we didn't get many BMEs but they have come to see that we are a community organisation, not like the Jobcentre. We attend local community days, advertise in the local paper, this has helped us broaden our client group.

Both Careers Scotland and Skillnet felt that delivering mainstream services in the community could help overcome reluctance to use these services. Before Careers Scotland became a national organisation, there was more outreach activity at the local level, something they're picking up again now.

In Glasgow we've employed BME key workers so staff are going out and working with BME clients in a community setting. They've done a lot of work in breaking down some of the barriers and as a consequence people are actually going into Careers Centres.

At Skillnet they recognise ethnic minorities' reluctance to enter a Jobcentre and try to ease the transition by having a link with a particular adviser who can feedback to them about the client. However, they would like to go further:

We've suggested that it would be good to have someone to come here [from the Jobcentre] a couple of times a week. It's really tough for people to go to the Jobcentre but if they are here, they are reassured. We know people who need to go the Jobcentre but they won't go and there's only so much you can reassure them.²⁷

To fully discharge its legal obligations, public sector bodies (including Capital City Partnership) should be ensuring that they, and the organisation's they fund, are promoting race equality which includes being proactive on integrating ethnic minorities into services.

Survey respondents welcomed guidance on how to reach ethnic minority clients ([Table 5.2](#)), something that specialist BME organisations may be able to deliver. However, engaging with ethnic minorities communities, and turning this engagement into involvement cannot be unilateral. Interviewees and survey respondents mentioned it was difficult to get a handle on the multiplicity of community organisations. There were also suggestions that some leaders of community organisations may be acting as gatekeepers to reaching individuals. Of our interviewees, only Linknet got the majority of their referrals from BME organisations. Other organisations reported repeatedly contacting BME community organisations but getting no reply or having only limited success. The research did not cover all these organisations (surveys were sent to some but not returned) but their role and their relationship with other organisations perhaps needs examined if integration is to succeed.

²⁷ We were not able to ascertain whether the Jobcentre was engaging in this type of activity since they did not participate in the study.

3.1.3. The role of BME organisations

Both the Skillnet and Linknet co-ordinators felt the primary goal of specialist BME organisations should be to prepare clients to enter the mainstream services, education or employment.

I think specialist organisations are necessary to some extent but they shouldn't become an organisation on whom anyone depends for any longer than ... three months should be enough. It's like being a lone parent and depending on a lone parent organisation it shows that something is not working...The role that minority specialist agencies should play is to get people on the right road, to prepare them and move them on. Not having them negatively dependent.

They have to have the basic level of help from us but they should be part of the mainstream otherwise every black person will be trying to get a job in the black voluntary sector!

There were questions raised about the willingness of some organisations (BME and others) to refer their clients to organisations expert in pre-employment training preferring to introduce training themselves. It is crucial that there are advisers from an ethnic background, particularly when some of the sensitive issues raised in Chapter 2 must tackled.

We're are the only people who can tell them, we are in a position to tell people their faults where it would be more difficult for a white person.

Our BME coordinator is from BME group herself. What she can do that a white person couldn't do is confront them when they're going into victim mode.

However, Joined Up for Jobs organisations are competing for a shrinking pool of funds and active integration, rather than laissez-faire multiculturalism, is gaining political momentum. This raises the question: what is the future for specialist BME organisations?

There is a demand for discrete BME services; such courses are always over-subscribed²⁸. Whether such services would be more or less effectively delivered through a non-BME organisation employing the skills of specialist BME workers is something for the JU4J partners to consider. However, given the current barriers to integration (3.1.1), and concerns raised about survey respondents' understanding and ability to address ethnic minorities' needs (2.5.1), more education and experience of these issues, as well as buy-in on the case for active integration, must take place before this rationalisation of services can happen. In the meantime, as suggested above, JU4J partners must get a handle on what is being funded in terms of services to BME clients to help other organisations engage more effectively.

Whatever the shape of services in the future, greater sharing of knowledge and expertise on race issues must be the starting point. Skillnet identified an excellent example of how this can work. A client got in touch with Skillnet after experiencing racism in the workplace where he had been placed by an Academy:

He didn't want make a big deal of it so he phoned us and we contacted the Academy and we sorted something out between us ... The Academies are not set up to deal with things like that... but they were fantastic. Working with them is the way forward, we have the expertise to support people but if they are placing BMEs it would be good for them to have the access to our expertise.

Another problem highlighted by service providers helping non-white minorities was that around the definition of "ethnic minority". White minorities (including English, Irish and Eastern Europeans) had demanded access to their services on the basis that "ethnic minorities" includes white minorities. On this the legal position is clear: positive, targeted action to help non-white minorities is not only acceptable but promoted by the RRAA to overcome pre-existing inequalities.

²⁸ Restricted entitlement to mainstream services will increase demand.

3.2. Services for Women

3.2.1. *Integrating Women*

Like the labour market it serves, government unemployment support administered through Jobcentre Plus is systemically gendered. Despite reform, underlying assumptions (such as constant availability for work) rests on a presumption of a male pattern of employment. As we discussed in [1.4.1](#), women are under-represented in government pre-employment schemes like JSA and the New Deal despite there being at least as many jobless women as men willing and able to work. Some of these women may not be economically in need but the barriers presented by family responsibilities ([2.1](#)) and the fact that women, particularly disadvantaged women, *do* have a much poorer experience in the labour market compared to men ([2.2.1](#)) indicates a need to put gender equality more central to government programmes. The proposed duty to promote gender equality ([1.3.3](#)) may force this issue.

The services provided by intermediaries and others in the Joined Up for Jobs strategy are, in many ways, compensating for the gendered nature of JCP provision by trying to provide services that overcome childcare and other issues for which a more flexible approach is required, though resources are limited for these intentions to be fully realised ([2.1](#)).

3.2.2. *Women-only Organisations*

Women did not experience the same barriers to using mainstream or non-denominational specific organisations as did ethnic minorities. Nevertheless, the benefits of a women-only setting are clear:

Women aren't very fashionable in this post-feminist era but we still recognise, as do others, that poor women are vulnerable. Quite often they come to us ... from violent backgrounds. They need a safe place to be when taking the first scary step back into the workplace.

