The Anti-Racism Observatory for Scotland

A summary: What we have done and where we are now

September 2023

Acknowledgements and thanks

This document summarises the work of the Anti-Racism Interim Governance Group[1] (AIGG), since it was set up in April 2022.

We, the members of the AIGG, would like to thank everyone who helped us in our work. Those people and organisations include the following:

Guests and contributors to the AIGG, including:

— Robin Fallas and Chris Murphy, Morton Fraser MacRoberts LLP.
— Riaz Hassan, Head of the Anti-Racist Wales Action Plan implementation team, the Welsh Government.
— Fiona Duncan, Chair of The Promise Scotland.
— Marie Gabriel CBE (Chair) and Dr Habib Naqvi (Chief Executive) of the NHS Race & Health Observatory.
— Professor Camara Jones, Department of Global Health & Social Medicine at King's College London.

Everyone who took part in our accountability review, including:

— Senior Scottish Government officials.
— Policy leads working on the Scottish Government's Immediate Priorities Plan.

Everyone who took part in our community research, including:

— The community leaders, community organisations and community members.
— The community researchers and authors of the research report: Dr Krithi Ravi and Dr Judy Wasige.
— Jezreel Consultancy and its 15 community researchers.

Everyone who took part in our work with young people, including:

— Intercultural Youth Scotland.

Other Scottish Government representatives and support staff, including:

— The Directorate for Equality, Inclusion and Human Rights.

Dr Ima Jackson and Talat Yaqoob (Co-chairs of the AIGG)

September 2023

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[1] You can see a full list of the AIGG's members in Appendix 4.1.

Contents

How to read this report

Important documents and references

To make it easy for readers to find certain important documents, we have put in electronic links to them where we first talk about them. You can find references, and where possible links, to other reports and papers that we mention in the report, in the [References](#) section.

Please note that in the report, references are numbered in this way: Reference[00].

The words we have used

We have tried to make our language clear and easy to understand. However, we may still have used some words or phrases that readers have not seen before or do not understand. Where we think we have done this we have explained them, either in the text where the words appear or in a footnote on the same page.

Please note that in the report, footnotes are numbered in this way: Footnote[00].

We have also brought all these words together in a glossary or word bank, which you can find at Appendix D.

Part 1: Introduction

Timeline 1: "Race"[2] equality documents and events leading up to the Anti-Racism Interim Governance Group (AIGG)

2016   The Scottish Government publishes its [Race Equality Framework 2016–2030](#)[1] (REF). Its vision is for a Scotland in 2030 'where people are healthier, happier and treated with respect, and where opportunities, wealth and power are more equally spread'.

2017   The Scottish Government publishes its [Race Equality Action Plan](#)[2]. This sets out the work it will do under the Race Equality Framework 2016–2030.

2020   **March:** The Scottish Government's [Poverty and Income Inequality in Scotland 2016–19](#)[3] report shows relative poverty[3] levels in Asian and Asian-British and Black and Black-British communities to be double those in white-British communities.

June: The Scottish Government sets up the [Expert Reference Group on COVID-19 and Ethnicity](#)[4] (ERG). The ERG will advise the government on how to respond to the impact of COVID-19 on minority ethnic communities. This work is driven by reports showing certain communities to be at greater risk of health and poverty.

September: The ERG publishes its [initial advice and recommendations](#)[4] to the Scottish Government. It includes a call to create a new and independent anti-racism body.

September: The Scottish Government's [Impacts of COVID-19 on Equality in Scotland](#)[5] says COVID-19 shows racism to be built into the way Scotland's public institutions work.

2021   **February:** The Scottish Government launches its [Anti-Racism in Education Programme](#)[6] to reduce "race" inequality in Scottish schools.

September: [The Coalition for Racial Equality and Rights reviews](#)[7] 38 Scottish Executive/ Government documents on "race" equality published between 1999 and 2020. Despite the 817 commitments they contain, it finds that little progress has been made. It puts this down to a) too little understanding of what racism in policy looks like, and b) few checks in place to make sure the commitments are acted on.

September: The Scottish Government draws up its [Immediate Priorities Plan](#)[8], This sets out how it will act on the recommendations of the Expert Reference Group for COVID-19 and Ethnicity (ERG) and the goals of its Race Equality Framework.

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[2] Please see "A final note on our wording".

[3] Households whose income is less than half the average (median) income.

October: [Research by the Joseph Rowntree Foundation][9] confirms that almost half of black and ethnic minority children in Scotland live in poverty—nearly double that of children in Scotland as a whole.

2022   April: Scottish Ministers appoint members to the newly formed [Anti-Racism Interim Governance Group][10] (AIGG). Its role is to review work on race equality and oversee the creation of a new anti-racism body.

1.1 About this report

The Anti-Racism Interim Governance Group (AIGG) was set up by Scottish Ministers. Our purpose was to oversee work on "race" equality in Scotland and lay the ground for Scotland's new Anti-Racism Observatory.

In the short time we have been active—from April 2022 to September 2023—we, and those we have worked with, have covered a lot of that ground. This report is a quick reference document, summarising our work and thinking during that time. To help readers, we show where that work fits into the wider timeline of events and point them to other documents they may find useful.

1.2. The background leading up to the AIGG

Timeline 1 sets out what the Scottish Government has been doing to tackle racism over the past six years. As the Coalition for Racial Equality and Rights' review revealed, efforts of this kind have been going on in Scotland for much longer. Recently, however, events in 2020—the murder of African American George Floyd by a white police officer, the Black Lives Matter movement and the COVID-19 pandemic—brought racism and its impact on people's lives to the attention of governments across the world.

Anti-racism work in Scotland faces a number of challenges

In the same year, the Scottish Government set up the Expert Reference Group on COVID-19 and Ethnicity (ERG). Its purpose was: 1) to get a true picture of the impact of COVID-19 on minority ethnic and migrant communities in Scotland; and, 2) to advise the government on how to end unfair differences in health.

What it found was a number of challenges, in the form of gaps, facing anti-racism policy[4] work. These included a lack of information (on what had been done previously, what had worked and what had not); a lack of accountability (that is, failing to make sure public institutions were taking action); and the failure of public institutions to understand that they are part of the problem. Another challenge we would add to this list is that a lot of "race" equality work is done in separate, short-term projects. Often their funding is stopped, closed down or taken over by a larger programme or body.

If it is to rid itself of systemic and structural racism[5], Scotland clearly needs a new approach. This is something the Scottish Government recognised when it stated, in its 2023 [Anti-Racism in Scotland progress review](#)[11], that tackling racism "requires systemic change that addresses "baked-in" racism within our economic, political, social and cultural institutions and structures. Systemic and structural change requires "long term vision, patience and ongoing commitment from leadership through to

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[4] A set of ideas or ways of doing things, e.g. laws, rules or processes, put in place by a government or organisation.

