



Glasgow City Council

Wellbeing, Equalities, Communities,  
Culture and Engagement City Policy Committee

Report by Executive Director of Community Empowerment  
Services

Item 7

19th January 2023

Contact: Judith Hunter Ext: 39876

### Black Lives Matters/Slavery Legacy Cross Party Working Group

#### Purpose of Report:

To update the Committee on the work of the cross-party working group for Black Lives Matters/Slavery and Colonial Legacy.

To ask the Committee to note the planned next stages of the work as outlined in the report.

#### Recommendations:

- i) The Committee is asked to note the contents of the report, including progress made by the BLM/Slavery and Colonial Legacy Group so far, and the plans for the next stages of the project.
- ii) The Committee is asked to note that the Group will report back later regarding funding for the post of community engagement and education officer as outlined in the report.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes  No  consulted: Yes  No

#### PLEASE NOTE THE FOLLOWING:

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## 1. Background

The following motion by Cllr Campbell was approved by the Council on 10<sup>th</sup> September 2020, following the growth of the Black Lives Matter movement within Scotland and in the UK as a whole following the murder of George Floyd by Police Officer Derek Chauvin on May 25<sup>th</sup> 2020 in the US::

"Council understands and shares the deep concern and horror that many feel about racism and racial injustice in the US and across the world as highlighted by the Black Lives Matter movement and others campaigning for justice. Council expresses and shares the sympathy, grief and anger at the associated deaths and stands in solidarity with the campaigners.

Council acknowledges the anger, frustration and heartfelt anguish of our own BME citizens who are experiencing racism in their daily lives and who expressed that through joining in their tens of thousands on Black Lives Matter protests and in online teach-ins across Scotland this summer.

Council acknowledges 3 central demands coming from those demonstrations were to

1. tackle access to employment and opportunities by removing discriminatory barriers;
2. take more serious action against racism and racial hate crime incidents in Glasgow schools; and
3. recognise the historic legacy of chattel slavery based on the exploitation of Enslaved Africans by committing to a legitimate democratic process and civic conversation regarding the statues and street names that commemorate prominent figures associated with slavery through the tobacco, sugar, and cotton trades.

In response to point 3, the Council also committed to holding a public consultation over this legacy answerable through a special Cross-Party Working Group - convened by Councillor Graham Campbell, including several partners across the museum, academic, cultural and heritage sector, BME organisations and community representatives. There was a delay in setting up the group as a result of the pandemic, but the group convened in August 2021 and has been meeting bimonthly online since. Further detail on the group can be found in the Terms of Reference in the appendix.

## 2. Early Actions

Prior to the covid pandemic, Glasgow City Council had commissioned Dr Stephen Mullen of the University of Glasgow to carry out an audit of Glasgow's Slavery connections, but this was delayed due to lack of access to the various library archives during the lockdown. The report can now be found [here](#) and provides an important account of Glasgow's involvement in the slave trade and how that shaped the city, but it was not published until March 2022, so the Group had started its work before the

report was completed. Further detail on how this report can be used more widely is detailed in section seven of this report.

The Group agreed early on that it would be good to hear from the learning of other British cities with similar involvement in the transatlantic slave trade, particularly as they were further ahead in terms of reviewing their legacy. Inputs were made by the Liverpool City Council's Street Names Advisory Group and by colleagues from Bristol City Council chaired by Deputy Mayor Cllr Asher Craig and online visits exchanged between our legacy group in April 2021.

In Liverpool, a Panel was formed in 2020 to identify and re-interpret street names that have links to the trans-Atlantic slave trade. A project was devised, with funding, to provide educational plaques alongside some of the streets concerned. This work follows on from previous work by local black historians including Cllr Lawrence Westgath, and from the recognition and apology from Liverpool City Council about the trade. Engagement and consultation had been taking place for over ten years, and local activists were involved in the Panel alongside black historians. A crucial element to the success of the project is that it was informed by the views of the African Caribbean community in the city.

Similarly, in Bristol, at the start of the process, the Council recruited a well-known and respected local BME organisation to lead a community consultation, specifically targeted at the African Caribbean community. This involved several facilitated conversations and workshops, which shifted the focus more towards people's feelings about living in a city with slavery heritage, and how that has left a legacy of racism that they live with today.