I know three British white women last year because they'd had all the confidence knocked out of them, some had been in abusive relationships, couldn't have managed to go into a college environment even although they were entitled to.

The Edinburgh Women's Training Course and Women onto Work said that the women on their courses benefited from the mutually supportive and open atmosphere that a women-only environment can foster.

I think they are absolutely clear that they wouldn't be able to be as honest and revealing about their situation, thereby helping them move on from it, if it wasn't women only.

For ethnic minority women from a religiously conservative background, women-only courses provide an important starting point in developing employability and gaining confidence (see [2.1.3](#)).

3.3. Other Specialist Organisations

There were a few comments from other organisations providing specialist services, for example for disabled clients or drug users, that the nature of their target group meant that women or ethnic minorities were not included. Some disability or health issues might disproportionately affect a certain sex or race. One survey respondent mentioned that there were cultural and attitudinal differences to drug taking which meant their services were not reaching possible ethnic minority clients.

As for ethnic minority and women-only organisations, there is a clear need for specialist programmes which, by their nature, exclude people without those problems. The challenge for JU4J is to ensure that, on balance, there is appropriate specialist help for all those in need. To discover whether or not the pattern of specialist funding provision is currently gender or race-biased and to make more targeted and informed funding decisions in the future, better monitoring and national statistics are required ([Chapter 4](#)).

3.4. The Shape of Services: Implications for JU4J

Many organisations operating under the Joined Up for Jobs strategy are filling the gendered and racialised gaps in state provision administered through JCP by delivering services to those who don't 'fit the system'. It is also recognised that not every individual organisations or project can, or should, exactly reflect the gender and race composition of the local in-need population. However, on an aggregate level, the CCP must ensure that individuals are not inadvertently excluded from JU4J services because of their gender or race, this forms part of their legal duty to promote race, and soon, gender equality ([1.3.3](#)). The following implications should be considered:

- The reluctance on the part of some ethnic minorities to access mainstream and other non-specialist services presents a significant barrier to integration and the achievement of the duty to promote race equality. The JU4J partners must therefore be more proactive in integrating ethnic minorities into services.
- Organisations should monitor satisfaction among BME clients and publicise their work which promotes race equality to improve service levels to BME clients and combat the damaging effects of anecdotes of, and experiences of institutional racism.
- There needs to be greater understanding of what is being funded in terms of services and support for BME clients, to help other JU4J partners work more effectively with community BME organisations. JU4J partners can draw on the experience, knowledge and community contacts of organisations like Linknet and Skillnet to improve the effectiveness of engagement between BME communities and other organisations.
- The rationale for specialist, discrete services for women and ethnic minorities is clear though multiple, independent organisations may not be sustainable. Survey responses suggest there is a need for greater awareness and experience of the issues facing ethnic minorities before any integration of services could take place.

4. Monitoring and Targets

It is important for organisations working to reach and help specific targets groups to monitor clients and their progress. It is also important for public bodies to know whether, on an aggregate level, the organisations they fund are reaching all sections of the community. Drawing on survey and interview data, this chapter looks at monitoring and the use of targets generally (4.1) then by race (4.2) and gender (4.3).

MONITORING AND TARGETS: KEY FINDINGS

Nearly all organisations collected information on the gender, race, age and disability status of their clients. In all categories of client progress, the practice of *collecting* data was more common than actually *using* it for reporting or to meet targets.

Analysing data and setting targets was more common for gender than race but in both cases there is a massive underutilisation of data collected. Funders like CCP are not requesting this information and must therefore take some responsibility for this inaction.

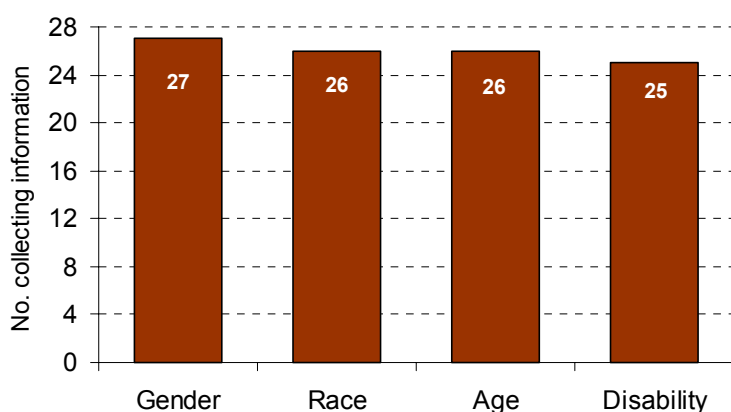
To meet legal obligations, public bodies should ensure the organisations' they fund are monitoring and reporting their race (and soon gender) equality performance. Funders should devise a simple common equalities monitoring scheme to reduce the reporting burden on organisations.

Overall targets for the JU4J strategy should reflect the local in-need population, for which better official ethnicity data at the local level is required. Any targets set for individual organisations should be challenging but realistic and support provided to help achieve them.

4.1. General Monitoring

We asked survey respondents whether they collected demographic information about their clients.

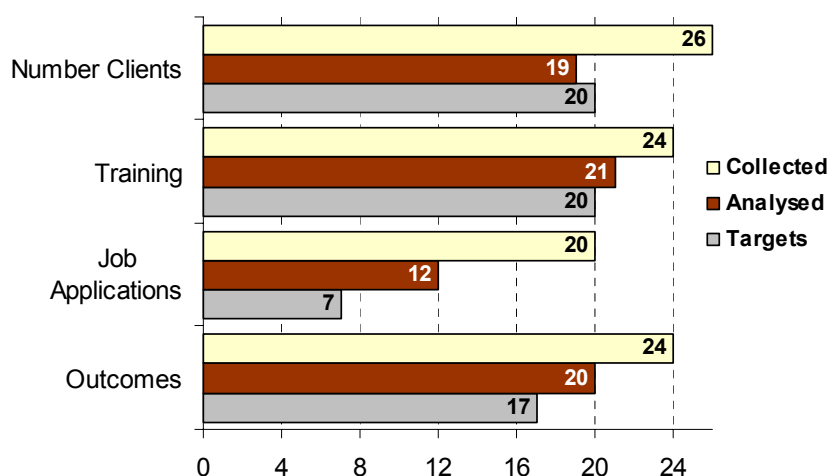
Figure 4.1 Number of organisations collecting demographic information on clients (n=27)



As Figure 4.1 shows, the vast majority of respondent organisations collected information on the gender, race, age and disability status of their clients.