[5] Systemic: racism built into our systems and our society; Structural: when our laws, rules or policies cause people to be treated unfairly because of their "race" or ethnicity.

grassroots level and across all spheres".

The Expert Reference Group recommends systemic and structural change

In light of these challenges, the ERG made a series of recommendations, a number of which focused on this need for systemic and structural change. To help bring this change about, it further recommended that the Scottish Government set up a new body: an "Independent Oversight Commission".

We were that body—first called the Interim Governance Group and then the Anti-Racism Interim Governance Group. Our role was to, among other things, 1) explore how best to make sure that public institutions were working to remove racism from the way they worked, and 2) lay the foundations for a new anti-racism body for Scotland.

1.3. How the rest of the report is set out

Part 2: The work of the Anti-Racism Interim Governance Group

Following on from this introduction, we go on to discuss the AIGG. We start by setting out our purpose, aims and vision, who our members were and how we worked with them and others (section 2.1). We then discuss our three main pieces of work:

i) Our accountability review (section 2.2)

ii) Our community research (section 2.3)

iii) Our work with young people (section 2.4).

Part 3: The Anti-racism Observatory for Scotland (AROS)

In the second part, we explain how our work in Part 1 shaped our thinking on what the new body should look like and do (section 3.1).

We then set out the seven strands of work we believe the AROS should focus on (section 3.2). This is followed by the six ways of working we believe it should adopt (section 3.3). This is followed by our thoughts on how the AROS should be set up and staffed (section 3.4). We finish with the next steps and our conclusions (section 3.5).

Part 4: Contains our References and Appendices.

Part 2: The work of the Anti-Racism Interim Governance Group

Timeline 2: "Race" equality documents and events during the time of the AIGG

2022   July: The OECD submits a review[12], commissioned by the Scottish Government, of national and international anti-racism bodies.

September: The AIGG hires community researchers to speak to adversely racialised communities[6]. Their task is to tell communities about the proposed anti-racism body and ask them how they think it could best work for them.

September: The Scottish Government publishes its Immediate Priorities Plan (IPP). It sets out how the government will act on the recommendations of the Expert Reference Group for COVID-19 and Ethnicity (ERG) and the goals of its Race Equality Framework.

October: The AIGG starts its community research.

October: The AIGG starts to develop and test questions for its accountability review.

December: The Scottish Government publishes its Anti-Racist Employment Strategy[13]—to tackle the 'disadvantage experienced by people from racialised minorities in the labour market in Scotland'.

2023   January: The AIGG's accountability survey gets underway.

January: Intercultural Youth Scotland (IYS) advises the AIGG on how best to get young people involved with the AROS.

February: The Scottish Government publishes its first-ever Data Strategy for Health and Social Care[14]. Its aim is to transform 1) how people can get data about themselves so that they can improve their health and well-being; and 2) the way people receive care.

April: The AIGG holds meetings with Scottish Government policy teams as part of its accountability review.

June: A Scottish Government report on tackling child poverty[15] talks of the impact of the cost-of-living crisis on adversely racialised communities.

June: The Scottish Government publishes its Anti-racism in Scotland: progress review 2023[9].

August: The AIGG submits its accountability review[16] to the Scottish Government.

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[6] Please see 'A final note on our wording'.

2.1 About the Anti-Racism Interim Governance Group

Aims

The Anti-Racism Interim Governance Group (AIGG) had two aims.

1. To determine what the Anti-Racism Observatory for Scotland should look like and how it would work.
2. To look at how public institutions are held to account for what they say they will do to tackle racism in their organisations.
   — In particular, to review how the Scottish Government is meeting its "race" equality objectives in the Immediate Priorities Plan.

We were due to complete our work by May 2023. However, to give us more time to consider possible models for the Anti-Racism Observatory for Scotland (AROS), this deadline was extended to September 2023.

Members and guests

The AIGG was separate from, and independent of, the Scottish Government. Our 17 members, all with an interest in anti-racism in Scotland, were appointed by Scottish Ministers. We included community leaders and leaders of organisations, young people, policy and governance[7] experts and academics. (You can see a full list of our members in Appendix A.)

From time to time, we invited other people or organisations to share their expertise with us:

— Morton Fraser MacRoberts LLP: Robin Fallas and Chris Murphy advised us on possible ways to set up the AROS (a series of meetings).
— The Welsh Government: Riaz Hassan, head of the Anti-Racist Wales Action Plan (ARWAP) implementation team, presented the Plan and explained how the Welsh government dealt with accountability at our April 2022 meeting.
— The Promise Scotland: Fiona Duncan (Chair), talked to us about The Promise Scotland at our May 2022 meeting. She also took part in several further meetings.
— NHS Race & Health Observatory: Marie Gabriel CBE (Chair) and Dr Habib Naqvi (Chief Executive) met us in July 2022 to discuss possible models for the AROS.
— Department of Global Health & Social Medicine at King's College London: International anti-racism expert Professor Camara Jones hosted a one-day workshop in December 2022. Its purpose was to develop our expertise in data and data systems, racialisation and anti-racism.
— Office for Health Improvement and Disparities (OHID) in the Department of Health and Social Care (DHSC): Regional Director and AIGG member Professor Kevin Fenton supported our two co-chairs with a series of meetings on how to set up a

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[7] The process of overseeing the control and direction of an organisation.

national body.

What we did

Between April 2022 and Sept 2023, we held 12 formal meetings. We also ran four workshops:

- Workshop 1: 30 November 2022, Glasgow—interviews with community leaders as part of the community research.
- Workshop 2: 7 December 2022 Glasgow—meeting with data experts, including Professor Camara Jones.
- Workshop 2: 02 May 2023, Glasgow—the ARO's vision, mission and structure.
- Workshop 3: 10 May 2023, Edinburgh—review of community research findings.

A lot of our thinking was also informed by three major pieces of work that we carried out: an accountability review, community research and a learning exercise with young people. In the next three sections, we say more about what each of these involved and what we learnt from them.

2.2 The work of the AIGG: Accountability Review

As we have said above, one of our aims was to look at how public bodies are held to account for their actions on racism. The Scottish Government's Immediate Priorities Plan (IPP) gave us the perfect chance to look at an example of this in action. The IPP sets out how the Scottish Government is working on the recommendations of the Expert Reference Group on COVID-19 and Ethnicity (ERG) and the goals of its Race Equality Framework 2016-2030.

The way the Scottish Government assessed its progress was not effective

The Scottish Government does have a process for reviewing its progress on the IPP. However, as we explain in the full report of our Accountability Review, neither we nor the Scottish Government believe that process is strong or challenging enough.

We developed a new way of assessing the Scottish Government's progress

To assess the Scottish Government's progress more effectively, therefore, we created a questionnaire. A total of 84 questions covered topics such as what staff and resources have been allocated to this work; what relevant skills staff have; whether community organisations and members are working with them; and whether their managers see this work as a priority. We sent the questionnaire to all policy leads[8] working on the IPP.

