



Mr G. Marshall
 Geny
 Please re request
 behind at 'x' re Racial Attitudes
 Report and at 'y' re "opportunities
 for all" report. Any comments?
 or suggestions please? I
 will have a
 list to say.
 Thanks
 JW
 17/1/00

Londonderry
 BT48 7JL
 Northern Ireland
 Telephone: Londonderry (01504) 371371 URL: www.ulst.ac.uk/

12th January 2000

To All Members of the Steering Group,

A QUALITATIVE STUDY OF THE NATURE AND EFFECTS OF RACISM IN NORTHERN IRELAND

1. Racial Attitudes and Prejudice in Northern Ireland
2. Opportunities for All: minority Ethnic People's Experiences of Employment, Training and Education in Northern Ireland

Please find enclosed a first draft of the second of the two reports listed above together with a copy of the executive summary. You should have already received a copy of the first one. You will be aware that the Steering Group meeting scheduled for Thursday 13 January has been cancelled and that Bernie Duffy is attempting to re-arrange this for the end of January/start of February.

Given the current developments with regard to the two PSI Working Groups on Travellers and minority ethnic people and the importance of ensuring that the findings of the present research feeds into their work, we are keen to ensure that the two reports are published as soon as possible.

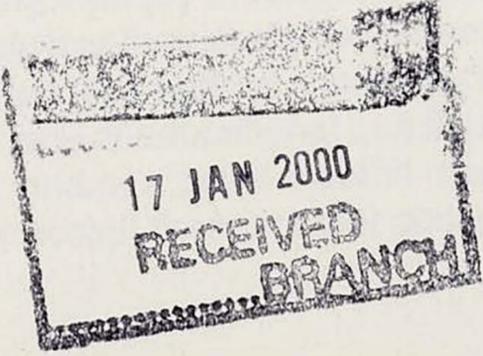
With regard to the Racial Attitudes report, this has already been amended in the light of comments and suggestions. A camera-ready copy is now available and can be sent directly to the printers. The only aspect of this report that has not been discussed are the recommendations. I would be grateful if you could have a look at the recommendations and pass on any comments/suggestions to myself by Friday 28 January at the latest. It is hoped that any final changes can be made and that we can agree to send the report to be printed and published at the next Steering Group meeting.

With regards to the Opportunities for All report, we would be grateful if you could have a look through this (and, again, particularly the recommendations) so that we can discuss the content of the report at the next Steering Group meeting. It is hoped that a re-drafted version of this report could be completed and published before Easter.

Please do not hesitate to contact either Paul or myself if you would like to discuss any of this further.

Yours sincerely,

Michaela



P.S. There should be
 a copy of the attitudes
 Report in file.
 Could I have a copy
 of the summary
 attached re
 Opportunities
 for all.

Opportunities for All: Minority Ethnic People's Experiences of Employment, Training and Education in Northern Ireland

Paul Connolly and Michaela Keenan
University of Ulster

Introduction

This report examines the perspectives, experiences and needs of minority ethnic adults and children living in Northern Ireland on the issues of employment, training and education. It is based upon in-depth interviews with 101 people drawn from four minority ethnic groups: Chinese, Travellers, South Asians and Black Africans. Interviewees were chosen from a range of different age groups and from a variety of areas across Northern Ireland.

The report is the second of five due to be published over the coming year. The reports arise from a major research study into the nature and effects of racism in Northern Ireland conducted by the present authors, commissioned by the Inter-Departmental Social Steering Group and managed by the Social Policy Branch of the Northern Ireland Statistics and Research Agency.

Summary of Main Findings

The key findings to emerge from the report are:

Minority ethnic people's experiences and perspectives on employment and training

- While it would appear that a significant majority of **Chinese people** work within the catering industry in Northern Ireland, the data suggest that this is not always their preferred career option. A number of those interviewed felt they had no choice because of one or more of the following: lack of educational qualifications; lack of proficiency in English; and/or a belief that the majority white population would not allow or accept them in other occupations.

Executive Summary

- The high levels of long-term unemployment among **Travellers** appears to be caused by a number of factors. One of the most significant has been the severe decline of what has become known as the 'Traveller Economy' which represented the main source of employment for Travellers up until the 1950s. It was characterised by a great deal of informality and flexibility of work and involved such trades and crafts as tin-smithing, horse-trading, chimney-sweeping and door-to-door sales. The nomadic lifestyle of Travellers ensured that such trades were economically viable.