To give us a baseline to assess the monitoring of client progress by gender and race we asked organisations whether they collected, analysed and had targets in the areas of: the number of registered clients; participation and success in training; job interviews and job applications; and outcomes. Some organisations did not respond to this question because it was not relevant to the services they provide.

Figure 4.2 Number of organisations collecting, analysing and having targets for each monitoring area (n=27)



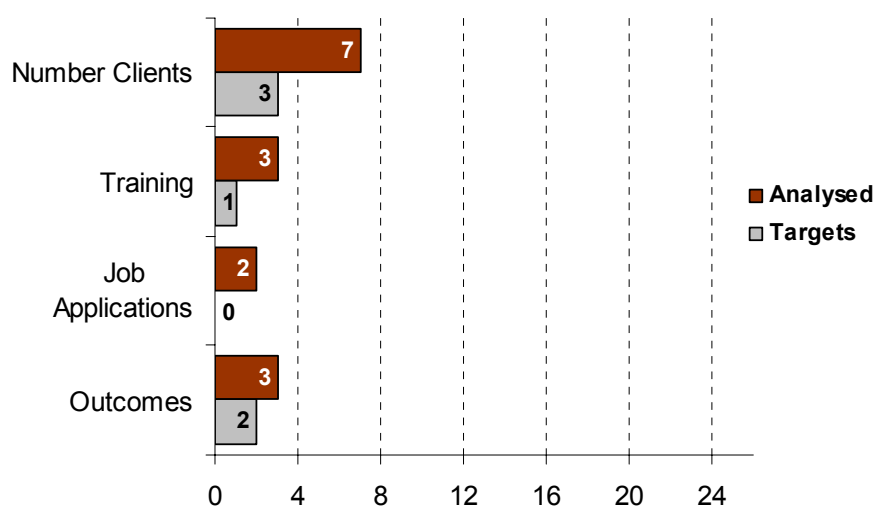
As Figure 4.2 suggests, job applications submitted / interviews attended was the least common area of monitoring. The majority of organisations did report and have targets in the number of registered clients, participation in training and client outcomes.

In all categories the practice of *collecting* information appeared to be more common than *using* the information by analysing and reporting it and/or to compare against targets.

4.2. Monitoring by Race

The Commission for Racial Equality suggests that all organisations should use the Census categories to record race (i.e. Census Scotland). In our sample, of the 26 organisations that collected information on race, 13 used Census Scotland, 4 used Census England and 10 used 'Other' categories.

Figure 4.3 Number organisations analysing and having targets for client progress by RACE



We asked survey respondents whether they analysed / reported client data by race. The results shown in Figure 4.3 suggest that such activity is very low. Just seven analysed or reported the number of clients

they have by race. Of those who said they collected information on race *and* the number of clients (25 organisations), 18 did not use this to look at the race composition of their client group.

The results are worse in other areas of monitoring. Of those who collected information on race *and* participation in training (23 organisations), 20 did not analyse or report this data. Of those who collected information on race *and* job applications / interviews (19 organisations), 17 did not utilise this data and of those who collected information on race *and* client outcomes (23 organisations), 20 did not analyse or report it. Information collected on race therefore appears to be massively under utilised.

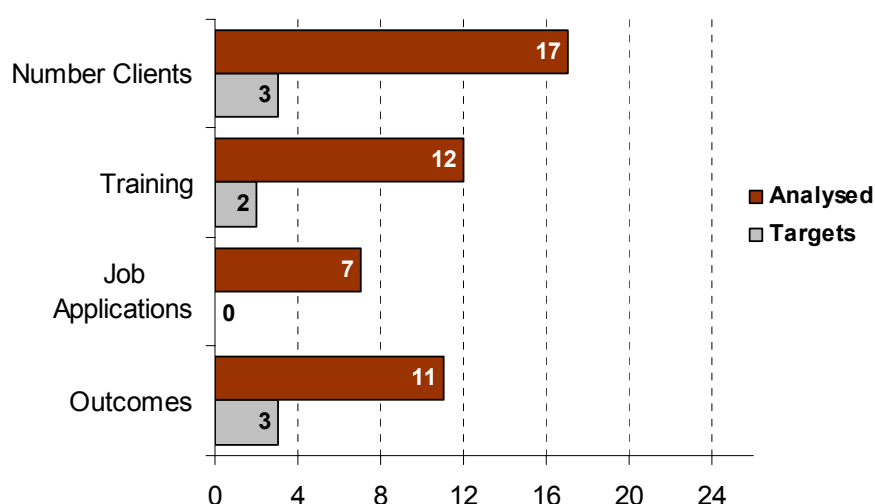
On the rare occasions when race-related data was reported, the most common reason was to meet the requirements of funding bodies. This was also the main source of targets although organisations often set targets themselves based on previous performance. Just one organisation said that they regularly looked at the performance of their different target groups (including ethnic minorities). Given the diverse nature of the ‘ethnic minority’ category, in the interviews we asked whether the progress, or lack of progress, of different ethnic groups was examined but none of the organisations did so, even those specialising in BME clients.

Careers Scotland, the only public body participating in the interviews, has a direct duty to monitor and publish its performance in serving black and minority ethnic clients under the Race Relations Amendment Act 2000. The manager interviewed said, like the other organisations in the research, information on race is collected but had not been ‘pulled together’ and reported. A project is now underway to remedy this situation to meet their legal obligations and help improve services to BME clients ([3.1.1](#)).

4.3. Monitoring by Gender

Figure 4.4 suggests that analysing and reporting client progress by gender appears to be much more common than for race. However, there is still a significant under-utilisation of data collected.

Figure 4.4 Number organisations analysing and having targets for client progress by GENDER



Of those who collected information on gender *and* number of clients (26 organisations), seven did not analyse or report it. Of those who collected information on

gender *and* participation in training (24), thirteen did not analyse or report this information. Of those who collected information on gender *and* job applications / interviews (19 organisations), thirteen did not utilise this information and of the 24 organisations who collected information on gender *and* outcomes, 13 did not analyse or report this data.