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[8] The Scottish Government staff leading on the policy work in the Immediate Priorities Plan.

In Table 1 below is a summary of our main findings.

Table 1: Our findings and conclusions from the review

People working in policy often do not understand intersectionality[9]

Many people working in government policy do not understand intersectionality or why it is important. The Scottish Government must therefore put more resources into dealing with this aspect of discrimination. That includes training staff working in this area.

Scottish Government departments rely too much on poor-quality Equality Impact Assessments[10]

Equality Impact Assessments (EQIAs) must be done at the very start of policy work, and they should be detailed and fully thought out. Vague assessments done as an afterthought or add-on will fail to give policy-makers a full or true picture of the situation.

People working in policy do not understand or use lived experience[11] and lived expertise[12] enough

During our review, we were pleased to see government policy teams working with voluntary organisations. However, we saw little sign of them listening to the lived experience and expertise of communities. Doing so is vital if the Scottish Government is to develop policies that are anti-racist.

Government departments have too few resources and too little time, capacity[13] and leadership

Staff working in a number of policy areas were enthusiastic about anti-racism work. However, time again they told us about a lack of leadership, urgency, resources and time holding this work back. The Scottish Government should support staff and help build their capacity so that they are better able to understand and apply anti-racism principles.

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[9] When different forms of inequality or discrimination (e.g. because of gender, religion, sexual orientation, etc.) come together to create further discrimination and oppression.

[10] Assessments meant to make sure that policies are fair and do not discriminate against certain groups.

[11] The personal life experiences people have had.

[12] Expertise gained from people's own experiences and learning that can be used to bring about change.

[13] Skills and ability.

Government departments are working with limited data

Problems with the quality of "race" and ethnicity data, and of intersectional data in particular, became clearer during COVID-19. Organisations must invest in collecting data down to the level of race, ethnicity and other intersectionalities as a matter of urgency. Only by doing this will we be able to truly assess the impact of policies on these groups. How this data is used, and what it tells us, should also be shared more widely with communities and the public in general.

The AROS will use our findings to shape a second accountability review

The review helped us to understand why there is so often a gap between what public institutions say they will do and what then happens. We could also see how anti-racism can be built into ways of holding public institutions to account. Nevertheless, as the AIGG comes to an end, it will be up to the AROS to take these findings on board.

At the time of writing, the AROS was due to be up and running in late autumn 2023. Once it is, we expect it to run a second accountability review in the spring and summer of 2024. Being independent of Scottish Government makes it the ideal body to lead this work.

What that second "accountability process" will look like exactly, we do not yet know. What we did for this review was based in part on a process that the National Advisory Council on Women and Girls has been using to good effect since 2022. That process includes bringing in a more diverse range of people, using easy-to-understand language and holding events. We do know that it will be co-designed[14] by AROS staff, community experts and partner organisations with experience in this area. The findings of this first review suggest, too, that the Scottish Government will want to join in these early talks[15]—it is keen to make sure that both it and the AROS get the most they can from the exercise.

We also believe the second review will look at a wider range of activities—not just action on anti-racism but anti-poverty projects and related work in other policy areas. In that way, it will be able to see if anti-racism is being built into policy-making consistently, across all the Scottish Government's work.

Looking to the future

Whatever it looks like, how we go on to hold the Scottish Government to account for tackling structural racism must be robust, thorough and open for all to see; and it should be something that communities shape and lead on. This should be the standard across the Scottish Government. And it is long overdue. Communities do not deserve simply to have a say; they should have the power to ask questions and

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[14] When people come together as equal partners to design, create or produce something.
[15] The AROS will publish the results of all such discussions and workshops.

demand change, too. That is how good policy is made. It is also how trust can grow between Scottish Government and communities; and, it is a way for the Scottish Government to live up to its "Open Government Partnership" principles[16].

While the next review will focus again on the Scottish Government, we hope that future phases will look at a wider range of public institutions. Through all this work, our aim is to develop a Scotland-wide process of holding public bodies to account for progress on anti-racism. That process will be one that puts more power into the hands of communities, makes it clear to communities and institutions what they can and should expect and, crucially, brings about real and lasting change.

2.3 The work of the AIGG: Community Research

Bringing in communities to lead on co-designing the AROS was a key part of our work. It ties in with the Government's [Scottish Approach to Service Design](#)[18], which states that the people of Scotland should be given the chance and the means to help design services and policies in Scotland. For that reason, in September 2022, we hired two community researchers to talk to adversely racialised communities in Scotland. Their task was to tell these communities about the new body and ask them how they thought it could best work for them.

In particular, the aims of their research were to:

— Find out what people with lived experience of racism think the AROS should do and how they might want to be involved with it.
— Learn more about the diversity of adversely racialised communities in Scotland, including what other parts of their identities (e.g. gender, age, disability, and so on) might be leading to them being further marginalised.

The researchers took a "participatory" approach

Adversely minoritised communities often have the goodwill, knowledge and expertise policy-makers need to develop real and lasting solutions. Yet, they are also tired of taking part in studies exploring their lived experiences, when little is done or changes as a result.

For these reasons, this study used a method known as Participatory Action Research (PAR). PAR aims to remove the inequality often found in research by involving those who will be most affected by its outcomes at every stage of the process.

The research had three phases

Phase 1 - Co-designing the research

This included: a) online interviews to ask community leaders how we could build trust

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[16] "A commitment to openness, transparency and citizen participation across everything we do as a government." https://www.gov.scot/policies/improving-public-services/open-government-partnership/[17]

with communities and encourage them to take part in the study; b) focus groups with young people with experience of anti-racism practice, to get their views on our research; and c) regular review meetings with a sub-group of the AIGG to make sure the research itself was anti-racist.

Phase 2 - Gathering the data

The researchers emailed the survey to community organisations and community researchers, who then sent it out to, or took it into, their communities. They also ran listening tour sessions in five cities across Scotland. At these sessions, community members were able to discuss the questions with each other before filling in the survey.

Phase 3 - Co-analysing the data

Members of the AIGG with lived experience of racism analysed the data with the researchers. All were encouraged to reflect on their positionality[17] as they did so.

The research faced a number of challenges

It is worth saying a little about some of the problems the research faced, here. Participatory action research, like other types of research, has pluses and minuses. For example, closer working between communities and researchers helps to build trust, but it can also take more time.

That said, lack of trust and being fed up with (yet more) research meant that fewer people took part in the research than we had hoped. The time the researchers spent on trying other ways to reach communities meant they had less time for other parts of the research. This was particularly the case with the co-analysis phase.

The way the researchers found participants (i.e. through community contacts and advertising) meant that the findings cannot be said to reflect the views of all adversely racialised people in Scotland. That said, our participants did include a number of community members with intersectional identities.

Finally, at times the responses of some community members suggested that they had misunderstood certain questions or understood some terms differently. The fact that the questions were shared in a survey, online and in English may not have helped this. It also meant that we could not always grasp the full meaning behind participants' answers.