This work in Bristol took place the year before the Covid virus, and the subsequent lack of immediate concrete actions, the challenges of the pandemic and the death of George Floyd in the US, led to a frustration among the BME community that culminated in the toppling of the statue of Sir Edward Colston into the Bristol harbour. At the time of meeting the Glasgow Group, Bristol CC had re-opened the project, but it is useful to reflect on that experience.

As a result of these discussions, rather than rush into a consultation on street names, the Group agreed to carry out a set of initial *community conversations*, primarily targeted at the BME community – more detail is outlined below. The Group was also given the opportunity to get a set of questions into the biannual *Glasgow Household Survey*, which is carried out by Ipsos Mori. These questions are quantitative in nature; however, this would give the Group a baseline to measure progress by asking the same questions again in future. Again, more detail is outlined below.

The Group also agreed to look at developing a *digital strategy*, which was another element of the Liverpool approach. This was highlighted as a key starting point in making information and context about the Slavery in the city available and shareable across various media platforms.

- For example, a webpage telling the story of Glasgow's involvement with the slave trade. This could be curated by the Council and partners and hosted on the Glasgow City Council website or partner websites, with a view to

being an expanding resource for the schools, the general public and other stakeholders.

- It could pull together some of the work already carried out (Glasgow Life/Coalition for Racial Equality and Rights (CRER) etc) into the one place, to tell the story of our involvement in slavery. It could include links to work carried out at the universities etc and film clips of the slavery walkabouts. In addition, this could be achieved as an early action and help to inform future conversations.
- It also allows for the information to be publicly available and officially disseminated, in advance of physical context being applied at identified sites. It would start the process of raising awareness of the slavery legacy, given the concern that many citizens of Glasgow will be unaware of this element of our history.
- It also has the capacity to grow continuously as the project goes forward.

The first part of this online strategy has already been completed: pages on the Council website that pull together all the current work from partners, which can be found [here](#). Further details on the next stages are outlined below.

### **3. Community Conversations & Glasgow Household Survey**

#### *Community Conversations*

The Group agreed to engage with BME communities of interest and the Glasgow community, to assert the key issues for slavery legacy, as well as begin to explore approaches for wider community engagement in future once this is completed. This would be in the form of three facilitated conversation cafes, be funded and delivered by a BME organisation/s, in line with the process followed by Bristol.

A small amount of funding was sourced from within the departmental budget of Community Empowerment Services, which was allocated to the Coalition for Racial Equality and Rights (CRER), with the agreement of the Group. This enabled them the capacity to run the sessions, remunerate the participants with a voucher and write up the findings, with backfill costs for CRER.

In Glasgow, the African Caribbean community is small and not as politically well organised as the community in Bristol or Liverpool, although there is a growing African population. The Group agreed that the three sessions would target: the African Caribbean community, the wider BME community (predominantly South Asian) and a more generic group, via Community Councils.

The [report](#) reflects the views expressed by this range of Glasgow residents on the historical legacies of slavery and colonialism present in the city. The research was qualitative in nature. A small number of people were engaged at this stage, to gain an initial insight into the range of views and opinions on legacies of transatlantic slavery and colonialism.

#### *Glasgow Household Survey*

The Glasgow Household Survey 2022 contained a section, developed in conjunction with the Slavery Legacy Working Group, to investigate the knowledge and awareness of Glasgow's legacy of the transatlantic slave trade and plantation slavery. The participants were asked four questions pertaining to:

- what they knew about Glasgow's historic links with the Transatlantic Slave Trade,
- what they knew about streets/statues/buildings that celebrated those links,
- whether they wanted to learn more about it, and finally
- what they thought about a range of actions to improve awareness

### *Key findings and recommendations of this initial engagement*

*From the community conversations:*

**There is a mixed level of knowledge and understanding of the legacies of colonialism and slavery present in Glasgow.**

This included knowledge of:

- Key heritage sites with ties to slavery and colonialism such as Kelvingrove Museum and the Gallery of Modern Art (GoMA)
- Some of the street names and statues in Glasgow that have ties to people with connections to transatlantic slavery, including Buchanan Street, Oswald Street and Jamaica Street
- Some of the ways in which Glasgow had benefitted from wealth derived from transatlantic slavery, particularly in relation to key institutions such as the University of Glasgow

**There is a strong desire to see actions taken to address issues of racism that exist in Glasgow in the present day.**

Several participants suggested a need for more action to address these issues. There were calls for:

- More actions to be taken to address the disproportionate levels of poverty experienced by BME communities in Glasgow
- More support to be made available to migrants, asylum seekers and refugees living in the city
- More actions taken to address a lack of BME staff working for Glasgow City Council. This included a desire particularly for more BME teachers

It is clear that many if not most participants were unaware of some of the Council's current efforts in race equality matters. For example:

- the BME Employment Working Group which reviewed and monitored the progress of Council departments which led to increased levels of BME staff working for the Council from about 2% to 4% of workforce.