Again, targets for gender were unusual and the usual reason for reporting gender balance of the client group was because it was requested by funding organisations. Only one or two revised their practices as the result of a monitoring exercise (although some had responded to individual issues).

4.4. Monitoring and Targets: Implications for JU4J

We currently do not have an accurate picture of how well, on an aggregate level, JU4J is serving women and ethnic minority jobseekers in Edinburgh. In light of low monitoring and funding activity, this section summarises the legal case for improved monitoring and targets (4.4.1) and proposes a model for monitoring (4.4.2) and the use of targets (4.4.3) in the future.

4.4.1. Monitoring, Targets and the Law

*Monitoring is not just an end in itself, or just a paper exercise. Public authorities should be developing and refining the [race equality] outcomes they wish to achieve in their service delivery areas and using their monitoring to measure the progress they are making in meeting these goals and targets.*²⁹

According to the CRE, to properly discharge legal obligations under the Race Relations (Amendment) Act 2000 ([1.3.3](#)), public bodies should ensure that they promote race equality in all the services they provide, including those delivered through the voluntary and private sector. Most of the organisations under JU4J receive money from a public source and are therefore *indirectly* affected. We have already discussed this duty in relation to taking a more proactive approach to the integration of ethnic minorities into JU4J services

²⁹ CRE website: www.cre.gov.uk/duty/ethnicmonitoring.html

(3.4) but it also includes the need to monitor and report on progress towards race equality.

Individual JU4J organisations do not have the resources to conduct the procedural exercises demanded of public sector bodies. However, JU4J partners should be monitoring and setting targets on the representation and progress of race equality in the JU4J strategy within individual organisations. The proposed new duties to promote gender equality may include similar obligations.

4.4.2. Model for Future Monitoring

The findings suggest that, for many organisations, the collection of client demographics is little more than a box-ticking exercise. There appears to be an acceptance of the need to collect such information and on client progress/outcomes but do not pull the two together either because it has not been requested by funders and / or they don't see the need to do so. It is also possible that data is being held in way that makes it difficult to cross tabulate demographic with progress/outcome data and/or that organisations lack the database skills to do so.

To reduce the reporting burden, the public funders of JU4J organisations should work together to produce a simple, common monitoring system which maximises the use of existing data. Development should be in consultation with service providers who must be supported to achieve its implementation.

Organisations tend to report aggregate results to their funders which sometimes only allows clients to be registered under one 'target group'. Information on gender and race should be held *in addition* to other target-related information. Individual anonymised observations (rather than aggregate results) are required to enable analysis on a city-wide basis and to provide the flexibility to examine outcomes under more than one demographic category (for example, ethnic minority women or older men). Funders could provide a basic, standardised spreadsheet template for completion on a yearly (or other appropriate interval) basis.

Presented below are suggestions for a **minimum monitoring model** which would allow an examination of the profile and outcomes of clients under JU4J, from a general and an equalities perspective.

- Gender;
- Race using Census Scotland categories. Nationality and length of time in the UK would also be useful;
- Age as a continuous variable (not in categories);
- Disability (would need to consult on appropriate categorisation);
- Length of unemployment; and
- Outcomes.

The limitation of this model is that it does not take into account the type and severity of barriers to work or pre-outcome progress. A **more detailed monitoring model might include:**

- Participation and success in training programmes;
- Number of job applications submitted and interviews achieved; and
- Qualifications.

The *Baseline Study* (p.53) highlighted that few organisations formally recorded information on the barriers to work their clients faced. Issues like literacy (which might include English language proficiency) are rarely recorded though such elements (as well as 'distance travelled') would be valuable to a common monitoring system³⁰. There is also a risk of double counting if clients are registered with more than one organisation. It is difficult to see how this can be overcome without organisations releasing personal identifying details, for which there may be some resistance.

³⁰ With the ERI's assistance the Scottish Executive has implemented an employability progress monitoring scheme in projects receiving *Working for Families* funding.

If a common monitoring model is to be implemented, JU4J organisations must be persuaded of the value of evidence-based practice and the role of effective monitoring in that process. **Any common monitoring system must have a clear purpose:**

- to ensure inclusive and appropriately targeted public spending;
- to reflect on and inform service development both at an organisational level and, for funders, at a strategic level;
- to promote good, and address poor, practice; and
- to discharge the legal obligation to report on progress towards race, and soon, gender and disability equality (see 4.4.3).

4.4.3. *The Future Use of Targets*

Targets are unpopular when they are inappropriate, inflexible and become the primary driver of decision-making. However, they are an essential tool in progressing race and gender equality (and other groups) and an important element in fulfilling the duty to promote race equality. Some organisations already had targets for gender and race, most commonly for the number of registered clients. Some set targets themselves, others were encouraged by funders, for example to have a certain percentage of ethnic minority clients. On what basis these targets were set was not clear.

The JU4J strategy should not become bogged down with setting precise figures for each individual organisation but overall targets which reflect the in-need population in Edinburgh would be extremely valuable. For example, a 50:50 gender split may not be appropriate when we know there are more women not working and wanting to work than men ([1.4.1](#)). There are three challenges for CCP here are:

- having a monitoring system in place to set and revise targets (see above);
- to set overall targets based on sound evidence; and
- to set challenging but achievable targets for individual service providers.

Setting Overall Targets

There is probably enough labour market and benefit information disaggregated by gender to be able to set some sensible overall targets, for example, on the gender balance of registered clients and outcomes.

For ethnicity this will be more difficult since it will be impossible to determine the ethnic composition of the pool of potential clients living in Edinburgh. The JU4J partners should join the CRE in lobbying the Scottish Executive to pay for a sample boost to the Labour Force Survey to render ethnicity data reliable at local authority level. Until then, the Census could be used though it is already four years out of date and will not encapsulate recent migration from Eastern and Central Europe which has already had a significant impact on JU4J service providers. The JU4J partnership could therefore draw on local knowledge and information on the current client base to targets until reliable official data is available.