Future research should allow more time and resources for designing the research, piloting[18] it and co-analysing the data.

Communities want the AROS to focus on 10 particular areas of work

A total of 531 people from across Scotland took part in the survey and listening tours. You can read more about who they were and their views on the AROS in the full

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[17] A person's social position and power because of their various social identities (e.g. age, race, gender, occupation, etc.)
[18] Testing it before doing the whole research in full, to see if any changes need to be made to it.

[community research report](#)[19] or [research summary report](#)[20]. Below is a brief summary of what they told us.

Table 2: What community members want the AROS to do

1. Standardised data collection

Communities feel that recording "race" and ethnicity data in Scotland should not be left to one central organisation. Rather, it is something all Scotland's public institutions should do. However, they would like the AROS's help to make sure this data is then shared with communities.

2. A sector-wide approach

When asked in what areas the AROS should map work on racism and anti-racism, a large number of participants said it should include all 22 options[19] listed under this question. The most popular options included employment, school and higher education, housing, immigration and health.

Areas put forward by the participants themselves included COVID-19 and its impact, the cost-of-living crisis and its impact, poverty, the justice system, popular culture, language, media stories, sport, the environment, public places and legal representation. The impact of structural racism should also be built into impact assessments and emergency preparedness[20] throughout the public sector.

The above suggests that communities would like to see work on racism and anti-racism mapped across all these sectors. And here too, they would the AROS to act as the central body for sharing this information (see also, 7 below).

3. Valuing lived experience

Communities want the AROS to value and record their own research, lived experiences and anti-racism efforts. They would also like it to set up safe spaces for them to talk to researchers and other institutions about this.

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[19] Physical health, mental health, life expectancy, employment, school education, higher education, housing, income, strengths of communities, funding for anti-racism work, representation of racially minoritised in leadership positions, community safety, children's wellbeing, older people's wellbeing, immigration, gender equality, inequities faced by sexual minorities, religion, disability, caring responsibilities, arts and others.

[20] The steps organisations should take to make sure people are safe before, during and after an emergency.

4. Acknowledging and valuing community expertise

Communities also want their skills and expertise to be valued. They suggest that the AROS set up a live database (i.e. one that can be updated in instantly) of community groups working on anti-racism. This would help funding bodies find groups with the expertise they need. They would also like the AROS to track who and what community-led organisations the public sector and charities fund. This would help to ensure that the process is open and fair

Reflecting on this research, the researchers themselves felt it is important to recognise that participants may also have particular skills (e.g. academics[21] of colour) to bring to anti-racism work.

5. Focusing on accountability[22]

Another theme coming out of the research was public institutions not being made to answer for failing to tackle racism. Communities feel this is mainly down to two things: 1) little or no information on what is or is not being done; and, 2) institutions having little or no capacity to deal with racism.

When it comes to reporting racism, respondents said they face various barriers. These include nobody following up on the incident, it being too much work to prove that it happened and not having the personal capacity (e.g. time, resources or funding) to deal with it.

6. Building better understanding

Communities want the AROS to improve people's racial literacy[23]. They listed a number of topics this could cover, ranging from bystander training[24] and colourism[25] to the perceptions people have of adversely racialised communities.

They would also like existing research on racism and anti-racism to be reviewed. This would help people understand not just what we already know but also where further research is needed—for example, lived experiences of racism and information on different ethnicities.

Other ways the AROS could build understanding include pointing people to what anti-racism work is going on and setting (and enforcing) anti-racism standards.

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[21] A teacher or researcher in a university or other higher education organisation.

[22] Holding an organisation to account for what it says it will do, by monitoring what it does and imposing some kind of penalty if it fails to act.

[23] The knowledge, skills and awareness to talk thoughtfully about race and racism.

[24] Learning how to successfully intervene in or challenge discriminatory behaviour.

[25] Discriminating against people with darker skin tones.

7. An interactive digital library

Communities told us they would like information on racism and anti-racism (research, policy, lived experience, anti-racism work, etc) to be stored in one place; and for that place to be open to everyone. They are tired of being researched and would like to see all the research that has already been done lead to action.

On the subject of action, participants also felt that better recording of people's experiences of structural racism could create a body of live anti-racism casework[26].

8. Anti-racism standards of practice

Communities want the AROS to set anti-racism standards for how public institutions should work. They suggested a number of things they could include: calling out racist behaviour, sharing best practice, setting targets and monitoring whether they are met, and helping institutions to embed anti-racist ways of working.

They also want the AROS to make sure public institutions apply these standards.

9. Direct and equal involvement

Communities want to be directly involved in the AROS's work. This could be as educators, researchers, recruiters for research or community liaisons[27].

They also want to be paid for their involvement, stressing that the AROS must be clear about what jobs and pay would be open to them.

10. Clear and continuing communication

Finally, communities said that the AROS should have a plan for keeping them up to date with its work. They feel this is particularly important for those "at risk of racial discrimination".

Although we used a range of ways to tell communities about our survey, most people who took part only heard about it when talking to the community researchers. For that reason, the AROS should consider various ways of keeping communities informed. This should include using community liaisons, who can speak to communities in the places where they gather.

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[26] When organisations work with people who need their help.

[27] People whose role it is to keep organisations and communities in touch with each other.

2.4 The work of the AIGG: Working with young people

Intercultural Youth Scotland helped us to reach young people

From the very start, we were keen to bring young people into the AIGG. To do this in a fair and meaningful way, we worked with Intercultural Youth Scotland (IYS). IYS has a lot of experience, and enjoys good relationships, with young people. Thanks to them, two to five young people would join us. Often, they came to meetings; at other times, IYS worked with them outside of those meetings and then shared their views with us.

Young people advised us on how best to involve them

To help us further, these young people (with support from IYS) drew up guidance[21] for us on how best to work with them and other young people. Their advice informed not just how we worked with young people but also how the AROS should work with them when it gets underway. We talk about this in more detail in Part 2.

Young people shared their views with us

On several occasions, we held evening or youth meetings with the IYS. At one particular meeting, our young participants gave us their thoughts on a range of topics[22]. These included what to do and what not to do, how to work with Black people and People of Colour (BPoC), ways for the AROS to hold itself, the Scottish Government and other public institutions to account, and the legal structure of the AROS. Here too their views went on to inform our work, in this case our work to co-design the AROS. Again, we discuss this in Part 2.

Part 2: The proposed Anti-Racism Observatory for Scotland (AROS)

Timeline 3: Actions leading up to the launch of the AROS

2023 **May:** The AIGG decides that the AROS will start out as a company limited by guarantee[28].

August: Scottish Ministers ask the AIGG to review this decision.

August: The AIGG submits its accountability review findings to the Scottish Government.

September: Ministers agree that the AROS will be hosted by an existing organisation for its first two years. After that time, the AROS will become an independent organisation in its own right.

