



Scotland's National Performance Framework: Measuring outcomes for minority ethnic communities

September 2020



Who we are

The Coalition for Racial Equality and Rights is a Scottish anti-racism charity based in Glasgow. We are focused on working to eliminate racial discrimination and harassment, and promote racial justice across Scotland.

Our key mission is to:

- Protect, enhance, and promote the rights of minority ethnic communities across all areas of life in Scotland; and,
- Strengthen the social, economic, and political capital of minority ethnic communities, especially those at greatest risk of disadvantage

CRER takes a rights-based approach, promoting relevant international, regional, and national human rights and equality conventions and legislation.

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Introduction

The Scottish Government's National Performance Framework (NPF) is the key mechanism for benchmarking environmental, economic and social progress in Scotland. This report explores the extent to which Black and minority ethnic people are benefitting equally from this progress.

Progress within the NPF is measured through a series of National Outcomes. However, evidence published in support of this is not routinely analysed by protected characteristic. Equality evidence is instead available in partial form on the Scottish Government's Equality Evidence Finder.

To identify the degree of progress for BME (Black and minority ethnic) people in Scotland, this briefing uses data available on Equality Evidence Finder and, where needed, in other data sets. In doing so, we hope to take stock of Scotland's short and long-term progress in tackling racial inequalities through the lens of the NPF.

The NPF has the potential to be a powerful tool for achieving racial equality. By providing data on the National Outcomes disaggregated by equality characteristics, such as ethnicity, current inequalities are highlighted which can be a strong driver for advancing equality. This pinpoints key areas where the most work and policy attention is needed to achieve equality, meaning similar outcomes can become possible for all communities.

The NPF sets out the Scottish Government's vision for Scotland and its residents. As stated in the Race Equality Framework for Scotland 2016-2030,¹ the Scottish Government has a commitment to advancing race equality, tackling racism and addressing race related barriers. As such, where evidence displays a clear disparity in the National Outcomes for BME groups, specific action will be needed to remedy this. In many cases, achieving racial equality within the National Outcomes will mean that progress needs to move faster for minority ethnic people than for majority ethnic people.

This report seeks to evaluate the available data in relation to ethnicity and the performance of National Outcomes. It also adds context to the indicators in terms of race equality, addresses data limitations and provides recommendations on how the data can be improved upon.

¹ Scottish Government (2016) [Race equality framework for Scotland 2016 to 2030](#).

The National Performance Framework

The NPF was first introduced in 2007 and last revised in 2018.² Through the Framework, the Scottish Government aims to:

- Create a more successful country
- Give opportunities to all people living in Scotland
- Increase the wellbeing of people living in Scotland
- Create sustainable and inclusive growth
- Reduce inequalities and give equal importance to economic, environmental and social progress.³

The Framework was developed by the Scottish Government with the following purpose, values and National Outcomes:

Figure 1: Scotland’s National Performance Framework



Source: Scottish Government (no date) [National Performance Framework: What is it](#)

² Scottish Government. (2018). [Launch of National Performance Framework 2018](#).

³ Scottish Government (no date). [National Performance Framework: What is it](#).

The 11 National Outcomes outline broad areas to work towards (see Figure 1). Stemming from these broad outcomes are 81 National Indicators which are the specific individual measures used to evaluate the overall performance of the outcome (for example, 'gender balance in organisations' is an indicator for the outcome 'fair work and business'). More detail on the related indicators for each outcome can be found in Appendix 1.

The Performance of National Indicators

The NPF website documents the performance of all the National Indicators. As of this report being published, of the 81 National Indicators:

- 19 are improving (23%)
- 33 are maintaining (41%)
- 13 are worsening (16%)
- 16 are either in development or performance is yet to be confirmed (20%)⁴

On the website, which is the main reporting mechanism for NPF, performance of National Indicators is assessed using high-level data without reference to protected characteristics such as ethnicity. However, even when the indicators' performance is discussed in detail, no ethnicity data is included. This is despite the following statement on equality data:

“The Framework gives a detailed breakdown of equality data. This shows where people with protected characteristics are progressing and how they compare to other groups of people.

This will help to design policies and services that meet the needs of everyone in Scotland.”⁵

Although such data is available on Equality Evidence Finder, this has to be accessed through a link from the main website. Equality data is not analysed, interpreted or explored in any way, either on the main website or Equality Evidence Finder.⁶ This means that, when evaluating the success of the

⁴ Scottish Government., (no date). [Performance overview](#).

⁵ Scottish Government (no date). [How it works](#).