- The increased numbers of BME community organisations funded through the Council's Community Fund – many for the first time.
- in contributing significantly to the **Teaching in a Diverse Scotland** report which put plans in place to increase BME teacher recruitment

**There is a belief that Glasgow City Council needs to take more action to address legacies of slavery and colonialism and present-day racism.**

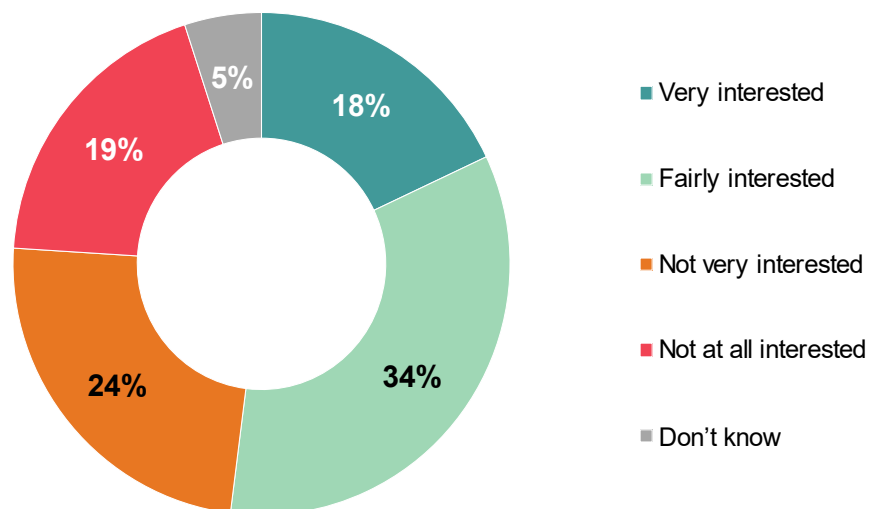
Some of the views expressed highlighted a feeling of inadequate action being taken so far. For example:

- Most participants were unaware of the recent [apology made by Council Leader, Susan Aitken](#) for the city's historical role in transatlantic slavery
- Most participants felt that the apology should mark the start of wider actions of reparative justice, led by Glasgow City Council.

*From the Glasgow Household Survey*

The participants in the household survey are made up of a wider ethnic mix than those targeted by the community conversations. However, there is still a broad agreement with some of the key findings. Overall, younger people and those from more affluent areas tended to know more and there does seem to be a reasonable knowledge of some of the names connected to the slave trade. The full report can be found at [Glasgow Household Survey 2022 – Full Report](#) but two key question responses are highlighted here.

Q: How interested, if at all, are you in finding out more about Glasgow's links to the Transatlantic Slave Trade and Plantation slavery?



Base: All excluding those who don't believe there are any links (1,000)