Late autumn: The process of appointing a host organisation begins.

2025 **Autumn:** The AROS will kick off another accountability review. Its purpose will be to assess the extent to which the government's actions on anti-racism are sound, informed by evidence and led by communities. The work will probably involve reviewing a wide range of anti-racism activities, as well as those to do with anti-poverty and wider policy areas.

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[28] Like not-for-profit or social enterprises and charities, such companies have no shares or stakeholders. They are owned by guarantors who agree to pay a set amount of money towards company debts.

3.1 The AROS's purpose and vision and what it will do

An observatory: a position or building that gives an extensive view.

(Oxford Languages)

The AROS's purpose

The purpose of the AROS is to work with communities and organisations to rid Scotland's public institutions of racism. We want the AROS to be a national "centre of excellence" for developing policy that is anti-racist—recognising that discrimination is often intersectional—and brings about real and lasting change.

The AROS's vision

> That our public bodies work equally well for everyone, no matter what their "race" or ethnicity.

To that end, the AROS will draw up a set of anti-racism principles or rules. It will expect all Scotland's public institutions to adopt these principles when making policy. And it will check them to make sure that they do.

Communities are already shaping what the AROS will do

Both we and the community members we spoke to stressed how hard it is to find information and data on "race" in Scotland. Thus, one of the AROS's main tasks will be to bring together, create and, importantly share, anti-racism knowledge. In this way, Scotland will have a full and "extensive view" of anti-racism. What is more, that knowledge will be held in a place that is safe and easy for everyone to get to, either in person or online.

Another major task of the AROS will be to change the way work on "race" equality in Scotland is done. Instead of research and anti-racism work being done to communities, the AROS will take a participatory approach—that is, it will work with communities as equal partners—to understand, monitor and tackle systemic racism in our public institutions. Crucially, the AROS will also have a role in making sure that institutions do what they say they will do to tackle racism.

In these ways, Scotland's public sector will be able to transform its policies, processes and systems; the Scottish Government will be better able to meet its commitments on "race" equality, inclusion and human rights; and Scotland itself will become a centre of expertise on intersectional anti-racism that brings about real and lasting change.

As it seeks to bring about this change, the AROS will add to, not take away from, the efforts of organisations already working on anti-racism in Scotland. It will work with them and other organisations and institutions. Crucially, above all, the AROS will be led and co-produced by people from adversely racialised communities.

3.2 Seven strands of work the AROS should focus on

How exactly the AROS and its community partners work alongside the Scottish Government and wider public sector will become clearer as it evolves. Thanks to the community members who took part in our research, we do know what that work will involve. Below, we set out its seven strands:

1. Co-producing anti-racism with communities

Communities leading us as together we build anti-racism principles into our work and the work of Scotland's public institutions.

Our accountability review revealed a lot of confusion about what it means to consult communities versus what it means to involve them in decisions and creating knowledge. Organisations rarely thought of giving communities most harmed by their policies the power to improve them. And yet, community members told us they want to be involved in the AROS's work. Understandably, they expect to be paid for that involvement. They also want all jobs and the pay that goes with them to be made clear and open.

We will make sure that community members are involved in every aspect of the AROS's work. We will work with communities to draw up clear guidance on how staff will be appointed and how much they will be paid. And we will do the same for community members who want to work with us.

2. Building the capacity of institutions and communities

— Public institutions: Giving those working in our public institutions the capacity to be intersectional and anti-racist in their policies and services.
— Communities: Giving communities the capacity and power to scrutinise and shape the policies and services of our public institutions.

In all our work, members of adversely racialised communities told us how important it is that public institutions learn from and act on their lived experience. By contrast, our accountability review revealed how little policy-makers understand the value of including people with lived experience in their work. To invite communities to share their views and experiences is one thing; to ask for their help in shaping policy is the vital, but often missing, next step.

Communities feel that the AROS should train institutions in what anti-racism is and how it can help them design better policies and services. AIGG members agreed. They, too, want to see institutions learning from experts in both structural racism in policy-making and community participation.

Community members are also keen to develop their own capacity. A number of respondents in our community research mentioned research skills in particular. Picking up on Strand 3 below, such training could also

include data analysis and monitoring skills. We are particularly keen to get communities involved in more participatory data analysis—that is, bring them in to help researchers interpret data.

We propose that the AROS work with experts to offer training, learning opportunities and helpful information to both public institutions and communities. Community members should also have the chance to work with the AROS itself.

3. Holding Scotland's public institutions to account

— Co-creating, with communities, effective ways to make sure the Scottish Government and other public institutions are building anti-racism principles into their work.
— Co-creating, with communities, tools and ways to assess how the Scottish Government and other public institutions are building anti-racism principles into their work.

Many community members told us they are frustrated that research rarely seems to lead to change. Often, they said, it is not possible to see what has been done as a result of research, if it worked or if anyone checked to see if it worked. All the groups we spoke to—young people, those who took part in the community research and members of the AIGG—said they want to help to co-create a better, more open way of holding institutions to account for work on anti-racism.

Our accountability review was a first step towards this. We suggest the AROS now take the next step and refine the process we have begun.

On that note, the AROS itself must also be held to account for its work. The young people we spoke to, in particular, were clear about this. They want the AROS to share information on things like its power structure and how and why it decides what organisations and projects to fund. They also want the AROS to hold meetings that members of the public can attend, with time built in for questions.

4. Building a digital anti-racism library

Building an interactive, digital library of information on anti-racism policy and action. This will allow people adversely affected by racism, as well as those whose role it is to tackle it, to:

— Learn about, and from, past work on anti-racism.
— Keep up to date with what is being done now.
— Assess how well Scotland's public institutions are doing to embed anti-racism.

Coming through loud and clear from every part of our community research was the fact that communities are tired of being researched. What they want is for all past and present work on anti-racism to be brought together in one place. They especially want the work they have been involved in to be a part of this, so that it can be shared too.

In our view, the AROS's digital library should be a space that anyone can enter to find information on anti-racism.

5. Improving data and research

Making it easier to assess how well our public institutions are working to become anti-racist, by:

— Agreeing on what good-quality "race" and ethnicity data looks like.
— Investing in ways of researching, collecting and analysing data that do not:
    — Reinforce the false ideas behind "race science"[29] and other systems of racism,
    — Create systemic inequality in other ways.

— Working with communities to build their capacity and that of researchers.

In its Health and Social Care Data Strategy[14], the Scottish Government says that it will improve the quality of data it collects on people's protected characteristics[30], including ethnicity. In our accountability review, we also spoke of the need for better quality data that could be broken down to the level of different ethnicities. Until that happens, the same gaps—which have been flagged up to the government many times—will continue to limit research and make it hard for Scotland to achieve its anti-racism aims. Therefore, a possible role for the AROS could be to call on the government to do more to solve this problem.