⁶ Scottish Government (no date). [National Indicator Performance](#).

indicators and outcomes, the differing experience of equality groups is entirely overlooked within the main reporting mechanism.

In 2019, however, the Scottish Government published 'Scotland's Wellbeing – Delivering the National Outcomes'. This report detailed performance against the NPF, providing analysis and context in addition to data.⁷ It was intended to draw out a range of inequalities in outcome experienced by people related to protected characteristics, such as ethnicity.

However, despite noting that Scotland has become more ethnically diverse in recent years, BME people were only mentioned twice - in relation to the employment gap and child material deprivation. Further, the section 'data and future developments' does not highlight any forthcoming publication or attention to race in relation to the NPF.

Equality Evidence Finder

The Scottish Government launched the equality evidence web resource, [Equality Evidence Finder](#), in 2012. This aims to collate the available equality evidence from datasets in Scotland. The Government have stated their intention for the equality evidence base to become more wide-ranging and robust over time, recognising that high-quality equality evidence and analysis is vital to underpin effective and inclusive policy making.⁸

The Equality Evidence Finder is where the report 'Scotland's Wellbeing – Delivering the National Outcomes' directs to in order to see more comprehensive data in relation to protected characteristics for NPF indicators. The data is intended to be continually reviewed and expanded to increase the range of breakdowns possible. In doing so the Scottish Government hope to provide as complete a picture as possible on the realisation of the National Outcomes for different groups in Scotland, which is openly available for scrutiny.⁹ As such, Equality Evidence Finder is the main source of evidence used in compiling this report. However, where relevant data is not currently supplied by Equality Evidence Finder, alternative sources were used.

⁷ Scottish Government (2019) [Scotland's Wellbeing – Delivering the National Outcomes](#)

⁸ Scottish Government (2017) [Scotland's equality evidence strategy 2017-2021](#)

⁹ Scottish Government (2019) [Scotland's Wellbeing – Delivering the National Outcomes](#)

Methodology

Using publicly available data from Equality Evidence Finder and external datasets, the measures used to rate the performance of the National Indicators have been disaggregated by ethnicity and analysed to establish the level of progress for Black and minority ethnic people.

The criteria for change used to analyse progress throughout the report matches those used by the Scottish Government and, for each indicator, can be accessed on the [NPF website](#). The ethnicity categories used in tables and figures throughout are derived from the data source. As such, these may not reflect CRER's preferred categorisation (individual and headline ethnicity categories matching the Scottish Census).

Key Findings

For many of the outcomes and indicators, no ethnicity data was recorded on Equality Evidence Finder. The lack of data caused difficulties in analysing how the National Outcomes are performing for BME groups, meaning that the intended scrutiny function of Equality Evidence Finder is currently failing. Without this data, the Scottish Government and other public bodies will not be able to design evidence-based policies and services that meet the needs of everyone in Scotland.

- Five National Outcomes had no indicators with ethnicity data on Equality Evidence Finder. Two of these outcomes are key areas with known inequalities for BME groups (poverty and health), where an up-to-date evidence base is absolutely crucial to drive progress
- 65% of National Indicators (26 out of 40) did not have ethnicity data on Equality Evidence Finder¹⁰ (see Appendix 1 for a list). For the vast majority of these indicators, the provision of ethnicity data could reasonably be expected
- Of the 14 National Indicators for which ethnicity data was on Equality Evidence Finder, 4 are improving in performance, 3 are worsening in performance, 1 is maintaining performance and 1 indicator was classed as mixed performance. Five indicators did not have data for a sufficient time frame to analyse performance, although this should be forthcoming

¹⁰ After discounting indicators in development or for which an ethnicity analysis was not relevant.

- Some of the data on Equality Evidence Finder was of poor quality, for example not up-to-date or without an explanation of ethnicity categories used
- Data on Equality Evidence Finder was generally not disaggregated by individual ethnic group, meaning that differences in outcome for the wider range of BME groups cannot be accurately measured or addressed

National Outcomes and Indicators in relation to ethnicity

The following sections outline the findings of our analysis of all National Indicators for which data disaggregated by ethnicity could be identified.

For each area studied, a table is provided. This shows three things for each indicator - whether ethnicity data is available,¹¹ whether progress is positive, negative, mixed or maintaining, and whether data shows an existing racial inequality in relation to the indicator. For the progress measure, a tick (✓) indicates positive progress, and a cross (✗) indicates that progress is worsening.