However, many of these trades now become obsolete and/or not viable. Some Travellers have attempted to seek out new opportunities in relation to scrap metal, tarmac and market trading. However, competition from businesses within the 'settled' community together with significant restrictions on travelling and the general hostility and mistrust of the general population has meant that such efforts have had little overall success.

For those attempting to find work within the mainstream labour market, their efforts appear to be severely hampered by three key factors: the high rates of illiteracy and the general lack of educational qualifications among Travellers; the strong perception among many Travellers that the majority 'settled' population do not trust them and are generally hostile towards them; and, partly because of these two factors, a general lack of confidence among Travellers.

- For **South Asian people** living in Northern Ireland, many are either self-employed or working in professional occupations, especially in medicine. For those who are self-employed they have set up businesses in the catering industry (particularly setting up restaurants and take-aways) and in retail (including drapery and convenience stores as well as door-to-door sales). This high level of self-employment seemed to be consolidated by two factors: a general mistrust and fear that they would be discriminated against by members of the majority white population if they were to enter other forms of employment; and, to a lesser extent, the fact that qualifications they had gained in their previous country were not always recognised in Northern Ireland.
- Little data is available on **Black African people** living in Northern Ireland. From the interviews conducted for the present research it was found that a significant proportion had come to Northern Ireland to study, train and/or gain work experience and intended to return to their former country after a specified period of time. The main problems those within this category face are a sense of isolation and the general anxieties and insecurities associated with contract work.

For those who have decided to settle and work in Northern Ireland, they appear to be employed in a variety of jobs and occupations. The problems faced by some within this category include: a general lack of understanding of the employment system in Northern Ireland and how to find work and/or secure training; and an experience of isolation and of ignorance and/or prejudice from their white colleagues.

Racist harassment in the workplace

- Racist harassment in the workplace appeared to be a common experience for a significant proportion of minority ethnic people interviewed. 'Racist harassment' within this report is defined as all actions and behaviours that intentionally or otherwise either discriminate against people on the basis of their 'race' or ethnicity or makes them feel unwelcome or marginalised.
- The focus is therefore on the consequences of particular actions or behaviour rather than the intentions of those responsible for them. Those who may genuinely mean well but whose behaviour is nevertheless based upon ignorance or lack of understanding can therefore have the effect of making their minority ethnic colleagues feel marginalised or unwelcome.
- Of particular concern is the experiences of Chinese people working in catering establishments, many of whom appear to be subject to routine forms of verbal abuse and, in occasion, of physical abuse.
- For those minority ethnic people working in other environments, the forms of racist harassment they tend to experience range from being ignored and/or having colleagues make ignorant or insensitive comments about their culture or identity to more overt and intentional forms of discrimination and harassment.

Racist bullying and harassment in schools

- Racist bullying and harassment in schools also appear to be a common experience for many of the minority ethnic children interviewed. While a number of interviewees recounted incidents of physical abuse, the most frequent type of harassment took the form of racist name-calling.
- Such incidents of harassment usually took place in the more informal areas of the school, including corridors and the playground. The perpetrators tended to be older than the victim, male and to engage in racist harassment usually when part of a bigger group. Interestingly, a number of minority ethnic children reported incidents where their white friends would come to their defence when they were subject to racist abuse.

- The response of schools to the issue of racist bullying and harassment appears to vary enormously. Some schools appear to have dealt with specific incidents relatively successfully. For the minority ethnic children and/or parents involved, this usually meant taking the issue seriously and taking swift and decisive action. For the children, it also included having teachers who were sensitive to the issue and were willing to listen and understand their experiences.
- However, the majority of schools tended to respond inappropriately. This was often characterised by not taking the issue seriously either by minimising it or ignoring it altogether. It also included examples of teachers attempting to address the problem but, unwittingly, tending to make matters worse by the way they approached the issue.