Setting Individual Targets

To achieve overall equalities targets the JU4J partners must look at the balance of the services being funded and set targets for individual organisations. This does not mean that all services must serve all groups (there is a case for specialist organisations [3.1.3](#)) but organisations who present themselves as non-denominational should be supported in efforts to reflect, as far as they can, the local in-need community. Targets must also recognise that some issues such as the barriers to integration for ethnic minorities ([3.1](#)) and gender stereotyping ([2.2.1](#)) and be challenging, but achievable. Some organisations may require flexibility in the time given to achieve targets and training and advice on how to reach and meet the needs of the previously under-represented client groups ([5.2](#)).

5. Equalities Policy and Training

This chapter looks at the nature and prevalence of formal equal opportunities policies in the sample of JU4J partners (5.1) and possible areas on which to focus future training (5.2).

POLICY AND TRAINING: KEY FINDINGS

- **24 out of 26 survey respondents said their organisation had a formal EO policy for the provision of services.** Just over half of those with an EO policy said its performance is reviewed, all within the last year. Since so few organisations monitored or had targets on race and gender equality against which to measure their policy's performance it is not clear on what basis the policies were reviewed. The introduction of any new system of monitoring should include support to develop more active EO policies.
- **Less than half of survey respondents said staff in their organisation had attended equalities training in the last three years** while around a third did not know whether any staff had attended any training.
- **The most training popular options were advice on reaching ethnic minorities and forthcoming age discrimination legislation.** Information on other service providers working in Edinburgh was also popular and there was some appetite for training on how to conduct impact assessments and mainstreaming race and gender equality into service provision. Less popular was monitoring and disability rights (since many of the respondent organisations were expert in disability issues).

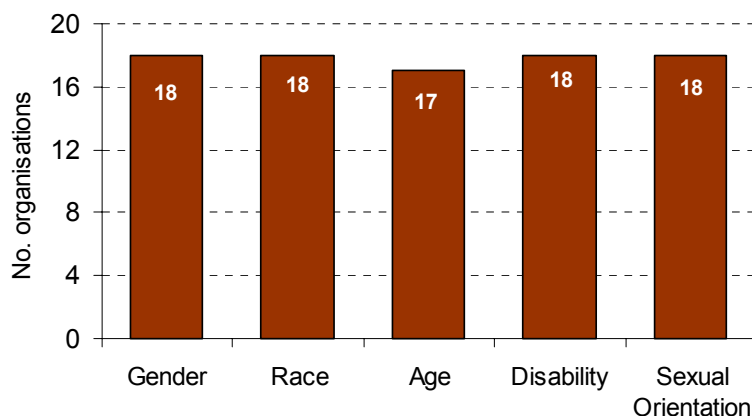
5.1. Equal Opportunities Policy

We asked survey respondents whether their organisation had a formal equal opportunities (EO) policy which guided the provision of services, whether such policies were monitored and reviewed and if a formal gender or race impact assessment had ever been conducted in their organisation.

5.1.1. *Policy Prevalence and Reviewing*

24 out of 26 survey respondents said their organisation had a formal EO policy for the provision of services. Of the 24 with a policy, six had a general equalities statement; the remaining 18 had policies which explicitly covered specific groups (Figure 5.1).

Figure 5.1 Number of organisations with EO policy covering specific groups (n=28)

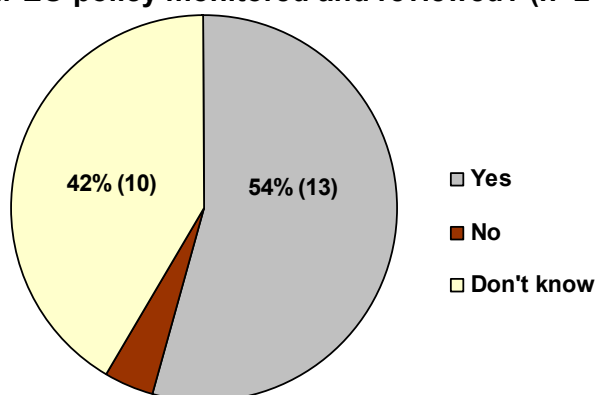


The provision of an equal opportunities policy does not necessarily translate into equality of opportunity. There is often a gap between policy intentions and actual practice due to:

- lack of clear procedures for implementing policy;
- lack of effective monitoring and reviewing;
- resistance to implementing policy; and
- the policy being seen as an end in itself, rather than a means to an end³¹.

We did ask whether the policy was monitored (for effectiveness) and reviewed (in light of monitoring) by the organisation. Figure 5.2 shows that just over half of those with an EO policy said its performance is reviewed, all within the last year. Two-fifths did not know whether their policy had been reviewed or not.

Figure 5.2 Is your EO policy monitored and reviewed? (n=24)



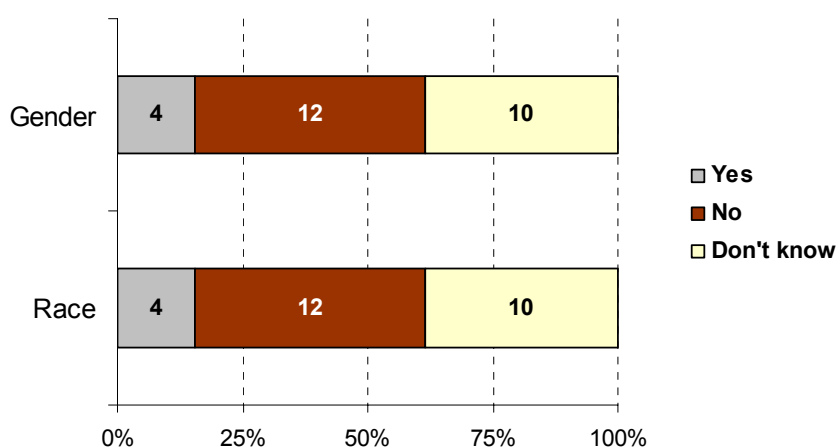
³¹ Hoque, K. and Noon, M. (2004) 'Equal opportunities policy and practice in Britain: evaluating the 'empty shell' hypothesis', *Work, Employment and Society*, 18: 3, 481-506

As highlighted in relation to identifying and addressing client barriers (2.5), the limited nature of this research means we cannot establish the gap between equal opportunities policy and actual practice in JU4J organisations. However, we can question the effectiveness and purpose of the equal opportunities policies currently in place when so few organisations monitored or had targets on gender and race (Figures 4.3 and 4.4). It is likely that these policies (like the majority in UK organisations) were statements of non-discrimination rather than tools to actively promote equality.