Children and Young People

Children and Young People: We grow up loved, safe and respected so that we realise our full potential.			
Indicator	Ethnicity Data	Progress	Existing Inequality
Child Social and Physical Development	Yes	✗	Yes
Child Material Deprivation	Yes	Maintaining	Yes
Children's Voices	Yes		No
Quality of Children's Services	No		
Child Wellbeing and Happiness	No		
Healthy Start	No		
Children Have Positive Relationships	No		

The vision for this outcome is that children grow up in with support, love and understanding and access to quality early years provision. This outcome includes a number of different aspects including a childhood free from abuse, tobacco, alcohol, drugs, poverty and hunger.

Ensuring that BME children and young people are able to realise their potential with equity and equality is crucial for racial equality, not least because the BME population in Scotland has a significantly younger age profile than the majority population. Thus, improvements or deteriorations in indicators for young people have a potentially bigger impact on BME communities.

¹¹ On Equality Evidence Finder, or from other data sets.

Child Social and Physical Development

The indicator [child social and physical development](#) measures the percentage of children with no social or physical concerns at their 27-30-month health visitor review.

Since April 2017, health visitors have been asked to assess the following eight domains of children's development during these reviews: speech, language and communication, gross motor, fine motor, problem solving, personal/social, emotional/behavioural, vision, and hearing. Health visitors record their assessment of each domain as:

- No concern about this aspect of the child's development
- Concern newly suspected as a result of the review
- Concern or disorder already known prior to the review, or
- Assessment incomplete.

Early child development is influenced by both biological factors (such as being born prematurely) and environmental factors (such as learning opportunities children receive). Problems with early child development are associated with long term health, educational, and wider social difficulties.

Children's development during health reviews are assessed by:

- Asking parents/carers about any concerns they have regarding their child's development
- Asking about the child's developmental abilities and attainment of relevant milestones
- Careful observation of the child, and
- Asking parents to complete a questionnaire about their child's development.

The Equality Evidence Finder records the details for this indicator in relation to ethnicity. However, the most recent data shown is for 2016/17 despite updated data for 2017/18 being available. In addition, Equality Evidence Finder gives the percentage of children with no concerns but does not list the percentage of children with concerns, or with no concerns recorded but some domains missing.

Public Health Scotland have the information on this indicator in relation to ethnicity in the necessary level of detail as follows:

**Table 1: 27-30-month review: Development by year and ethnicity (%)
2015/16 – 2017/18**

	Year the children turned 27 months		
	2015/16	2016/17	2017/18
Ethnicity	Percentage with no concerns across all domains		
White Scottish	73.5	67.2	57.3
White Other British	79.6	71.2	61.8
White Polish	71.9	67.0	58.4
White Other	72.1	65.3	60.1
Asian	59.1	50.0	33.0
Black, Caribbean, or African	64.6	57.5	37.2
Mixed / Multiple Ethnicity	67.4	62.1	50.2
Other / Unknown	59.5	55.5	66.9
Ethnicity	Percentage with a concern in any domain		
White Scottish	18.5	17.5	15.6
White Other British	14.7	15.5	13.9
White Polish	18.3	17.5	15.5
White Other	16.7	15.5	13.2
Asian	23.9	22.7	19.9
Black, Caribbean, or African	22.0	20.8	20.1
Mixed / Multiple Ethnicity	19.7	16.9	15.1
Other / Unknown	13.3	17.4	13.2
Ethnicity	Percentage without a concern but some domains incomplete or missing		
White Scottish	7.9	15.3	27.1
White Other British	5.8	13.3	24.3
White Polish	9.8	15.5	26.1
White Other	11.2	19.2	26.6
Asian	17.0	27.3	47.1
Black, Caribbean, or African	13.5	21.7	42.7
Mixed / Multiple Ethnicity	12.9	21.0	34.6
Other / Unknown	27.2	27.1	19.9

Source: Public Health Scotland (no date) [27-30 Month Review Statistics](#) Table 2.5

Table 1 shows that, in all years, Asian and Black, Caribbean or African children were more likely than other groups to be categorised as with a concern in any domain. In 2017/18, 19.9% of Asian children and 20.1% of Black, Caribbean or African children were flagged as having at least one concern compared to 15.6% of the majority group of white Scottish children.

The percentage of children with no concerns has generally decreased over time.¹² Table 1 shows BME children were consistently less likely to have no concerns, in particular, Asian children are less likely than the majority population of white Scottish children to have no concerns (33% vs 57.3% in 2017/18).