Travellers and education

- It was found that the high levels of illiteracy and lack of formal qualifications gained by Travellers do not reflect a general lack of concern for education among this group. The majority of those interviewed expressed regret at not having the opportunities to learn and also stressed a desire to further their education. Many of the young adults interviewed had joined various literacy and other educational programmes. One of the key motivating factors underlying this desire to learn appeared to be a recognition of the importance of a basic level of education and of qualifications in order to find work.
- It has been found previously that the majority of Traveller children do not continue to attend school after primary education. Some of the reasons for this identified by the present research included: disillusionment arising from what Travellers perceived to be the low expectations that teachers had about them and thus the poor level of education they received; and fear of secondary schools, especially the possibility that teachers and fellow pupils from the majority 'settled' community, may pick on them.
- An additional factor that tends to influence the high levels of non-attendance is the influence of Traveller culture itself and the lack of value that some give to education beyond learning the basics of reading and writing. For some, this perspective reflected the fact that they did not see the relevance of education to developing and practicing a future trade within the Traveller Economy.

For others this view of education would appear to reflect their experience of isolation and discrimination and the consequent belief that there is little point gaining educational qualifications if they are then unlikely to be offered work. However, it was stressed that this tendency to devalue education was not a common one. Among the Traveller adults and children interviewed, the majority expressed a strong desire to learn more and many talked about their need to gain qualifications.

- A significant proportion of the Traveller children interviewed had attended one particular Primary School, 'All Saint's', which appeared to cater specifically for Travellers. Some preferred this school because it meant that they could 'be themselves' and not be picked upon and bullied for being Travellers. However, most of those interviewed expressed dissatisfaction with the low level of education received. Moreover, the fact that children remained at the school until the age of 13 meant that they would find it difficult to transfer to a secondary school given that they would effectively be two-years behind their fellow pupils.

The 'language barrier' in relation to education

- For those minority ethnic children and parents whose first language is not English, they tended to experience significant problems in relation to education. For children, this was commonly manifest by them falling behind in certain language-based subjects such as English and history. For the parents, many experienced considerable frustration at not being able to help their children with their school work and also at the problems associated with attempting to communicate with their children's teachers.

Multicultural education

- Finally, a majority of those interviewed argued that more should be done in schools to teach about different minority ethnic communities and to encourage children to respect cultural diversity. Moreover, many argued that there was also a need for schools to more adequately meet the specific religious and dietary needs of minority ethnic children.
- The problems experienced in Britain, however, where multicultural initiatives in schools had simply acted to reinforce and increase white children's existing perceptions and stereotypes of minority ethnic people was discussed in the report. The need to think carefully and plan and adequately pilot any multicultural initiatives and resources was therefore stressed.

Recommendations

In considering the implications of the findings outlined above, the report makes a number of recommendations:

1. The Department of Higher and Further Education, Training and Employment should develop a more strategic approach to outreach work with members of the Chinese community. This should include the aim of:
 - increasing awareness among the Chinese community of the current training and employment opportunities that exist;
 - adopting a more proactive and supportive role in encouraging Chinese people to review their career options and to offer them appropriate help and support in the decisions they make;
 - identifying the particular training needs of Chinese people (particularly in terms of the development of verbal and written skills in English and also demand for specific educational and vocational qualifications) and providing, facilitating and/or co-ordinating adequate provision of services to meet these needs.
2. The Department of Higher and Further Education, Training and Employment should identify the particular needs of those Travellers who are working, or wish to work, within the Traveller Economy and facilitate and co-ordinate the provision of relevant training in order to address that need.
3. The Department of Enterprise, Trade and Investment should undertake a more strategic analysis of the Traveller Economy and identify areas within it that have the potential for development. The Department should then develop specific strategies to help encourage and support those Travellers wishing to develop business in these and other areas.
4. The Department for Social Development should review the existing provision of Traveller sites in terms of how adequately they meet the needs of Travellers working within the Traveller Economy. More specifically, this would include a focus on:
 - The degree to which the existing number and location of sites facilitate travel around the region for those wishing to develop and enhance their particular trades;
 - The specific provisions made within particular sites in terms of areas set aside for Travellers to work and/or trade on.
10. The Equality Commission for Northern Ireland should take responsibility for facilitating, co-ordinating and monitoring a broader educational strategy aimed at reducing racial prejudice and promoting good race relations in the region. While including a focus on the diverse range of minority ethnic groups that exist, a particular emphasis should be placed on Travellers.