5.1.2. Impact Assessments

Under the RRAA (2000), public bodies must ensure that racial equality is central to the way they perform their functions, which includes conducting race equality impact assessments. An equality impact assessment is a way of systematically assessing, and consulting on, the effects that a proposed policy or service is likely to have on people, depending on their racial group or gender, including the monitoring of the service once it is in place. This means that the CCP should already be formally assessing the race impact of the funding decisions it makes under the Joined Up for Jobs strategy. Gender equality impact assessments are recommended as best practice by the Scottish Executive as part of the *mainstreaming* of gender equality and may be included in the new public duty to promote gender equality (see 1.3.1). A total of four respondent organisations had conducted a race or gender impact assessment when introducing new or revising existing services, all public bodies (see Figure 5.3 below).

Figure 5.3 Has an Impact Assessment ever been conducted before introducing new, or revising existing services?



5.2. Training Needs

One of the aims of the study was to assess the possible training needs on equalities issues for staff working under the Joined Up for Jobs umbrella. The exercise cannot be considered a full training needs analysis since resources were not available to assess the needs of particular organisations or advisers working with clients (1.2.3). We rely instead on information supplied by those completing the survey. There are limitations to this approach but the data gives does at least give an indication of possible areas to focus training resources.

5.2.1. Availability of Expertise

We asked survey respondents how many of their staff could be considered experts in the in the issues faced by different groups of clients. The results are given in Table 5.1 below. The most common form of expertise in the sample was on disabled clients, the least on ethnic minorities and older clients. These findings will be biased by the nature of the organisations who responded to the survey but suggest there may be a need to increase the number of experts in helping minorities ethnic minorities and older clients involved in the Joined Up for Jobs strategy.

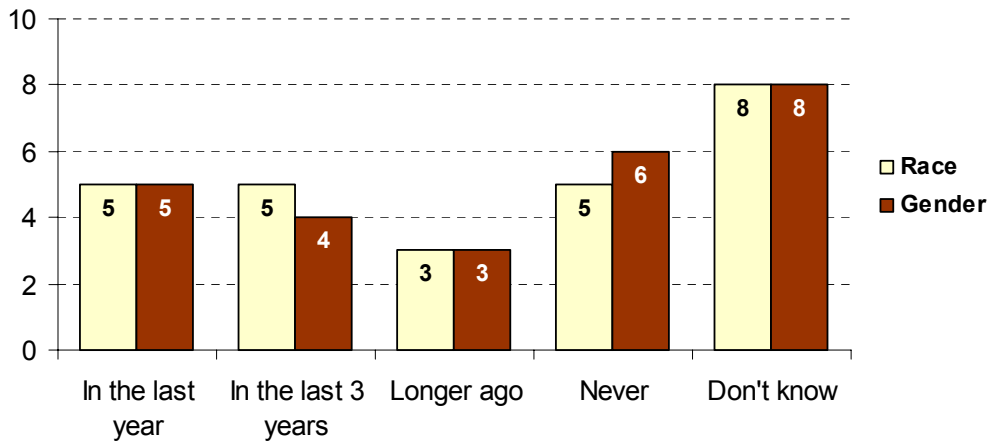
Table 5.1 Availability of experts on specific client groups

CLIENT GROUP	NUMBER OF ORGANISATIONS WITH EXPERTS	TOTAL NUMBER OF EXPERTS IN SAMPLE
Disabled	15	86
Younger	12	61
Women	11	48
Ethnic Minorities	5	19
Older	5	17

5.2.2. Equal Opportunities Training

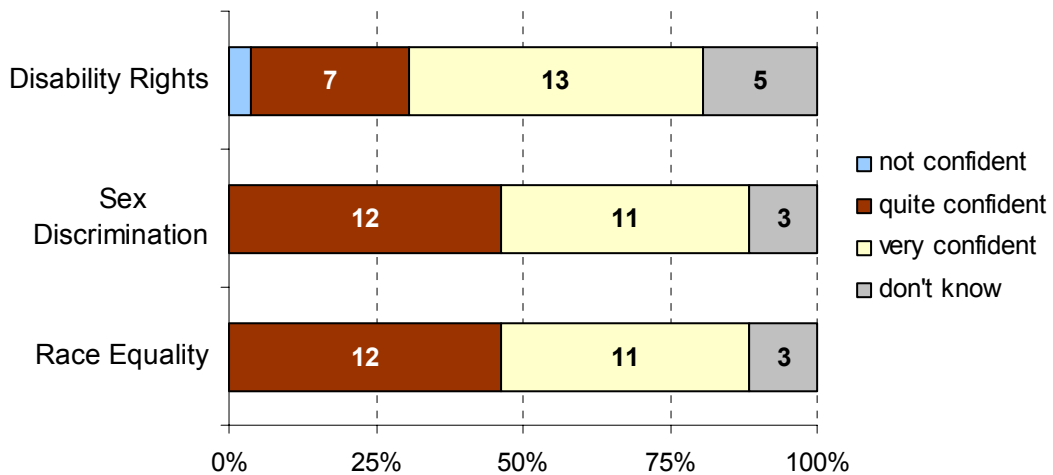
Survey respondents were asked the last time staff working in their organisation had attended race or gender equality training (Figure 5.4). Less than half had attended training in the last three years while around a third did not know whether any staff had attended any training.

Figure 5.4 When was the last time any staff working with you attended a training course on race and gender equality? (n=26)



Despite these rather low levels of formal training, the vast majority of respondents were ‘quite’ or ‘very’ confident that staff had adequate knowledge to ensure the organisation was meeting its legal obligations under the various equality laws (Figure 5.5).