The percentage of Asian children with no concerns has decreased dramatically year on year with 59.1% having no concerns in 2015/16 compared to 33% by 2017/18. This is also the case for Black, Caribbean or African children for whom the percentage with no concerns has decreased markedly each year with 64.6% having no concerns in 2015/16, falling to 37.2% by 2017/18.

Table 1 also shows that, for all children, the percentage recorded as without a concern but with some domains incomplete or missing has increased year on year.¹³ This development status means that the child did not have 'concern newly suspected' or 'concern/disorder previously identified' recorded against any domain, but some of the domains were missing or incomplete.

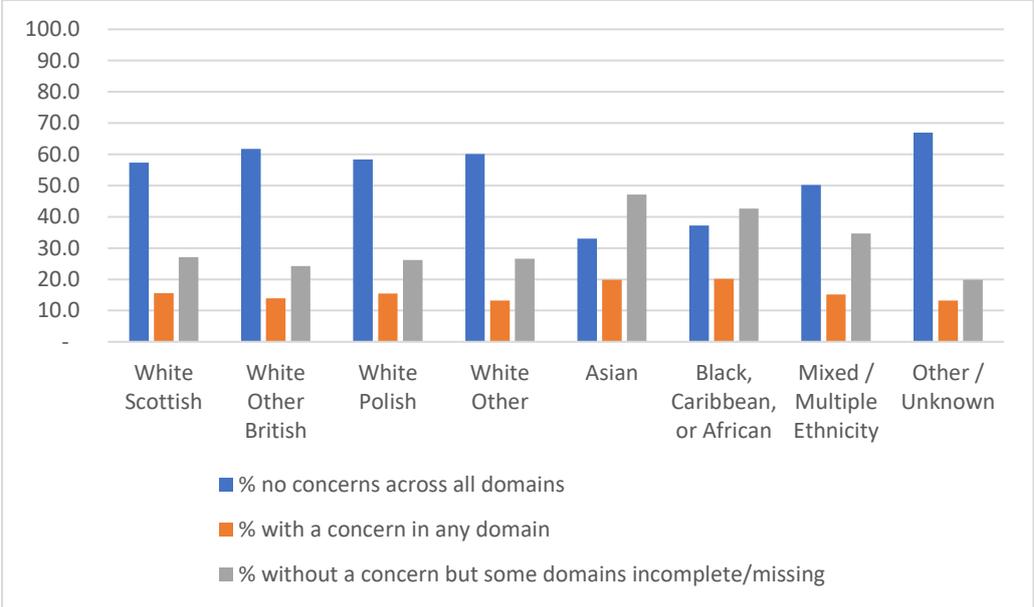
Significantly, this increase has impacted BME children disproportionately. In 2017/18, 42.7% of Black, Caribbean or African children and almost half of Asian children (47.1%) were categorised as without a concern but with some domains incomplete or missing.

¹² This could be because the percentage of children with missing information for at least one developmental domain, recorded as 'without a concern but some domains incomplete/missing', increased in 2016/17 and 2017/18. These children cannot count towards the number with 'no concern'.

¹³ This is due to a high proportion of records for reviews provided from April 2017 onwards having missing information for a newly introduced problem-solving developmental domain.

Figure 2 focuses on the most recent data to show the clear racial disparities in relation to development reviews:

Figure 2: 27-30 month review - development by ethnicity in 2017/18



Source: Public Health Scotland (no date) [27-30 Month Review Statistics](#) Table 2.5

In particular, Figure 2 shows that BME children are disproportionately likely to be recorded as without a concern but with some domains incomplete or missing. In 2017/18, it was the most common status for both Black, Caribbean or African children and Asian children.

One reason for this may be the geographical distribution of BME people in Scotland, with Glasgow having a higher percentage of non-white minority ethnic communities than any other city in Scotland. Due to various issues in 2017/18, very few children reviewed in NHS Greater Glasgow and Clyde had meaningful information recorded for every developmental domain.¹⁴ However, in each year, BME children have been more likely than white children to have missing or incomplete information in their development review.

Public Health Scotland note that in 2017/18 the proportion of review records containing meaningful information for every developmental domain was noticeably lower for children from certain ethnic groups, those living in a household where English was not main language spoken and those living in a

¹⁴ Public Health Scotland (2019) [27-30 Month Review Statistics. Technical Report. Scotland 2017/18](#)

bi-lingual or multi-lingual household.¹⁵ They therefore emphasise the importance of access to appropriate translation services, due to difficulties in completing and interpreting a comprehensive assessment of a child's development when there is a language barrier.