When it comes to research more generally, those who took part in our community research say they want the AROS to help identify and share best practice. They also say that, through research, they want their voices to be heard and they want safe spaces in which to explore their views and experiences. In all of this, too, the AROS has a role to play.

6. Communicating clearly and openly

Although the AROS will be fully independent of Scottish Government, it will:

— Be overseen by a unique partnership that includes representatives from across Scotland's public sector and its adversely racialised communities.
— Build strong, open, successful working relationships with partners.
— Share best practice from across Scotland and beyond.
— Share, with help from creative-industry partners, the real extent of racism and anti-racism action in Scotland and the world.

Community members who took part in our research told us that a lot of public

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[29] The false belief that people can be divided up into "races" and that some "races" are superior or inferior to others.

[30] The Equality Act 2010 protects people from discrimination based on nine characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

institutions still do not understand what terms like racialisation mean. Often, their experience is not respected or even believed. The AROS will therefore work to improve institutions' understanding. This will include producing information materials.

Still on the subject of communication, young people said that AROS should not use academic and hard-to-understand language in their communications. Therefore, we suggest that another important part of the AROS's work should be to encourage and help all those working with it to use clear and simple language at all times. That way, nobody should get left out.

7. Being an advocate[31] for adversely racialised communities

To speak up for adversely racialised communities by calling for:

— The power and means to a) decide what should be done, b) scrutinise what is done and c) hold institutions to account for what they have or have not done, to be shared equally with adversely racialised communities.
— More training on anti-racism in and across Scotland's public institutions.
— Those who took part in our community research are concerned about public institutions' lack of trust in them and lack of action for them. Young people even went so far as to say the AROS might have a role in demanding evidence of the Scottish Government's work on anti-racism.

We suggest that the AROS call for marginalised[32] communities not just to be allowed to take part fairly and equally in all aspects of its work, but to be helped to do it. This includes recognising the expertise of marginalised academics, giving every voice the chance to be heard.

3.3 Six ways of working the AROS should adopt

In the section above, we talked about the work the AROS should focus on. In this section, we discuss how it should go about that work. As with the seven strands above, the following six ways of working came out of our conversations, consultations and research with communities.

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[31] Helping people express their views or stand up for their rights.

[32] Made to feel less or not important, making it harder to get basic services or the same life chances as others.

1. The AROS will use a particular definition of anti-racism

We worked with international experts such as Professor Camara Phyllis Jones[33] to refine our understanding of racialisation and racism. It is Professor Jones's definition below that we use in our work:

> "Racism is a system of structuring opportunity and assigning value based on the social interpretation of how one looks (which is what we call "race"), that unfairly disadvantages some individuals and communities, unfairly advantages other individuals and communities, and saps the strength of the whole society through the waste of human resources"[23]

This definition is supported by a strong body of research showing that people of colour are often those most harmed by systemic racism. This came through particularly strongly in our discussion with young people. We know that racism and discrimination affect people and communities in different ways. Even so, we believe that to build an organisation that works for all, the AROS should focus at least at first on people of colour.

We know too, that there are organisations in Scotland who work to a wider definition of minoritised communities. Their work is vital when it comes to broader efforts to reduce inequity and inequality. By tackling the racism in our systems and institutions, the AROS's work will complement theirs. The change this will bring about will help everyone who experiences discrimination, racialisation and inequality.

2. The AROS will take intersectionality into account

The AROS will take an intersectional approach to anti-racism. That means it will recognise that racism can be linked to other prejudices, (such as classism, i.e. against certain social classes; sexism, usually against women; ableism, i.e. in favour of people who are not disabled; homophobia, i.e. against gay people; transphobia, i.e. against transgender people; antisemitism, i.e. against Jewish people; islamophobia, i.e. against Islam or Muslim people; and xenophobia, i.e. against people from other countries).

So, while our main focus is on racism, we will also consider how these other prejudices overlap to increase unfairness and inequity.

3. The AROS will be inclusive and accessible

The AROS will use language that everyone can understand and hold activities that everyone can take part in.

For example, the AROS will work with experts in disability, neurodiversity[34] and English as a second language to make sure that everything it does or produces is as accessible as it can be to everyone.

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[33] Camara Phyllis Jones, MD, MPH, PhD, Leverhulme Visiting Professor in the Department of Global Health & Social Medicine Kings College London.

[34] Differences in the way people's brains work.

It will also make sure that young people do not feel excluded or that they are being paid lip-service. Intercultural Youth Scotland (IYS) has told us that it will help support young people who want to work with the AROS, for which we are grateful.

4. The AROS will be independent, open and accountable

The AROS will apply the values of independence, openness and accountability to its own work, as well as to that of Scotland's public institutions. The AROS will:

— Be independent of the Scottish Government and local authorities. Thus, it will be able to fully hold these bodies to account.
— Agree its own governance structure or way of holding itself to account.
— Form an accountability group that public institutions will be able to call on for help to become more accountable. The group will be led by members of adversely racialised communities and include people with lived experience of, and lived expertise in, racism.
— Measure its success by what impact it has on and in communities.
— Publish, every three months, the work it has done, the challenges it has faced and how well it is meeting its goals.

5. The AROS will evolve, learning and adapting as it goes

Although it will be building on the work of others internationally, the AROS marks a new way of tackling racism in Scotland. Therefore, it will need to take this work carefully, one step at a time. It will have to set the right pace and space in order to learn and share what it learns as it goes. Nor can it expect to have everything in place at the start—co-production with people adversely impacted by racism takes time.

We will make it clear from the start that we expect the AROS to evolve over time. Our goal is that it becomes a best practice leader in co-working with communities (community participation) and sharing power equally with them (power-redistribution).

6. The AROS will create safe spaces for communities to talk in

Young people in particular said they want the AROS to provide safe spaces (physical and mental) where they can speak honestly and openly. They also recognise that finding or creating such spaces might be hard.

Young people also think the AROS might need expert help to work with young people, people who find it hard to talk in groups and groups where the balance of power is unequal. We thank them and the IYS for their advice.

3.4 How the AROS will be set up and staffed

The AROS will be hosted by another organisation in its first two years

To decide on the best way to set up the AROS, we looked at similar bodies operating in the UK and beyond. From an OECD (Organisation for Economic Co-operation and Development) review[35] commissioned by the Scottish Government, we learnt what Canada, California, Spain, Columbia and South Africa were doing. Closer to home, we looked at NHS England's Race and Health Observatory and the recent Welsh Government's £4.1million Anti-Racist Wales Action Plan.

We also considered a number of options for where the AROS might sit. These included placing it in an academic institution, a third-sector partner organisation or a public body. However, given the AROS's role in holding these kinds of institutions to account for racism in their systems, we felt it should be kept separate from them. Other recently formed bodies had gone down this same route. And so, in May 2023 we proposed to Scottish Ministers that the AROS be set up, at least to start with, as a company limited by guarantee. As a not-for-profit organisation, it would be easy to change it to a charity or some other model further down the line.