Figure 5.5 How confident are you that your staff have adequate knowledge to ensure your organisation is meeting legal obligations? (n=26)



Without questioning staff directly we cannot tell whether respondents' confidence is well founded. As current practice stands, the legal duties on the majority of JU4J partners only extends to non-discrimination legislation; duties which require little action, except in the case of disability rights where 'reasonable adjustments' must be made. If the CCP extends its duty to promote race equality (and other forms in the future) to the organisations it funds, training must be provided since it requires a shift in thinking from the dominant non-discriminatory to a more proactive approach to equality.

Survey respondents were asked which from a list of possible training / information sharing options their organisation would benefit from. As Table 5.2 below shows, the most popular options were advice on reaching ethnic minorities (see [3.1.2](#)) and on the forthcoming age discrimination legislation.

Table 5.2 Number of organisations stating their organisation would benefit from the training / information sharing on ... (n=26)

Advice on Reaching Ethnic Minorities	16
Age Discrimination	16
Information on Service Providers	15
Impact Assessments / Mainstreaming	14
Gender Equality	13
Race Equality	13
Disability Rights	12
Monitoring	10

Information on other service providers working in Edinburgh was also popular and there was some appetite for training on how to conduct impact assessments and mainstreaming race and gender equality into service provision. Less popular was monitoring and disability rights (since many of the respondent organisations were expert in disability issues). Suggestions for a strategy for future training in light of the broader findings of the research are discussed in the next section.

5.3. Equalities Policy and Training Needs: Implications for JU4J

Conducting a full equal opportunities training needs analysis in every relevant JU4J organisation would be an expensive exercise and it is questionable whether the additionality of detail would justify the cost (which might be better spent on training itself). However, if there was ever a need to conduct a general audit of the skills and competencies of frontline staff working under the JU4J umbrella, equalities issues should form a part of that process.

In any case, if the CCP responds to any or all of the recommendations on CCP's approach to equalities issues a *de facto* need for training is created. We have discussed throughout the report that the CCP's duty to promote race (and soon gender) equality must be articulated through JU4J and the service providers who deliver it. On this basis, training on the following overlapping themes is recommended:

- **The use and importance of monitoring, targets and active equal opportunities policies** particularly if a common monitoring system is introduced and the use of targets increased.
- **Service providers' role in CCP's (and other public funders') legal duty to promote race and gender equality.** Encouraging new approaches such as impact assessment and positive *action* and a move away from the reliance on the '*sameness*', non-discriminatory approach.
- **Advice on reaching and meeting the needs of ethnic minorities** to promote integration. Likewise, promoting and encouraging integration among BME community organisations.
- **New age discrimination legislation** – how it affects organisations as service providers and helping to keep clients informed of their rights.
- **Disability rights** for organisations who identify a need.

6. Main Findings and Recommendations

6.1. Main Findings

- Overall, the service providers who participated in the research were more familiar with the issues surrounding gender inequality than for race.
- The approach to equalities issues generally was “non-discriminatory” (e.g. *‘we treat everyone the same regardless of gender and race’*). The research highlights a need for a more proactive approach where the systemic causes of gender and race inequality are made visible and addressed.
- There were reports of a reluctance among some ethnic minority clients to access white-dominated pre-employment services. A small number of organisations had no ethnic minorities in their client group and had not taken steps to address this imbalance.
- Childcare remains one of the most important barriers to training and employment for women. Policy has focussed on childcare support for lone parents but partnered mothers from low income families can find it difficult access pre-employment training opportunities because service providers’ childcare budget was often not sufficient to meet demand.
- Some organisations were challenging entrenched stereotyped attitudes held by clients by raising and broadening their employment aspirations beyond traditional boundaries of gender, race and class.
- Organisations experienced in helping recent immigrants said these clients could help fill skills shortages but often took jobs below their capabilities due to: the lack of affordable English language classes; their qualifications and experience not being recognised; and employer discrimination.
- Many organisations collected client demographic and progress/outcome information but there was a significant underutilisation of this data to analyse, report and act upon gender and race equality performance. Few organisations had gender targets and even fewer had race targets.
- Training needs of service providers’ employees in the following areas was identified: the use and importance of monitoring, targets, equality impact assessments and active equal opportunities policies; service providers’ role in public funders’ duty to promote race and gender equality; advice on reaching and meeting the needs of ethnic minorities; and new age and disability legislation.

6.2. Recommendations

Many pre-employment service providers operating under JU4J are filling gaps in government provision by delivering services and identifying and addressing the barriers which contribute to the labour market disadvantage suffered by women and ethnic minorities. However, the research did highlight areas that require significant improvement. In this final section we highlight the main, strategic recommendations arising from the research.

6.2.1. *Childcare*

Lack of childcare was the most frequently cited barrier for women. Many service providers said that current childcare budgets for pre-employment training were not adequate to meet demand. There was greater financial support for childcare for lone parents but partnered mothers from low-income households often missed out on pre-employment training opportunities.

RECOMMENDATION A

The JU4J partnership are in a unique position to advise City of Edinburgh Council on how best to implement the Scottish Executive's *Working for Families Fund* in Edinburgh to close the childcare gap for disadvantaged parents seeking to enter training or employment.

6.2.2. *Positive Action on Equality*

Many of the participants in the research took a “non-discriminatory” approach to equalities issue (e.g. ‘*we treat everyone the same regardless of gender and race*’). Non-discrimination is an important element in overcoming inequality but a more proactive ‘positive action’ approach is required to address the systemic and attitudinal causes of inequality.

RECOMMENDATION B

The principles of positively promoting equality should be actively pursued by all JU4J partners. In relation to gender and race equality, action includes:

- Conducting equality impact assessments for the JU4J strategy and in individual organisations and publishing equality schemes; and
- Valuing the work of specialist organisations while taking positive action on integrating women and ethnic minorities into pre-employment services and programmes where they are under-represented.

6.2.3. Monitoring and Targets

We currently do not have an accurate picture of how well, on an aggregate level, the JU4J strategy is meeting the needs of female and ethnic minority jobseekers in Edinburgh. JU4J partners are collecting but rarely reporting the progress and outcomes of clients by gender and race. Part of the responsibility for this inaction must lie with the public funders who have thus far have not systematically demanded, analysed and acted on this data.