However, as Figure 2 shows, white Polish children have review results almost identical to the other white groups in 2017/18 and are not impacted by the disproportionate percentage of reviews with some domains incomplete or missing. This reduces the credibility of the assessment that differences in results are a result of language barriers, as Polish children are likely to be bi-lingual, potentially living in a household where English is not the main language spoken, and much more likely than the Asian group to be first generation migrants.

The reasons for the high percentages of BME children being recorded as without a concern but with some domains incomplete or missing are likely to be multifaceted. However, given the disproportionate nature of this, further research is urgently needed to establish why BME children are much less likely to have their development review completed to a high-quality standard.

The Scottish Government has categorised this indicator as 'performance to be confirmed' and have no listed criteria for change. Given that there is no set criteria for change, we cannot state whether according to the Scottish Government judgement this indicator is improving, maintaining or worsening for the general population. However, regardless of what the criteria for change is, the disproportionate decrease year on year in no concerns reported across all domains for BME children shows that for this group, performance in this indicator is worsening.

The reasons for racial inequalities in early child development are likely to stem from wider disadvantages experienced by some minority ethnic groups, especially given that there is a known link between deprivation and development concerns. However, as the data shows, there are also important questions to be answered around the reliability of development assessments for BME children and families.

¹⁵ Public Health Scotland (2019) [Child Health 27-30 Month Review Statistics. Scotland 2017/18.](#)

Child Material Deprivation

The indicator [child material deprivation](#) measures the percentage of children in combined material deprivation and low income after housing costs.

Child material deprivation is calculated from a suite of questions in the Family Resources Survey about whether people can afford to buy certain items and participate in leisure or social activities. This is combined with information about which households have incomes below 70% of median UK income to create the indicator.

Table 2: Child Deprivation Measures

<ul style="list-style-type: none">• A holiday away from home at least one week a year with family.• Going on a school trip at least once a term.• Enough bedrooms for every child over 10 of different sex to have their own bedroom.• Celebrations on special occasions.• A hobby or leisure activity.	<ul style="list-style-type: none">• Swimming at least once a month.• Friends round for tea or a snack once a fortnight.• Play group/nursery/toddler group at least once a week for children of pre-school age.• Leisure equipment.
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Children are considered to be in combined low income and material deprivation if they live in a household whose income after housing costs is less than 70% of UK median income and they are materially deprived. The indicator aims to provide a measure of children's living standards which, unlike relative and absolute poverty, is not solely based on income.

This data is not available on Equality Evidence Finder in relation to ethnicity.

However, the Scottish Government has published data on ethnicity and child material deprivation as follows:

Table 3: Children in combined material deprivation and low income after housing costs (%), 2010-2018

Years	Children in minority ethnic households ¹⁶	All children
2010-2013	24	12
2011-2014	24	12
2012-2015	25	13
2013-2016	17	12
2014-2017	18	11
2015-2018	18	12

Source: Scottish Government (2019) [Every Child Every Chance, First Year Progress Report 2018-19, Annex C](#)

The Scottish Government’s assertion that performance for this indicator is maintaining looks to be the case for BME children as well as for all children. However, whilst the criteria for change is set for each year, the data is only available in relation to ethnicity for combined three-year time periods.

Table 3 shows that children in BME households have a higher than average risk of combined material deprivation and low income after housing costs. The gap between children in BME households and all children has decreased from a 12% gap in 2010-13 to a 6% gap in 2015-18. Despite this progress, there is still a sizeable gap and there may be early signs that the percentage of children in BME households affected by combined material deprivation and low income after housings costs is increasing.

Given that this indicator is impacting upon BME children more than white children, it should be a priority to make annual data available for year-on-year comparison in line with the criteria for change. This would allow greater insight into progress in relation to poverty levels for BME children.

Additionally, the data as presented without a detailed ethnic breakdown makes it difficult to complete analysis on this indicator for BME households as the differences in the prevalence of poverty between various BME groups are obscured.

¹⁶ Minority Ethnic is not defined in the report which uses data from the [Family Resources Survey](#). FRS captures 18 ethnic groups; these individual ethnic groups must have been combined into a single minority ethnic category for this report, but the categorisation used is not obviously discussed.

Children’s Voices

The indicator [children’s voices](#) measures the percentage of young people who feel adults take their views into account in decisions which affect their lives.

Table 4: Young people who feel adults take their views into account in decisions that affect their lives (%), 2019

Ethnicity	2019
Non-white	59
White	58
All	58

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Table 4 suggests that there is very little difference in how white and non-white young people experience this indicator. In 2019, 1% more non-white young people felt that adults took their views into account in decisions that affected their lives.