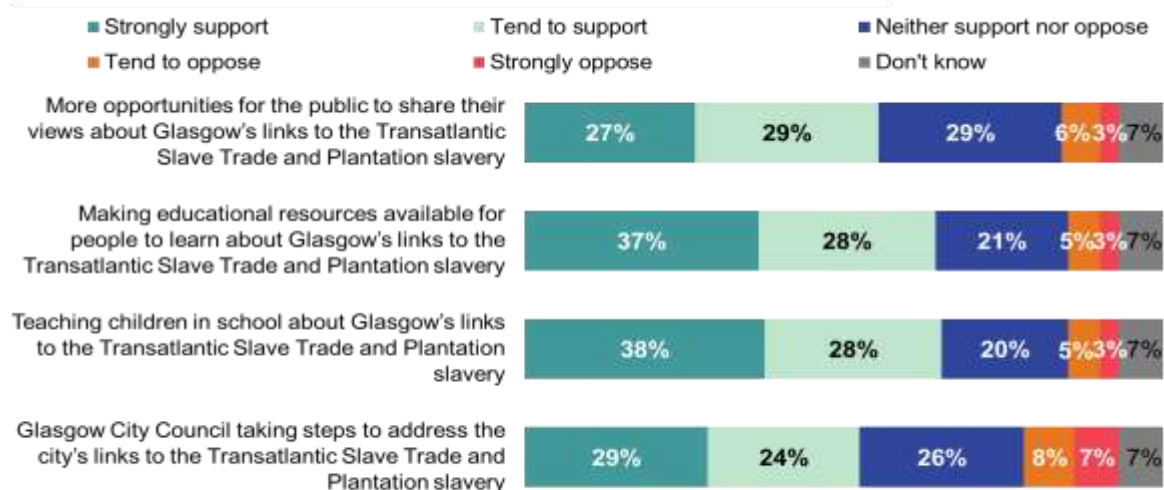
Source: Ipsos for Glasgow City Council

Respondents were broadly split regarding their level of interest in finding out more about Glasgow's historic links to the slave trade: 52% were interested and 44% were not. The groups most interested in learning more were those aged 16-24 (60%

very/fairly interested) and 25-34 (63%) and those in the least deprived areas (69%). Those least likely to be interested were those aged over 75 (63%) and those in the most deprived areas (51%).

In terms of actions, respondents were generally supportive of initiatives that sought to enhance understanding of Glasgow’s historic links with the slave trade. Two thirds supported teaching children in schools about these links (66%) and making educational resources available (65%), while over half supported more opportunities for the public to share their views (56%). Just over half (53%) supported the council taking steps to address historic links with the slave trade, as shown below:

Q: To what extent do you support or oppose each of the following?



Base: All excluding those who don't believe there are any links (1,000)

Source: Ipsos for Glasgow City Council

It is clear from the findings that education and further conversations about this complex history are key actions for the Council and partners to consider, rather than making quick decisions about street names. For Glasgow’s BME communities, wider action is needed to address the inequality that exists as a legacy of the structural racism created by the Transatlantic slave trade.

#### 4. Other engagement

Outwith the Group, it is worth noting two other key initiatives in the city. Firstly, the Council and Glasgow Life have been working closely with CRER to co-chair an existing group exploring the feasibility of a national museum dedicated to illuminating colonialism, migration and imperialism and slavery. More information about this work can be found [here](#). A museum officer (Miles Greenwood, a member of this Group) has been appointed within Glasgow Life to support this project and a public consultation about a museum was carried out. The report on this consultation was presented to the Group and echoes the recommendations above, in terms of wider education and community awareness raising. The report, *Doing justice to the past and present: addressing the legacies of slavery and empire in Glasgow Museums*, can be accessed via Glasgow Museums.



The national body Museums & Galleries Scotland has also carried out a consultation on a national slavery legacy and more information can be found here:

<https://www.museumsgalleryscotland.org.uk/projects/empire-slavery-scotlands-museums/>

Secondly, the Hunterian Museum at the University of Glasgow appointed a 'Curator of Discomfort' (Zandra Yeaman, member of the Group and previously an officer at CRER) to review their collections and challenge their systems and ideologies based on the following principles:

'Most museums are monuments to a system that privileges some people over others and creates a narrative about the identity of nations or cities that institutions seek to project and protect. Museums hold collections from donors who benefited from the practice of racial slavery, violent endeavours, forced removal and the systematic oppression of indigenous peoples. Museums are political places.'

More information about the project can be found [here](#).

Thirdly, the group was most recently addressed by Professor Emeritus Sir Geoff Palmer OBE – Chair of the Edinburgh Slavery and Colonialism Legacy Review Group set up by the City of Edinburgh Council in Spring 2021 which conducted an 18-month public consultation engaging with more than 4,000 people and 35 organisations.