In addition, official ethnicity data to compare the current client base to the pool of potential clients is entirely inadequate (see Recommendation F). The lack of information on which to base decisions and set targets will seriously hamper progress towards race and gender equality and public bodies' ability to its legal obligations under the duty to promote race equality.

RECOMMENDATION C

Develop common monitoring system for JU4J to aid decision making on service provision. The setting of equality targets for the JU4J strategy are reliant on this monitoring system. Any targets set for individual organisations should be challenging but achievable and support provided to meet them.

6.2.4. Training Needs

Awareness was much better for gender than for race equality issues. This is partly a symptom of the ethnic minority population in Edinburgh being quite small but indicates a need for greater sharing of knowledge and experience if the perception that white-dominated organisations don't understand the needs of ethnic minorities is to be turned around.

There was reasonably high demand for all types of equalities training. Advice on reaching ethnic minority clients one of the most popular forms of training called for as was information on the upcoming age discrimination legislation. As ever there is a need to continually update and disseminate information on different service providers in Edinburgh to promote partnership working.

RECOMMENDATION D

Based on respondents' preferences and broader findings, training for service providers' employees in the following overlapping areas is recommended:

- The use and importance of monitoring, targets, impact assessments and active equal opportunities policies;
- Service providers' role in the duty to promote equality;
- Advice on reaching and meeting the needs of ethnic minorities;
- Age and disability discrimination legislation.

6.2.5. Quality of Work

Closing the race and gender employment gap is an important goal but for equality in employment to be achieved, the *quality gap* must also be addressed. Women and ethnic minorities are disproportionately segregated in lower grade, lower paid and insecure employment with poor access to employment rights, benefits and training. They are also more likely to be working in jobs for which they are over-qualified.

Some of the organisations participating in the study were actively trying to break this cycle by challenging clients' attitudes: *broadening* the occupations considered beyond traditional confines of gender, race and class and *raising* aspirations in the quality of employment achievable. This supply-side work is progressive and welcome but many recognise a need for greater engagement with employers on the *quality of work* offered (pay, prospects and flexible working) and support in challenging discriminatory employer practices.

RECOMMENDATION E

Greater strategic support for raising the quality of work aspired to by, and available to, clients including the breaking down of gender and race labour market segregation, would be welcomed by many service providers.

6.2.6. *Informing National Policy*

The findings of this research reflect concerns expressed by the Commission for Racial Equality on the mismatch between Scottish Executive policy promoting immigration to stem population decline and fill labour shortages (including the *Fresh Talent Initiative*) and the societal and infrastructure issues which JU4J clients and service providers face every day including:

*The readiness and capacity of Scottish businesses to attract and retain migrant workers, the impact of increased migration on public services and on existing ethnic minority communities, and the wider implications of Fresh Talent for Scottish society.*³²

There are many unemployed and underemployed ethnic minorities already living in Scotland and public policy should be concerned with addressing this under-utilisation of talent if foreign talent attraction schemes are to work. Local area intermediaries and other service providers felt the Scottish Executive had not prepared for the level of support needed for new migrants (planned and unplanned) which was placing considerable pressure on resources. These pressures require a national level response.

RECOMMENDATION F

The JU4J partners should raise with the Scottish Executive the resource pressure placed on JU4J organisations, and their experiences of helping immigrants in Edinburgh, particularly in the following areas:

- Affordability and availability of English language provision, including work-specific English;
- Access to public services and awareness of rights and responsibilities (especially those relating to employment); and
- Qualification and experience recognition.

Another important message for national policy is the poor quality of official ethnicity data at the local level. There is a clear need for a boost to the Labour Force Survey if the JU4J partners are to understand and meet the needs of the in-need ethnic minority population in Edinburgh.

³² CRE (2005) *Broadening Our Horizons: Making Fresh Talent Work for Scotland*.

Appendix: Achievement of Aims

Original Aim	Achieved	Report	Comments
To discover the level of monitoring currently conducted and develop a model for future monitoring.	Yes	Chapter 4 4.4	
To audit (where possible) the demographic profile of clients in terms of entry, participation in training and other services and outcomes.	No	Chapter 4	<i>Data was requested from interviewee organisations but not all were able to supply it therefore we have not reported it. Chapter 4 highlights low levels of reporting by gender and race and makes recommendations for improvement.</i>
To establish the nature and prevalence of targets for recruiting, training and placing equalities groups and propose on what basis (if at all) targets might be used in the future.	Yes	Chapter 4 4.4	
To examine the level and coverage of formal equal opportunities policies and whether they are monitored and reviewed.	Yes	5.1	
To identify any gaps between equal opportunities policy and practice.	Partly	5.1	<i>In-depth case study research would be required to establish actual practice although in 5.1 we highlight the limitations of formal equal opportunities policies that do not contain an element of monitoring and targets.</i>

Original Aim	Achieved	Report	Comments
To explore the extent to which the principles of equal opportunities are articulated and implemented through the assessment tools.	Partly	Chapter 2 2.5	<i>The Baseline Study revealed that few organisations employed formal assessment tools. We looked at general levels of awareness of barriers and how they are identified. In depth case study research with advisers and clients would be required to establish actual practice.</i>
To establish levels of awareness of the services / support available for equalities groups through specialist agencies.	Partly	2.5 Table 5.2	<i>Some information on referral practice to specialist organisations was attained but actual awareness levels were not tested. There was a call for more information on JU4J services.</i>
To explore the role of client, service provider and employer's attitudes in shaping employment outcomes for women and ethnic minorities.	Yes	2.2 2.4	
To audit current training provision on equalities issues in JU4J partner organisations.	Yes	5.2	<i>The research achieved its aims on examining training needs from a management perspective. The exercise cannot be considered a full training needs analysis since resources were not available to assess the needs of particular organisations or advisers. It is questionable whether a full TNA focussing <u>solely</u> on equalities issue is justified since the research did establish a widespread need for training. However, if a TNA looking at broader skills and competencies is conducted, equalities issues should be included.</i>
To establish level of knowledge and skills on equalities issues among staff and managers within employability service providers (from the manager's perspective) identifying any gaps.	Yes	Chapter 2 5.2	
To identify the amount and type of additional training support on equal opportunities required.	Yes	5.3	