5. The Department of Higher and Further Education, Training and Employment should develop particular strategies of outreach work with Traveller groups. These should aim to:
 - Increase Travellers' awareness of and access to specific training and employment services;
 - The development of specific 'bridging' programmes aimed at developing the general confidence and career aspirations of Travellers and giving them the basic skills required in order to enroll onto more mainstream training programmes.
6. The Department of Higher and Further Education, Training and Employment should review the particular issue of the recognition of educational and vocational qualifications gained overseas. Clear information and guidelines should be developed and, where such qualifications are equivalent to those offered within the UK and Ireland, encouragement should be given to employers and educational and training organisations to recognise these.
7. The Department of Higher and Further Education, Training and Employment should develop a clear and diverse strategy for the dissemination of information on training and employment opportunities among the minority ethnic population. Such a strategy should also include a degree of more proactive outreach work with particular communities (see Recommendations 1 and 5) where lack of information and/or understanding is particularly acute. One such focus should be the Black African community.
8. The Equality Commission for Northern Ireland should develop a specific educational strategy aimed at increasing the awareness among employers of racial equality issues and of their responsibilities under the Race Relations (NI) Order (1997) and other relevant pieces of legislation.
9. All Government Departments, Bodies and Agencies should develop clear programmes of racial equality training for all of their employees. This should include the aims of:
 - Increasing awareness and understanding among employees of the issue of racism and its effects on minority ethnic people's lives;
 - Developing employees' appreciation of the particular needs and problems faced by minority ethnic people in Northern Ireland;
 - Increasing employees' understanding of current racial equality legislation and Government policy initiatives and their responsibilities within this.
10. The Equality Commission for Northern Ireland should take responsibility for facilitating, co-ordinating and monitoring a broader educational strategy aimed at reducing racial prejudice and promoting good race relations in the region. While including a focus on the diverse range of minority ethnic groups that exist, a particular emphasis should be placed on Travellers.

The Commission should consider including the following within such a strategy:

- a specific media campaign (including television and radio adverts, posters and leaflets); and
 - the production of training resources for use by youth and community groups.
11. The RUC should ascertain the extent of the problem with regard to racist harassment of Chinese people in catering outlets and work closely with representatives from the Chinese community to develop effective structures and strategies to deal with this.
12. The Department of Education, in conjunction with the Education and Library Boards, should ensure that all schools develop a clear strategy to deal with racist incidents. This should include:
- A clear statement of principle and policy regarding the school's opposition to racism and racist incidents that is circulated among children and parents;
 - In addition, such a statement should include the sanctions that the school will apply to any child found to be involved in racially harassing others;
 - Effective measures to supervise all aspects of the school day, especially the more informal times, such as playtime and lunchtime and times between lessons when racist incidents are more likely to occur;
 - A system to record and monitor racist incidents.
13. The Department of Education should make every effort to encourage all Universities and Colleges in Northern Ireland responsible for initial teacher training to include a substantial element relating to racial equality. In addition the Department of Education, in conjunction with Education and Library Boards should facilitate the development of a comprehensive package of in-service training on racial equality for teachers.

Such initial teacher training and in-service training should:

- Increase student teachers' appreciation of the specific educational needs and experiences of differing minority ethnic groups;
- Develop the awareness of student teachers with regard to the nature and extent of racism in education and schools;
- Encourage student teachers to appreciate the need for specific strategies to deal with racist incidents in schools;
- Equip student teachers with the necessary knowledge and skills to be able to teach children about cultural diversity and about racism and to facilitate children's exploration of their own and other people's cultures and identities.