Sir Geoff briefed us on 10 key recommendations from the Group which were:

- For the City of Edinburgh council to publicly acknowledge the city's past role in sustaining slavery and colonialism, and to issue an apology to those places and people who suffered.
- Statues, monuments, buildings and street names associated with slavery and colonialism in Edinburgh are retained and represented in accordance with a new, dedicated interpretation strategy which explains the nature and consequences of that involvement.
- City-wide observance of the annual, Unesco-designated International Day for the Remembrance of the Slave Trade and its Abolition every August 23 is introduced and resourced.
- Teaching and learning materials are developed and delivered to fill the gap in respect of Scotland's and Edinburgh's role in slavery and colonialism.
- Friendship agreements are initiated with cities in countries most impacted by Edinburgh's historic involvement with slavery and colonialism.
- Universities and research bodies are encouraged to fund, develop and publish studies into the many under-researched aspects of Edinburgh's connections with slavery and colonialism, prioritising the objectives of the new interpretation strategy.
- A significant public artwork is commissioned acknowledging Edinburgh's links with slavery and colonialism. This initiates the development of a city-wide strategy for public art that fairly represents the diversity of the city and its histories, and capitalises on the creative potential of a multi-cultural city.
- A positive programme of cultural commissions is established, empowering and resourcing emerging Black and Minority Ethnic creatives in Edinburgh to participate in and shape existing festivals, arts and heritage programmes.



- For the council to endorse the work of the Empire, Slavery and Scotland’s Museums steering group (ESSM) which was established by the Scottish Government, and commits to exploring how the capital can contribute to the creation of a dedicated space addressing Scotland’s role in this history.
- An independent legacy stakeholder group is established, supported by the council, to ensure approved recommendations are actioned, resourced and monitored, and progress is reported annually.

These 10 recommendations – including making a full apology - were accepted at the City of Edinburgh’s Policy & Resources Committee at its meeting in August 2022.

<https://www.edinburgh.gov.uk/edinburghslaverycolonialism>

## 5. Resources committed so far

One of the responsibilities of the Group was to agree specific actions via the community conversation and identify any resources required to deliver the required outcomes. At this stage, the Group has only carried out a limited conversation, so further work will be required, and this is outlined in section six of the report. Despite no formal budget attached to the initial work of the Group, the Council has already committed financial resources towards the project, as outlined below:

Activity	Cost
Audit of Glasgow’s connections with the Slave Trade	£49,112 plus VAT = £58,935
Portion of questions from the Glasgow Household Survey plus analysis	C £5,000
Cost of the initial community conversations	£4,715
<b>Total</b>	<b>£68,650</b>

In addition (although less easily quantifiable), the Group has been provided with development and co-ordination support from a Grade 8 officer and administration support, both from Community Empowerment Services. There was also support for the Household Survey work from officers in Strategic Policy and Planning.

## 6. Next stages

The Group took stock in early autumn and reviewed the work carried out so far. A few key points emerged:

- The scope and scale of the community conversation needed to be widened, using the information gathered so far as a starting point for discussion. Some of this could be achieved digitally, using online consultation tools. However, there was also the opportunity to tie this together with the work being carried out in museums and have live discussion groups there.
- The information and story of Glasgow contained in the Slavery Audit was crucial and needed a wider audience. Some thought needed to be given to how we might make that more accessible and user friendly, so we could expand people’s understanding and make the conversations more informed.
- Although the participants in the community conversations felt that the Council should do *something* about the places named after Slave owners, there wasn’t

a clear sense of what that should be. As highlighted in the Household Survey, the desire for more awareness and education is there, possibly linking to work in Education Services, which includes telling of the history alongside modern anti-racist work. For Glasgow's current BME community, challenging racism now is arguably more important than dealing with the past.

In the November meeting, following a presentation about potential digital engagement options, the Group agreed the following:

- To run a digital conversation between January and March 2023 using the [CONSUL](#) citizen engagement tool. Glasgow City Council, in partnership with COSLA are looking to test out how this works in practice more widely. So far, the software has been used for small participatory budget programmes and it can be used for discussion, gathering of ideas and has the potential for voting on budgets or actions.
- Alongside this, information from the Slavery Audit will be transported into a Story Map, which is a highly visual way of presenting information, using stories, case studies, images and even film clips. Council officers have used it previously to engage on planning and environmental projects. Links to the Story Map will be embedded into the CONSUL engagement questions to bring the conversation to life, and highlight buildings, people and streets that relate to the slave trade.
- This next stage of the conversation will be at no additional cost to the Council (apart from officer time to develop the project) and will include development support from COSLA. Moderation has been raised as an issue: due to the nature of the conversation, racist comments would be expected for example. However, automatic content moderation could be applied with support from the Group to know which words and phrases to apply to the list. These details are currently being worked out between Council officers and COSLA.

