

ADVANCING EQUITABLE OUTCOMES THROUGH DIGITAL SOCIAL HOUSING FOR MINORITISED ETHNIC INDIVIDUALS

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Key findings and policy implications

- 1** Aspirations to increase efficiency and ration resources are key drivers for the digitalisation of social housing services. These services vary considerably in terms of quality and inclusivity, highlighting the need for designing digital systems which progress equity. The development of a national digital social housing strategy will help to counter the current fragmentation of digital services in the sector.
- 2** Currently, the use of digital services by individuals from minoritised ethnic communities (also commonly referred to as ethnic minorities or minority ethnic communities or more recently, adversely racialised communities) is low. More attention is needed to widen access to such services and to provide alternative methods of communication for individuals who are unable to engage with such services.
- 3** Understanding and implementation of effective community engagement varies among social landlords, with some pockets of good practice, for example, the provision of various forms of language support. Engaging with diverse communities is key to addressing significant support gaps in the inclusivity of digital services and paving the way for the co-design and co-production of these services.
- 4** Greater understanding of the capacity of minoritised ethnic individuals to engage with digital services is needed to achieve equitable access, use and outcomes for all. Some individuals from these communities face formidable challenges in accessing and using key services due to digital poverty, lack of proficiency in English and limited digital literacy, as well as through the complex ways these factors interact with each other.
- 5** Enhanced understanding of how to sensitively and regularly collect, use and publish ethnicity data is needed to engage and build trust among minoritised ethnic communities. Regular monitoring by ethnicity of the use and outcomes of digital services, as well as more traditional services will enable social landlords to demonstrate delivery of fair and equitable services and meet the public sector equality duty.
- 6** Regulation plays an important role in ensuring a consistent focus on promoting race equality through digital, as well as other services in social housing. The development of an anti-racist digital housing strategy, underpinned by clear evaluative criteria, would help tackle existing inequalities and reduce the possibility of widening inequalities within the housing sector as digital services continue to be rolled out.



INTRODUCTION

The UK government has set ambitious goals for digital transformation in the recently updated UK Digital Strategy in 2022. In Scotland, this has been recently updated as: A changing nation: how Scotland will thrive in a digital world in Scotland, while the Welsh government has recently updated its own Digital Strategy. Digitalising public services potentially brings many benefits to service users, including increased convenience and greater autonomy. However, significant transformation of public services risks replicating or exacerbating existing inequalities or giving rise to new inequalities unless attention is directed towards progressing equitability in terms of access, experiences and outcomes.

Focusing on social housing, this policy briefing is informed by extensive evidence generated from the Protecting Minority Ethnic Communities Online (PRIME) project on experiences of accessing and using digital social housing services by minoritised ethnic individuals. PRIME is a UKRI funded project, which involves five universities (Heriot Watt University, Cranfield University, The Universities of Glasgow and York, and the Open University), led by Heriot Watt University, working in partnership with community organisations, government and other key stakeholders. The project aims to deliver innovative harm-reduction interventions, processes and technologies which will help transform digital services and create safer digital spaces for the UK's racialised population.

In this briefing, the term ‘minoritised ethnic’ refers to non-White ethnic groups in the UK who are categorised by the UK and Scotland’s Census as Black African, Black Caribbean, Bangladeshi, Indian, Chinese, Pakistani, and Mixed or Multiple ethnic heritage. The self-identified ethnicities of these groups are, however, often significantly more complex. Minoritised ethnic individuals are also widely referred to as ‘ethnic minorities’ or ‘minority ethnic communities’, terms which compare certain ethnic groups against the majority population in numerical terms. This document employs the term ‘minoritised’ rather than ‘minority’ to highlight that these communities are subject to processes of marginalisation and exclusion due to their ethnicity—encompassing culture, language, religion, and observable features such as skin colour. More information about our methods can be found at the end of this briefing.