14. In line with the existing policy of DENI (see DENI 1993), the Department of Education should set itself a timescale of five years to ensure the full integration of Traveller children into mainstream schooling.
15. Education and Library Boards should make available additional classroom support for schools with significant numbers of Traveller children currently enrolled. Such support should focus on increasing basic literacy and numeracy skills among Travellers.
16. The Department of Education should develop effective strategies for ensuring continuity of educational provision for Traveller children and especially those whose families are likely to move around the country during parts of the year. Such strategies should include:
 - The development of an effective system of record keeping to ensure that Traveller children's educational progress is monitored and that there is continuity in the education they receive should they move between schools;
 - More flexible ways of delivering education including, where appropriate, on-site educational provision and distance-learning packages.
17. Education and Library Boards should develop outreach strategies with local Traveller communities with the aim of:
 - Encouraging Traveller children and parents to appreciate the value of education;
 - Facilitating greater relationships between Traveller parents and local schools;
 - Encouraging and supporting Traveller children when they transfer from primary to secondary schools.
18. The Department of Education should develop a monitoring system to record the educational progress and achievement of all minority ethnic children and include such data as levels of school attendance and examination performances at all key stages. The data should be routinely reported in New TSN Annual Reports together with clearly stated plans for dealing with any significant discrepancies that arise.
19. The Department of Education, in conjunction with the Education and Library Boards, should identify current levels of need with regard to the support of minority ethnic children whose first language is not English. Appropriate levels of additional classroom support should then be provided to give language assistance to those children.

20. The Department of Education should consider the specific needs of minority ethnic parents whose first language is not English and what support they could possibly be given to help them play a more central role in their children's education. This should include consideration of:
 - The provision of specific support materials, possibly in minority ethnic languages, for parents to help guide them in their support of their children's school work;
 - The provision of interpreters and other appropriate mechanisms to ensure more effective communication between minority ethnic parents and schools.
21. The Department of Education in conjunction with Education and Library Boards should ensure that all schools are provided with clear guidelines that they are expected to follow in terms of meeting the religious and dietary needs of all minority ethnic children in their care.
22. As a matter of priority, the Department of Education should begin to develop a multicultural/anti-racist dimension to the National Curriculum in Northern Ireland to be added as part of a cross-curricular theme and to be taught through all Key Stages. Initially, this should include:
 - An extensive review of existing multicultural and anti-racist initiatives in Britain and elsewhere and the debates surrounding these;
 - On the basis of this review, the development and piloting of specific resources and material for use in schools.

Copies of the report

Copies of the full report can be obtained from the:

Northern Ireland Statistics and Research Agency
Social Policy Branch
McAuley House
2-14 Castle Street
Belfast BT1 1SA

Cheques for £XX (including postage and packaging) should be crossed and made payable to the Department of Finance and Personnel.

ISBN X XXXXXX XX X
April 2000

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Racial Attitudes and Prejudice in Northern Ireland

Paul Connolly and Michaela Keenan
University of Ulster

Introduction

This report examines attitudes towards race relations in Northern Ireland and the nature and prevalence of racial prejudice in the region. It draws upon data from a large-scale survey of 1267 interviewees constituting a representative sample of the Northern Ireland population.

The report is the first of five due to be published over the coming year. The reports arise from a major research study into the nature and effects of racism in Northern Ireland conducted by the present authors, commissioned by the Inter-Departmental Social Steering Group and managed by the Social Policy Branch of the Northern Ireland Statistics and Research Agency.

Summary of Main Findings

The key findings to emerge from the report are:

- Contrary to popular opinion, issues of race and ethnicity are far from unimportant or insignificant in the attitudes of people living in Northern Ireland.
- In terms of statements of general principle, a significant majority of those in Northern Ireland tend to hold quite positive and liberal attitudes towards race relations. For example, 83% support the need for effective equal opportunities policies for minority ethnic people in relation to employment and housing. A further 87% felt that school children should be taught about minority ethnic people's traditions and cultures in schools.
- However, when it comes to more specific matters such as when the specific identity of particular minority ethnic groups are named and/or when considering issues which might effect respondents more personally, racial attitudes in Northern Ireland tend to be significantly more negative. For example, a quarter or just over of all respondents were unwilling to accept either an African Caribbean, Chinese or South Asian person as a resident in their local area. Similarly, over two out of every five people also stated that they

Executive Summary

were unwilling to accept a member of any of these three groups as a close friend.