The Scottish Government has classed this indicator as performance improving. It is not clear if the same could be said for BME young people as data is only published for 2019.

Communities

Communities: We live in communities that are inclusive, empowered, resilient and safe.			
Indicator	Ethnicity Data	Progress	Existing Inequality
Perceptions of local area	Yes	✓	No
Places to interact	Yes		No
Loneliness	Yes		No
Crime Victimization	No		
Community land ownership	No		
Social Capital	No		
Access to green and blue space	No		
Perceptions of local crime rate	No		

The communities outcome is centred around an understanding of the importance of community for health and happiness. A range of different measures for communities are included, covering both physical and social aspects.

Increasing community cohesion and ensuring all people have a stake in their community are vital aspects in tackling racism and racial inequality. This includes creating opportunities to participate in community activities and local decision making, along with ensuring racial equality in safe communities, policing and justice. However, the day-to-day realities of discrimination and racism for many BME people are key underlying factors which negatively impact on a sense of togetherness, add to isolation and weaken bonds.

Ethnicity data is not routinely published on some key justice related indicators, including 'crime victimisation' and 'perceptions of local crime rate', both of which are sourced from the [Scottish Crime and Justice Survey](#). The improvement of access to justice and safety for BME people in Scotland is crucial and therefore routine publication of this essential data should be a priority.

The indicators with available ethnicity data here are all derived from the Scottish Household Survey, which collects ethnicity information for all survey participants. It is unclear why there is no data on ethnicity for the indicator 'access to green and blue space', which is also measured using responses from the Scottish Household Survey.

A specific limitation for measuring the performance of the 'loneliness' and 'places to interact' indicators is that currently only the 2018 data is available. Data from other years would be needed to assess the indicators performances.

Given that the indicator progress is still to be confirmed for both due to insufficient data, it is unclear why 2018 data has been included on the NPF website.

Perceptions of local area

The [perceptions of local area](#) indicator measures the percentage of adults who reported that their neighbourhood was a very good place to live.

Table 5 shows that the number of respondents who were categorised as ‘other minority ethnic’ and rated their neighbourhood as a very good place to live increased by two percentage points in 2018 compared to 2017.

Table 5: Adults who rate their neighbourhood as a very good place to live by ethnicity (%), 2016-2018

Ethnicity	2016	2017	2018
Other minority ethnic	53	53	55
White	57	57	58

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Using the criteria for change for this indicator, Table 5 suggests that when factoring in ethnicity, BME people’s experiences in this indicator are improving as there is an increase of two percentage points. This is interesting as the National Performance Framework [website’s](#) evaluation of this indicator suggests the performance is maintaining for the general population.

Overall, this indicates that BME people’s experiences of this indicator could be more positive than the general population.

Places to interact

The [places to interact](#) indicator measures the percentage of respondents who agreed that there were places where people could meet up and socialise in their neighbourhood.

Data is only available for this variable in relation to ethnicity for 2018:

Table 6: Respondents who agree or strongly agree that there are places where people can meet up and socialise (%), 2018

Ethnicity	2018
White	59
Other minority ethnic	68

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Table 6 shows that in 2018, BME people were more likely than white people in Scotland to agree they live in areas where people can meet up and socialise. This may relate to BME communities being more likely to live in urban areas where social facilities may be more numerous and accessible.

Given that 2017 data for BME people could not be accessed, it is not possible to say currently if their experience of this indicator is improving or otherwise. This indicator will need to be revisited when the 2019 iteration of the Scottish Household Survey is publicised in September 2020.

Loneliness

The [loneliness](#) indicator examines the percentage of adults who reported that they felt lonely in the last week some, most, all or almost all of the time. The definition of loneliness used is as follows:

“Loneliness is a subjective concept, but the national strategy for tackling social isolation and loneliness defines it as: a subjective feeling experienced when there is a difference between the social relationships we would like to have and those we have.”¹⁷

Data is only available for this indicator from 2018:

Table 7: Respondents who felt lonely some, most or all of the time during the last week (%), 2018

Ethnicity	2018
Other minority ethnic	23
White	21

Source: Scottish Government (2020) [Equality Evidence Finder](#)

¹⁷ Scottish Government (no date) [Loneliness](#).

Table 7 shows us that in 2018 BME individuals were slightly more likely than white individuals to report loneliness.