The briefing provides an overview of the context and drivers for the digitalisation of social housing services and existing racialised inequalities within which access and use of digital services must be considered. We then turn to the use of digital services by minoritised individuals, social landlords’ understandings of effective community engagement, the capacity of minoritised individuals to engage with digital services, collection and use of ethnicity data and the role of regulation. We argue that more attention, underpinned by an anti-racist national digital social housing strategy, is needed to ensure that processes of digitalisation address existing inequalities and reduce the risk of further exclusion and marginalisation.



DIGITALISATION OF SOCIAL HOUSING SERVICES

The digitalisation of social housing services has been considered a timely innovation in the face of increasing demand and pressure on social housing services (Local Government Association, 2018). Processes of digitalisation are expected to improve the collection and analysis of data to enhance access and improve the quality of housing (Glasgow City Council, 2022). Social landlords are able to choose how to achieve this and to develop partnerships with digital platform providers. While such flexibility is beneficial, it also increases the complexity of ensuring data security and confidentiality. Further, there is growing recognition of the increasing digital divide between those who have privileged access to such services and those who do not, especially in relation to minoritised ethnic communities (Chartered Institute of Housing, 2021). Here it is worth highlighting the Public Sector Equality Duty set out in the Section 149 of the Equality Act 2010, which applies to social landlords, and contractors of social housing services, as well as commissioning bodies. The duty places a responsibility on general practices, along with other public bodies, 'to eliminate unlawful discrimination; advance equality of opportunity between people who share a protected characteristic and those who don't and to foster or encourage good relations between people who share a protected characteristic and those who don't.' Guidance for public sector organisations on how to consider equality in policy making in England has been produced by the Equality and Human Rights Commission (2024).

Understanding of what 'good' looks like in digital services is still developing. Self-service tools, data analytics, automation and predictive information are expected to be increasingly used to improve how applicants and tenants of social housing engage and communicate with services (Local Government Association, 2018; Chartered Institute of Housing, 2021; Dungworth, 2022; Inside Housing, 2022b). Within this context, it is possible that existing inequalities will be replicated or exacerbated, and new forms of inequality may emerge through digital social housing services. Failure to establish a shared understanding of what constitutes an anti-racist and inclusive digitalisation process is likely to place minoritised ethnic communities at further risk of discrimination, marginalisation and exclusion. Service provision needs to build in feedback from co-design work and co-production with minoritised ethnic communities, as reflected in the Minoritised Ethnic People's Code of Practice for Equitable Digital Services, which contains principle and recommendations to guide the development of digital services. Underpinned by seven principles – fairness, compassion, user-centred, accessible, transparent, private and secure, and trustworthy – it offers a guide for decision-making about the purpose, design, delivery and use of personal data, to help safeguard against the inequities experienced by individuals in this section of the population in access, experiences and outcomes of these services.

Moving beyond research, the tragedy of the Grenfell Tower fire in 2017, which disproportionately impacted minoritised ethnic households, has exposed systemic inadequacies in social housing structures to maintain quality housing and implement clear processes of accountability for tenants. The preventable death of Awaab Ishak due to extensive mould in his social housing home in 2022 is a painful reminder of the urgent need for action.



DRIVERS OF DIGITALISATION

We found that the process of digitalising social housing services is driven by an orientation to increase efficiency, treat tenants as customers and ration resources. However, this process is hindered by lack of infrastructure – financial, technical, linguistic, social and cultural – for the transition. For example, while some service providers have taken extra measures, such as offering devices and Wi-Fi deals and alternative access channels to tackle digital poverty among their tenants, others have not been sensitive to the financial aspect of engaging with digital services, a concern of particular relevance to Bangladeshi and Pakistani communities, which are disproportionately affected by high levels of poverty.

Within the context of the current fragmentation of services, the absence of a unifying national digital strategy that mainstreams the principles of equality, diversity and inclusion in the digitalisation of social housing services is worth noting. As an example of such a strategy, in the health sector, both NHS Scotland and NHS England have developed strategies for digitalisation. Furthermore, the Welsh government has outlined in its December 2020 Digital Inclusion progress report a common set of standards and service patterns to enable people to easily access the services they need, when they need them, especially when they are at their most vulnerable (Welsh Government, 2022). The lack of such a strategy in the housing sector contributes to variation in the quality and inclusivity of digital services used by social housing landlords. One social landlord described the process as follows:

‘It definitely feels like grappling.’

while a policy officer observed that progress had been ‘patchy’.