- Within this, the most negative attitudes appear to be reserved for Travellers. For example, 40% of those surveyed felt that the nomadic lifestyle of Travellers was an invalid one which should not be supported or resourced by the Government. More generally, 57% would not be willing to accept Travellers as residents in their local area while two thirds (66%) would not willingly accept a colleague at work who is a Traveller.
- Overall, racial prejudice appears to be around twice as significant than sectarian prejudice in the initial attitudes of the population in Northern Ireland. Around twice as many respondents in the survey stated that they would be unwilling to accept and/or mix with members of minority ethnic communities than they would members of the other main religious tradition (i.e. Catholic or Protestant) to themselves.
- Moreover, negative attitudes towards specific minority ethnic groups have become worse over the last few years. For example, in the present survey, 54% of respondents stated that they were unwilling to accept a person of South Asian origin as a relative by way of marriage. This compares to 37% who stated in 1995/96 that they would mind 'a little' or 'a lot' if a close relative married someone of South Asian origin. A similar difference exists in relation to attitudes towards Chinese people (53% compared to 32% in 1995/96).
- With regard to racist name-calling, at least one in five of the population are likely to belong to a social grouping where name-calling occurs to one extent or another. More specifically, 21% of respondents stated that their friends had called someone a name to their face because of their colour or ethnicity. Moreover, given the sensitivity of the issue, this figure is likely to be an underestimation of the true incidence of racist name-calling.
- Significantly, there is only a very small relationship between levels of racial prejudice and the tendency to engage in racist name-calling. In other words, racial prejudice is only a marginal motivating factor in influencing a person's decision to engage in racist name-calling.
- Finally, it was found that both racial prejudice and racist name-calling were not the preserve of any particular social group. There is such variation in the incidence of both within the population that they are likely to occur within any social group, however that group is defined.

Recommendations

In considering the implications of the findings outlined above, the report makes a number of recommendations:

1. The Equality Schemes prepared by all public authorities should include a specific section on promoting good race relations. Such a section should include:
 - plans for staff training with the aim of addressing existing racial prejudices and promoting good race relations;
 - plans for addressing racial prejudice and promoting good race relations among the 'users' of that public authority's services;
 - an outline of any specific race relations problems that may exist within the area of responsibility of the public authority concerned and plans for addressing this; and
 - clear timetables and, where appropriate targets, for all plans which should include measures for monitoring and evaluating their effectiveness.

2. The Equality Commission for Northern Ireland should take responsibility for facilitating, co-ordinating and monitoring a broader educational strategy aimed at reducing racial prejudice and promoting good race relations in the region. While including a focus on the diverse range of minority ethnic groups that exist, a particular emphasis should be placed on Travellers.

The Commission should consider including the following within such a strategy:

- a specific media campaign (including television and radio adverts, posters and leaflets); and
 - the production of training resources for use by youth and community groups.
3. The Department for Social Development should facilitate and co-ordinate specific community relations initiatives between Travellers and 'settled' people in those local areas where there are Traveller sites. Such initiatives could involve the organisation and facilitation of regular meetings between Traveller representatives and local residents groups from the 'settled' community. These meetings could provide the context within which
 - the experiences and perspectives of both communities are shared;
 - specific issues and problems are discussed and resolved; and
 - trust and mutual respect are developed.

 4. The Department of Education should facilitate the development of a multicultural and anti-racist element to the National Curriculum in Northern Ireland. Such an element should be included as a cross-curricular theme from Key Stage One onwards. The Department should also facilitate the development of a similar element to be included in the Youth Service Curriculum. Both elements should aim to:
 - encourage the development of an understanding and respect for cultural diversity;
 - facilitate a greater appreciation of the nature and effects of racism; and

- provide children and young people with the necessary skills and values in order effectively to challenge racism when it arises.
5. All racial equality strategies (whether contained in New TSN Action Plans, Equality Schemes or developed independently of these) need to be developed and implemented in partnership with all those likely to be effected by them. More specifically this requires full and meaningful consultation to take place with members of the white, 'settled' community as well the minority ethnic community. It also requires their significant and ongoing involvement in the implementation and monitoring of any such strategies.
 6. A specific educational strategy should be developed targeted at the majority white population with the aim of reducing their tendency to engage in racist harassment. The strategy should not be targeted simply at children and young people but should be diverse in its focus and involve community organisations and work settings as well as schools and youth groups. Given this broader focus, it is recommended that the Department for Social Development should take responsibility for facilitating and overseeing such a strategy.

Overall, the strategy should aim to:

- increase awareness of the issue of racist harassment in Northern Ireland;
- develop an appreciation among the majority white population of the serious nature of such behaviour and its negative effects on the lives of minority ethnic people;
- facilitate the development of appropriate policies and strategies among specific groups and/or organisations in order to deal with racist harassment when it occurs.

Copies of the report

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