Several months later, in August 2023, Scottish Ministers asked us to review the limited company idea. Following that review, we agreed that a more practical solution was for the AROS to be hosted in its first two years by an existing organisation.

The AROS will need a wide range of expertise

To successfully carry out the proposed work, the AROS will need a range of expertise. Posts will be publicly advertised and staff recruited through an open process. We will particularly encourage people with experience in the creative industry, finance, governance, research and academia and the legal sector to apply. We will also keep two spaces for community or grassroots[36] applicants, and a further two for young people. On that note, we will follow best practice when it comes to defining "young", as all AROS members must be aged 16 or over.

In the future, all members will be able to vote to appoint directors of the AROS at an annual general meeting (AGM). We propose that this takes place after Year 2 of the AROS being up and running.

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[35] Strengthening Public Governance for Race Equality in Scotland: A Scan of Governance and Oversight Mechanisms for Race Equality".

[36] The ordinary, local people in a society or organisation, i.e. not the leaders.

The AROS will pay those who work for and with it

Still on the subject of pay, a clear message coming out of all our discussions was the need to pay community members when they work with us. For communities to see the AROS as credible and trustworthy, it must be given the resources to do this. As we have said elsewhere, we do not believe it is right to build off the unpaid labour of people of colour. Nor do we wish to repeat the institutional oppressions[37] common across Scotland.

We have also made it very clear, we hope, that we want community members to be involved in every aspect of our work. Our findings show that communities want to be involved, too. And so, together, we will draw up guidance on how AROS staff and other participants in its work will be appointed and paid.

The AROS's success depends on long-term investment

It was not only our survey participants who told us how important it is to have enough time and resources to do high-quality participatory work. We learnt it from doing the research ourselves, too. Community members feel that having time and resources will also be important when it comes to 1) explaining new anti-racism policies and practices to institutions and people, and 2) reviewing the impact of those policies and practices. We agree. History is full of examples of policies that failed, not because they were bad but because they were badly implemented.

For all these reasons, we strongly believe that this work must not be seen as a single, short-term project funded by short-term budgets. On that note, we wish to make it clear that funding for the AROS is completely separate from funding for existing organisations. That includes the Equality and Human Rights Fund, which the AROS will have no influence over. In its first year alone, the AROS will be looking to produce a 10-year strategy. That is the kind of timescale it has to work to. How successful it is will depend on how committed the Scottish Government and other public institutions are to tackling structural racism. It will also depend on how well they understand and support the AROS's role in bringing about change and holding them to account for that change.

3.5. Next steps and conclusions

Work to find the organisation that will host the AROS in its first few years is underway. With the AIGG no longer active, a small "design team" is picking up this work. The team has no powers as such and will be in place for a limited time only. Its members have a similar profile to the AIGG's—in terms of lived and learnt experience and expertise—as well as expertise in employment and organisational development.

The successful host will be appointed through the Scottish Government's normal public procurement process[38]. We expect the AROS to become an independent body within two years.

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[37] The unjust power that the systems of our society and its institutions exercise over certain groups.

[38] The way public institutions such as the government buy work, goods or services from companies.

This model presented here is very much a starting point for the AROS. We say again that the AROS will evolve and grow as it becomes more established. For now, the AROS proposed in this document is based on a shared understanding that achieving its purpose—to bring about real and lasting anti-racism—will take time. To be successful, it must change the way work on "race" equality is done in Scotland. Instead of doing research and interventions "to" adversely racialised communities, it will take a participatory approach both "with" and "informed by" those communities. That is, it will tackle systemic racism by sharing power and working with communities as equal partners.

Scotland has its own distinct relationship with the history and mechanisms that have created systemic, global, racialised inequity. With this work, it now has the chance to lead the world on anti-racism.

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Part 4.
Appendices

Appendix A – The Anti-Racism Interim Governance Group

The [Anti-Racism Interim Governance Group](#) was formed in April 2022 and ran until September 2023. Its members were community leaders and leaders of organisations, young people, policy and governance experts, and academics. All had an interest in, and lived experience of, anti-racism, racism or both. Those members are listed below:

— Dr Addy Adelaine, International Social Worker and Expert on Action Research and Inclusive Accountability.
— Moi Ali, Author and expert on communications and marketing.
— Tuoyo Ayiku, Head of the community-based charity Heart of Africa and manager of the Heart inthe Community Café.
— Ndaye Lisa Badji, Head of Advocacy and Partnerships, Intercultural Youth Scotland.
— Dr Halima Begum, former CEO of Runnymede Trust.
— Professor Kevin Fenton, Regional Director for London in the Office for Health Improvement andDisparities (OHID) within the Department of Health and Social Care (DHSC).
— Jatin Haria, Executive Director, Coalition for Racial Equality and Rights.
— Dr Ima Jackson (Co-Chair), Professor of Community Engagement in Research, Social Policy and Infrastructure Development School of Health and Life Sciences at Glasgow Caledonian University.
— Monica Lee-McPherson, Head of Scottish Highlands and Islands and Moray Chinese Association (SHIMCA).
— Hana Bloedel and Miura Lima Da Costa, Youth Advocacy Leads, Intercultural Youth Scotland (supporting Hazel Peters' participations in the group).
— Micheal Matovu, Co-Founder of Radiant and Brighter.
— Professor Nasar Meer, Professor of Race, Identity and Citizenship in the School of Social andPolitical Sciences at the University of Edinburgh.
— Dr Gina Netto, Professor in International and Forced Migration at Heriot-Watt University(expertise in racialised inequity).
— Hazel Peters, young person with anti-racism expertise and lived experience.
— Adebusola Ramsay, Information Analyst and expert on racialised data.
— Dr Mark Wong, Senior Lecturer in Public Policy and Research Methods at Glasgow University(expertise in artificial intelligence and ethnicity data collation).
— Talat Yaqoob (Co-Chair), Independent consultant and social researcher across equalities issues.

Appendix B – Summary of AIGG documents

AIGG Terms of Reference - August 2022

Terms of reference for the Interim Governance Group set up to develop the new anti-racism body.

https://www.gov.scot/publications/interim-governance-group-to- develop-national-anti-racist- infrastructure-terms-of-reference/

Vision & Mission – AIGG Proposed May 2023

Vision & Mission – AIGG agreed May 2023

https://iggantiracism.wixsite.com/communityresearch#vision-and- mission

Structure & Model – Recommendation by the AIGG June 2023

Method & Structure – AIGG recommendation to SG, May 2023

https://iggantiracism.wixsite.com/communityresearch#structure-and-model-1

Structure & Model – Agreed September 2023

Agreed Structure, Sept 2023 – following a review of AIGG recommendations (May 2023) by Ministers.

https://iggantiracism.wixsite.com/communityresearch#structure-and-model-2

Accountability Report – August 2023

A report and tool to support the Scottish Government's Immediate Priorities Plan for "race" equality and hold it to account for this work.   To be uploaded once a formal response from SG is shared