Given that, again, there is no data to compare to we cannot say if performance for this indicator is improving or not. The data on loneliness is published biennially in even years so this indicator will need to be revisited in September 2021 when the data for 2020 is published.

Culture

Culture: We are creative and our vibrant and diverse cultures are expressed and enjoyed widely			
Indicator	Ethnicity Data	Progress	Current Inequality
Attendance at cultural events or places of culture	Yes		No
Participation in a cultural activity	Yes		No
Growth in cultural economy	No		
People working in arts and culture	No		

The cultural outcome is focused on a recognition of the wide range of benefits, including social and economic, that arts and culture bring, as well as the need to support creative sectors. It encompasses a range of areas such as history, traditional and rural cultures and includes embracing cultures from outside Scotland.

Previous evidence has suggested an inequality in cultural participation for minority ethnic people, including within the historic environment, arts and creative industries.¹⁸ The increased engagement of BME groups in culture generally could have many benefits in terms of social cohesion, reduced levels of isolation, the realisation of creative potential and undiscovered talent and fostering good relationships at a community level.

As well as ensuring fair access to cultural activities and related employment opportunities, improved participation would contribute to the physical and mental wellbeing of BME communities. Broadening participation also provides opportunities to promote community cohesion through enabling interaction and increasing diversity of both staff and participants.

Data for both cultural indicators for which an ethnicity analysis is possible, ‘attendance at cultural events or places of culture’ and ‘participation in cultural activity’, use results from the Scottish Household Survey. In 2018 the Scottish Household Survey was reviewed and the response categories for culture were amended. This means that figures for both indicators are not directly comparable with previous years. Subsequently, the NPF website notes that for both indicators performance still needs to be confirmed.

¹⁸ Scottish Government (2016) [Race equality framework for Scotland 2016 to 2030](#).

Attendance at cultural events or places of culture

The indicator [attendance at cultural events or places of culture](#) measures the percentage of adults who have attended or visited a cultural event or place in the last 12 months.¹⁹

Despite the changes to the cultural questions in the Scottish Household Survey in 2018, the data in the Equality Evidence Finder supplies data for this indicator for 2012 to 2018. Using this data, Table 8 highlights the percentage of those who attended or visited a cultural place or event by ethnicity from 2016-2018:

Table 8: Adults who have attended or visited a cultural event or place in the last 12 months by ethnicity (%), 2016-2018

Ethnicity	2016	2017	2018
Asian, Asian Scottish or Asian British	82.2	87.3	79.6
Other minority ethnic	81	85.9	85
White Scottish	81.6	83.7	79
White other	90	87.6	88.3

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Between 2017 and 2018 the percentage of people attending or visiting cultural events or places dropped for all ethnic groups, aside from white other. The decrease between 2017 and 2018 is largest for the Asian, Asian Scottish or Asian British group, by 7.7 percentage points and is comparatively small for the other minority ethnic group with a drop of 0.9 percentage points. In the same date range, the majority group of white Scottish experience a drop of 4.7 percentage points.

The data provided suggests that between 2016 and 2017, BME people’s experience of this indicator was improving. However, between 2017 and 2018 it is not possible to use the criteria for change for this indicator due to the alterations made to the Scottish Household Survey in 2018. It is therefore not clear whether the 2018 figures indicate the start of a trend of BME groups engaging less with culture events or places.

¹⁹ A full list of what is considered a cultural event or place is available from the NPF website: <https://nationalperformance.gov.scot/attendance-cultural-events>

The relationship between this indicator and ethnicity will require further investigation when the results of the Scottish Household Survey 2019 are published in September 2020.

Participation in a cultural activity

The [participation in a cultural activity](#) indicator measures the percentage of adults who have participated in a cultural activity in the last 12 months.²⁰

Again, despite changes to the cultural questions in the Scottish Household Survey in 2018, the Equality Evidence Finder data contains data from 2013 till 2018. Table 9 outlines the trends in recent years:

Table 9: Adults who have participated in a cultural activity in the last 12 months by ethnicity (%), 2016-2018

Ethnicity	2016	2017	2018
White Scottish	76.9	76.2	73.9
White other	87.9	86.7	85.2
Asian, Asian Scottish or Asian British	72.4	69.3	63.5
Other minority ethnic	84.5	87.6	82.5
Total	78.8	78.1	75.9

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Table 9 indicates that the figures for the Asian, Asian Scottish or Asian British group between 2016 and 2017 were decreasing at a greater rate than for any other group with a 3.1 percentage drop in cultural activity participation. This suggests that Asian, Asian Scottish or Asian British people’s experience of this indicator in this timeframe was worsening.