Concerns related to cyber security featured prominently as a recurrent theme which influenced processes of digitalisation. In the words of one local authority officer:

‘Collection of personal data is constrained and controlled.’

Such concerns appeared to hinder the use of data to implement and improve the services, for example, to develop targeted initiatives that reflect changes in the tenant profile, or to undertake outreach work with under-represented groups.

USE OF DIGITAL SERVICES BY MINORITISED ETHNIC INDIVIDUALS

Services which have been digital include the allocation of social housing through 'choice-based lettings schemes', rent collection, reporting fraud and requesting repairs. Generally, the take-up of digital services is very low. We found that previous experiences of racism significantly influence participants' experience of engaging with digital services.

'They say it's anonymous. It's almost that thing that if they know where you're from, it could easily sway your decision, despite all the reassurances... It's honestly not because you don't want to mix, it's sometimes you just want to keep yourself safe. You don't want to deal with the drama and unkindness or whatever.' (38-year-old Pakistani female from Tower Hamlets)

'Because the minority of Asian people, I think they're in - well, especially in this country. Obviously, in my opinion, even with - you've got high education, but obviously there's white privilege... Asians are like - to them, it's like... I don't know how to explain. It's like they're garbage. Do you see? They have no respect, no nothing. It's like even with less education, white people, they could walk all over you. It's like they rule... There's no justice, I don't think, in that field.' (50-year-old Bangladeshi female from Tower Hamlets)

A key issue which emerged was participants' fear and uncertainty relating to how the data they provided, particularly ethnicity data, would be used, signalling the need for more communication

and transparency in this area and the potential for privacy enhancing technologies to be developed to prevent discriminatory action.

'All the time, you always get asked. I understand why they want it, but I don't always feel comfortable giving ethnicity.' (Tower Hamlets, Bangladeshi female, 42)

Where choice-based lettings schemes exist, they are the most widely used digital service. A significant benefit of using such services is that it removes the need to apply to individual housing associations. Indicating awareness of the need to ease the application process, one local authority representative reported that the information required from applicants has been reduced. Automated bidding has also removed the need for applicants to bid on a weekly basis. However, issues related to the capacity of minoritised ethnic individuals to engage with digital services, as discussed below, indicate that more support is needed to assist individuals with bidding to counter the potential of widening existing ethnic inequalities in tenure.



UNDERSTANDING OF EFFECTIVE COMMUNITY ENGAGEMENT AMONG SOCIAL LANDLORDS

Understanding of effective community engagement varies considerably among social landlords. Encouragingly, there is evidence that some service providers are aware of the fear of minoritised ethnic individuals of being discriminated against through engaging in digital services. This is driving some housing providers to attempt to build trust with their tenants to facilitate more transparent communication of data.

‘I think people think that if people don’t speak up or speak out, that there’s no issue, but that’s not always the case. It’s more so that they’re not speaking out because they feel that they’re not going to be heard, or they’ve spoken out before and it’s been brushed aside, and there’s been bias on how that’s been taken, and prejudice. Yes, that’s the stage that we’re at the moment, is starting to open that door with wanting people to communicate, specifically on issues around race and racial discrimination.’ (Bradford, service provider)

Some service providers are fully aware of the importance of effective

communication with their service users to not only meet needs but also arrive at efficient and effective solutions. Awareness of the value of co-designing services as a proactive approach to responsive service planning and delivery also emerged among some social landlords.

However, many others clearly lack understanding of what constitutes effective community engagement and how this can be facilitated, for instance through developing mechanisms to regularly communicate with community organisations which work with diverse minoritised ethnic groups. Without such understanding, processes of digitalisation risk compounding the challenges faced by individuals from these groups and missing the opportunities that digitalisation can help deliver. More effective engagement with minoritised ethnic communities can help pave the way towards the co-design and co-production of digital social housing services.