Community Research Full Report Scotland With Exec Summary

Telling communities about the new anti-racism body and asking them for their views on how it could best work for them. The start of co-designing the new body with communities

https://iggantiracism.wixsite.com/communityresearch#community- research-report

Briefing Paper for Communities

Outlines the views andvoices of people from marginalised communities on the new anti-racism body.

https://iggantiracism.wixsite.com/communityresearch#community- briefing

Community Research Briefing Paper for Policy

Specifically for individuals engaged in policy because ofhow systemic racism can operate in this area.

https://iggantiracism.wixsite.com/communityresearch#policy-briefing

Anti-Racism Observatory for Scotland, Summary & Signposting Report – Sept 2023

Summary of work and timeline of the events to date – which led to the formal documents either agreed onby AIGG for publication and/ or worked on by the AIGG

https://iggantiracism.wixsite.com/communityresearch#signposting

Appendix C – Minutes of AIGG Meetings

April 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure/
May 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure-may-2022/
July 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure-minutes-july-2022/
Aug 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure-minutes-august-2022/
Oct 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure-minutes-october-2022/
Nov 2022	https://www.gov.scot/publications/interim-governance-group-to-develop-national-anti-racist-infrastructure-minutes-november-2022/
Jan 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-january-2023/
Feb 2023	https://www.gov.scot/publications/nti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-february-2023/
Apr 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-april-2023/
May 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-may-2023/
Jun 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-june-2023/
July 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-9-august-2023/
Aug 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-30-august-2023/
Sep 2023	https://www.gov.scot/publications/anti-racism-interim-governance-group-to-develop-national-anti-racism-infrastructure-minutes-26-september-2023/

Appendix D – Word bank

This word bank is to help readers understand some of the more uncommon words we have used in this report. Please bear in mind that they are not strict definitions. For some of the terms, we looked at guidance from the section ["Approach to language"](#)[24] in the NHS Race and Health Observatory's Rapid Evidence Review.

Ableism
Discrimination in favour of able-bodied people.

Academic
A teacher or a researcher in a university or other higher education organisation. Academia is the part of society connected with studying and research.

Accountability (or hold to account)
Making sure that a person or organisation does what they say they will do.

Adversely racialised
Individuals or groups who suffer adverse consequence due to racialisation (see below) because of the domination over their assigned group by (an)other group(s).

Advocacy (advocate)
Giving a person or group of people support to help them express their views or stand up for their rights.

Anti-racism
The process of breaking up systems, structures, policies, practices and attitudes so that resources and power are shared fairly across all racial groups.

Anti-semitism
Prejudice against Jewish people.

Bystander training
Learning how to successfully intervene in or challenge discriminatory behaviour.

Casework
When organisations work with people who need their help.

Classism
Prejudice against people of a particular social class.

Co-creation, co-design, co-production
When people come together as equal partners to create, design or produce something.

Colourism
Discriminating against people with darker skin tones (see also, Internalised colourism)

Community liaison
People who keep organisations and communities in touch with each other.

Company limited by guarantee
Like not-for-profit or social enterprises and charities, these companies have no shares or stakeholders. They are owned by guarantors who agree to pay a set amount of money towards company debts.

Emergency preparedness
The steps organisations should take to make sure people are safe before, during and after an emergency.

Equality Impact Assessments (EQIAs)
Assessments meant to make sure that policies are fair and do not discriminate against certain groups.

Focus group
Where a group of people (normally 6-12) come together to discuss agreed topics.

Govenance
The process of overseeing the control and direction of an organisation

Health inequality
Unfair and needless differences in health between different groups in society.

Homophobia
Prejudice against gay people.

Inequity (racial, gender, and so on)
Unfairness and discrimination against a group of people because of their "race", ethnicity, gender, and so on.

Institutional oppression
The systematic oppression of people who belong to certain groups by society or its institutions.

Intersectionality (and intersecting oppressions)
When different forms of inequality or discrimination (e.g. because of age, gender, religion, gender, sexual orientation, etc.) come together to create further discrimination and oppression.

Islamophobia
Prejudice against Islam or Muslim people.

Lived experience
The personal life experiences people have had.

Lived expertise
Expertise gained from people's own experiences and learning that can be used to bring about change.

Marginalisation
When a group of people is made to feel less or not important, making it harder for them to get basic services or the same life chances as other people.

Minoritisation
When a dominant group treats another group as subordinate to it or somehow less than it, in a way that harms the subordinate group's members or is unfair.

Multicultural
Made up of more than one cultural or ethnic group.

Neurodiversity
Differences in the way people's brains work.

Participants (in research)
People who take part in a study in a way that goes beyond filling in a questionnaire. (See also, Respondents.)

Pilot (group)
A small group of people brought together to test a way of working or doing research to see if any changes need to be made.

Policy and policy-making
A set of ideas or ways of doing things, e.g. a law, rule or process, put in place by a government or organisation.

Positionality
A person's social position and power because of their various social identities (e.g. age, race, gender, occupation, etc.)

Power structures
The people, groups or institutions in control.

Protected characteristics
The Equality Act 2010 protects people from discrimination based on nine characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Public or public-sector institutions or bodies
Organisations that are run by the government and funded by the taxes we pay, e.g. the NHS, the police and the courts, public education, public transport.

"Race"
A social and political system that classifies people into a hierarchy based on interpretations of factors like physical appearance, social factors and cultural backgrounds,.

"Race" or racial equality
Similarity in opportunities or support for people grouped into different races.

"Race" or racial equity
The absence of unfair, unjust, avoidable or remediable differences between people grouped by race.

"Race science"
The false belief that people can be divided up into "races" and that some "races" are superior or inferior to others.

Racialisation
The process through which social meaning is assigned to individuals or groups based on shared characteristics such as phenotype, culture, language, nationality, religion, and class for the purpose of generating or maintaining a hierarchy where some groups have dominance over others.

Racial literacy
The knowledge, skills and awareness to talk thoughtfully about race and racism.

Racism
A system of structuring opportunity and assigning value based on the social interpretation of how one looks, that unfairly disadvantages some individuals and communities, unfairly advantages other individuals and communities, and saps the strength of the whole society through the waste of human resources[23].

Relative poverty
When a household has an income of less than half the average (median) income.

Respondents (in research)
The term usually given to people who take part in a study that involves answering questions in a survey or questionnaire. (See also, Participants.)

Sexism
Usually prejudice against women.

Sexual orientation
Click here for Stonewall's list of sexual orientation terms and their definitions[25].

Standardised data
Data that has been defined, labelled and organised in the same consistent way so that it can be compared with other data.

Structural racism
When a society's laws, rules and policies result in and support the unfair treatment of others because of their "race" or ethnicity.

Systematic racism
Racism that is built into our systems and our society. (See also, Racism.)

Transphobia
Prejudice against transgender people.

Xenophobia
Prejudice against people who are from another country.