The Group also agreed to seek resources for a temporary community engagement and education post that could work between the museums and the Council (including within education services), linking all the work together. The post would create educational resources within museums and community settings, by engaging more widely with communities and other partners over a two-year period, using digital and face to face methods. This post would be at Grade Six level and hosted by one of the partners in the working Group. With a small development budget, plus on-costs, this requirement would be £50k per year. Members of the Group have committed to the search for potential match/future funding sources via their connections in the academic and cultural fields, both nationally and internationally.

## 7. Policy and Resource Implications

### Resource Implications:

*Financial:*

None

*Legal:* None

*Personnel:* None

**Council Strategic Plan:** Grand Challenge 4, Mission 2: Run an Open, well governed council in partnership with all our communities.

**Equality and Socio-Economic Impacts:**

*Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.* Yes. Outcome 3. Service users are provided with information accessible to them on services provided by the Council, particularly those who face barriers through disability, language and digital exclusion.

*What are the potential equality impacts as a result of this report?* Positive impact

*Please highlight if the policy/proposal will help address socio-economic disadvantage.* No

**Climate Impacts:**

*Does the proposal support any Climate Plan actions? Please specify:* N/A

*What are the potential climate impacts as a result of this proposal?* N/A

*Will the proposal contribute to Glasgow's net zero carbon target?* N/A

**Privacy and Data Protection Impacts:**

Are there any potential data protection impacts as a result of this report Y/N No

## **Recommendations**

- i) The Committee is asked to note the contents of the report, including progress made by the BLM/Slavery and Colonial Legacy Group so far, and the plans for the next stages of the project.
- ii) The Committee is asked to note that the Group will report back later regarding funding for the post of community engagement and education officer as outlined in the report.

## Appendix

### **BLM/Slavery Legacy Cross Party Working Group**

#### **Terms of Reference**

- 1 To provide strategic leadership, engage with elected members, Council officers and other relevant stakeholders in connection with the development of a public conversation on the historic legacy of chattel slavery based on the exploitation of Enslaved Africans, and the street names and statues in Glasgow that commemorate prominent figures associated with slavery through the tobacco, sugar and cotton trades. Given Scotland's role in the United Kingdom, our colonial and imperial legacy will also be part of the conversation.
  - (a) the Group will work with relevant City Policy Committee(s), City Convener(s) and the General Purposes and City Policy Committee to develop and monitor implementation of the consultation;
  - (b) the Group will ensure that development of the consultation is scrutinised in terms of, but not limited to, best practice, inclusive methodology and social impacts, including equalities impact assessments;
  - (c) the Group will investigate and consider the resources required to carry out such a consultation
  
- 2 To provide a full report of the conversation and:-
  - (a) submit recommendations to the Wellbeing, Empowerment, Community and Citizen Engagement & General Purposes City Policy Committee
  - (b) provide feedback on the consultation recommendations to the citizens of Glasgow in a user friendly, non-jargonistic way.
  
- 3 To establish working groups as necessary, and for a limited time period, to take forward work on specific projects, to be reported back to a full meeting of the Group and, if appropriate, to the Wellbeing, Empowerment, Community and Citizen Engagement, General Purposes and City Policy Committee.
  
- 4 Membership  
  
Elected member representation:-
  - 3 elected members appointed by the Administration, with the Chair as nominated by the full Council.

- 2 elected members appointed by the Majority Opposition Group; and
- 1 elected member appointed by each of the Minority Opposition Groups.

Officer representation:-

- Lead officer and administrative support from Community Empowerment Services
- Nominated officer from Strategic Policy and Planning.

Co-options:-

Given the specific nature of this task and the number of crossover areas, several co-opted places have been recommended as follows:

- Glasgow Life Museums
- Glasgow Life BME Arts and Culture officer
- CRER
- Glasgow Caledonian University
- Glasgow University
- Glasgow Building Preservation Trust
- BME community representatives.

The group will also reserve the right to add other members as required, when the work is scoped out in more detail.

## 5 Meeting arrangements

- (a) A meeting quorum will be 3 elected members and 3 officer/co-opted members of the Group.
- (b) The Group will meet on a quarterly basis, with additional meetings as necessary and the group will be short term – meeting until the project is completed.
- (c) Papers prepared for the Group will normally be distributed to members at least 1 working week in advance of the meeting.