CAPACITY OF MINORITISED ETHNIC INDIVIDUALS TO ENGAGE WITH DIGITAL SERVICES

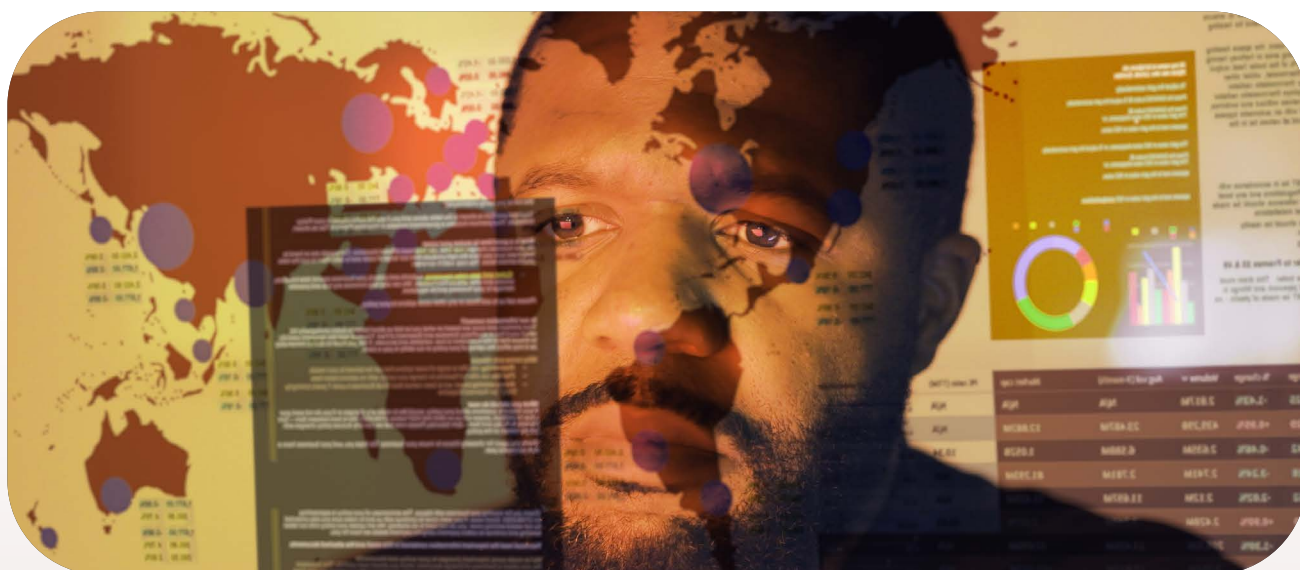
It is important to note here that limited digital literacy is a key driver for digital exclusion across the UK as identified in the Communications and Digital Committee's report (2024). While this was also a barrier amongst minoritised ethnic communities, a complicating factor that added to the challenges of engaging with digital services was varying levels of proficiency in English. This was particularly the case with older people and recent migrants.

Our research found that English tended to be routinely used in many digital social housing services, without access to language support, systematically disadvantaging minoritised ethnic individuals with varying levels of proficiency in the language. The sole use of English as the language of communication requires users to not only be able to speak the language, but to read and write it too. Consequently, incorporating language support

measures within digital services, as well as providing alternative mechanisms for communicating with social housing providers would help ensure more engagement with local communities and higher uptake of services.

While digital poverty is widely experienced in the UK population, the higher rates of poverty experienced by certain minoritised communities, such as Bangladeshis, Pakistanis and Africans indicate that individuals from these communities are more likely to face challenges related to engaging with digital services due to lack of access to adequate devices (e.g. use of smartphones rather than laptops or desktops), and/or lack of, or limited access to broadband or mobile data. Among some individuals, lack of access to secure accommodation increased the challenge of engaging with digital services.





COLLECTION AND USE OF ETHNICITY DATA

Our research found that ethnicity data, although sometimes collected as part of setting up user profiles, is not systematically reported nor used in the planning and delivery of digital social housing services (Hasan and Netto, 2024), indicating that little has changed since earlier research in this area (Jones, 2009):

‘Landlords have not collected information or done much with it’ (local authority representative)

‘It’s not that it is not an issue, but if it (ethnicity data) is not there, then it is not there.’ (local authority rep)

Where such data is used, concern was expressed among minoritised ethnic individuals that the categories used did not reflect their self-perceived identity. Ethnic identity is complex and can reflect dual or multiple heritage, country of origin and religious affiliation as well as other aspects of identity. Consequently, where such data is published, clear explanations need to be offered for the categories used to help build trust.

The National Guidance for Scottish Social Landlords (2021) was produced by the Scottish Housing Regulator, the Scottish Federation of Housing Associations, the Glasgow and West of Scotland Housing Forum of Housing Associations and the Association of Chief Housing Officers to support social landlords to implement legal and regulatory requirements relating to equality data collection. However, collecting data is merely one stage of the monitoring process, and is arguably futile if not effectively used. Although the public sector equality duty encourages all social landlords to consider equality, diversity and inclusion in their functions, our research indicates lack of progress since Jones (2009) observed that there is little evidence to suggest that the monitoring and publishing of ethnically disaggregated data monitoring is actually taking place in a regular, systematic and detailed manner. This not only hinders the development of tailored initiatives to accommodate the needs of racialised individuals, but also the transparency and accountability of social landlords.

ROLE OF REGULATION

The role of regulation in the use of digital social housing services by minoritised ethnic communities must be viewed within the context of national policy statements on race equality. In England, Robinson et al (2022) has noted that race equality in housing is not viewed as a priority concern. In contrast, in Scotland and Wales, while race equality in housing is recognised as a priority, it is not fully embedded within housing policy (Robinson et al, 2022).

Regulation that guides or monitors the digital provision of social housing services is currently lacking. However, digital

inclusion relates to four key outcomes in the Social Housing Charter: Equalities, Communication, Participation, Repairs and maintenance.

Annual Returns to the Charter indicate that progress in these areas is either 'unchanged' or 'lacking' (SHR, 2023). This indicates the need for a clearer regulatory framework to inform what 'good' looks like in digital services, the development of minimum standards and clear evaluative criteria.



CALL FOR CHANGE

We stress the need to develop an overarching and unifying digital strategy for social housing to ensure that the rapid digitalisation of services does not compound existing racialised and other disparities in access to, and outcomes of social housing services. It is essential to ensure equality, diversity and inclusion as key components of such a strategy, recognising variation in digital literacy, income and language use to mitigate possible harms associated with such services. Regulation also has an important role to play in this area as part of a wider commitment to the development of anti-racist policy and practice.

We also call for increased investment in research and resources to enhance the engagement of minoritised ethnic communities in digital services at the local level. Furthermore, in addition to the collection and use of ethnically

disaggregated data in housing regulations, we emphasise the necessity to monitor and review this data in a systematic manner to understand the uptake of digital services, and its impacts on access to and the outcome of social housing services. We also encourage investment in platforms that are sensitive to digital poverty, varying levels of digital literacy and language/reading-related barriers. These measures need to be considered as part of sustained investment in building capacity within the sector to engage with an ethnically diverse population. Crucially, alongside the continual process of improving and monitoring the use of digital services, it is essential to ensure that adequate face-to-face housing advice and support is available to individuals who struggle to engage with digital services to minimise the risk of excluding them from key housing services.

METHODS

Semi-structured interviewing was the primary data collection method in this work. Interviews were conducted to understand the experiences of minoritised individuals in accessing and using digital social housing services from the perspective of both social housing providers and service users. Perspectives of current tenants of social housing were generated from a sample of 37 individuals out of a larger qualitative dataset of 100 interviews with minoritised individuals in the cities of Glasgow, Bradford, Manchester, and the London borough of Tower Hamlets. A total of 11 social landlords, including local authorities and housing associations, of varying sizes, were interviewed in the three case study cities of Bradford, Glasgow and Tower Hamlets. Additionally, we conducted desk-based research on housing management, policy, and regulation to supplement our findings. We organised workshops to engage with social landlords and community organisations in England and Scotland to feedback, validate and refine the findings.

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FOR MORE INFORMATION

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For information about PRIME activity and research outputs please visit:

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