The 2018 figures show a decrease, to varying degrees, across all ethnicities in regard to cultural activity participation. Notably Asian, Asian Scottish or Asian British people are now recorded as participating in cultural activity far less than any other ethnic group, with a gap of 12.4 percentage points between their participation and the participation rate of the general population.

Between 2017 and 2018 it is not possible to use the criteria for change for this indicator due to the aforementioned alterations made to the Scottish

²⁰ A full list of what is considered a cultural activity is available on the [NPF website](#).

Household in 2018. Again, the relationship between this indicator and ethnicity will require attention when the results of the Scottish Household Survey 2019 are published. It is therefore not yet clear if the 2018 figures indicate the start of a trend of BME groups participating less in cultural activities.

Education

Education: We are well educated, skilled and able to contribute to society.			
Indicator	Ethnicity Data	Progress	Existing Inequality
Educational attainment	Yes	Mixed	No
Workplace learning	Yes	✗	Yes
Young people's participation	Yes	Maintaining	No
Skill profile of the population	Yes	✓	Yes
Confidence of children and young people	No		
Engagement in extra-curricular activities	No		
Resilience of children and young people	No		
Skills underutilisation	No		
Skill shortage vacancies	No		

The education indicator is about a society which inspires and encourages everyone to reach their potential. It recognises the need for lifelong learning and the importance of education professionals in driving high standards.

BME pupils in Scotland's schools have historically had high rates of attainment overall. However, exam results are not the only important aspect of school; pupils need a supportive educational experience which promotes equality and builds confidence, where bullying is not tolerated. Additionally, effective careers guidance is critical for young people preparing to leave school.

Despite high attainment levels at school and rates of entry to further and higher education, statistically, BME people are not receiving the labour market advantages which should be expected from their positive educational outcomes. Unemployment and underemployment are relatively high for BME groups, including for BME graduates. Ensuring that further and higher educational attainment leads to labour market advantages is essential to address racial inequality.

One limitation of the Scottish Government figures used to measure this outcome is that they provide no information on the 'education attainment' indicator for Gypsy/Travellers, or indeed for the other indicators. It is not clear why this is the case, given that detailed performance data for the educational attainment outcome are available otherwise for specific ethnic groups.

Educational outcomes for Gypsy Travellers pupils are among the worst in Scottish education, with fewer qualifications gained, lower attendance rates, higher exclusion rates and fewer individuals progressing to positive destinations.²¹ In the context of this, it is essential that education data for this group is made available alongside other ethnic groups. This would highlight any positive progress year-on-year, possibly influenced by policies intended to improve the school experience for this group, and/or provide evidence for further action needed to achieve improvement.

Educational Attainment

The indicator [educational attainment](#) is comprised of seven sub-measures mirroring the [National Improvement Framework](#) for education key measures for monitoring the attainment gap, and covering the key components of Curriculum for Excellence (CfE) and stages of school education.

Table 10: Educational Attainment sub-measures²²

<ol style="list-style-type: none"> 1. Proportion of Primary pupils achieving expected levels in all three Literacy organisers 2. Proportion of Primary pupils achieving expected levels in numeracy 3. Proportion of S3 pupils achieving Third Level or better in all three Literacy organisers 4. Proportion of S3 pupils achieving Third Level or better in Numeracy 5. Proportion of school leavers attaining 1 or more award at SCQF Level 4²³ or above 6. Proportion of school leavers attaining 1 or more award at SCQF Level 5²⁴ or above 7. Proportion of school leavers attaining 1 or more award at SCQF Level 6²⁵ or above

The sub-measures cover performance in the three literacy organisers (reading, writing and listening & talking) and numeracy, and report on the proportion of pupils who have achieved the expected CfE Level, based on teacher professional judgements.

²¹ Scottish Government (2018) [Improving educational outcomes for children and young people from travelling cultures.](#)

²² Scottish Government (no date) [Educational Attainment](#)

²³ SCQF Level 4: National 4, Intermediate 1 (A-C), Standard Grade General, National 5 (D), Intermediate 2 (D).

²⁴ SCQF Level 5: National 5 (A-C), Intermediate 2 (A-C), Standard Grade Credit, Higher (D).

²⁵ SCQF Level 6: Higher (A-C), Advanced Higher (D).

Ethnicity data for this indicator and sub-measures is available on Equality Evidence Finder, however some of the data is missing or simplified, therefore alternative Scottish Government sources are used here.

At primary stage, two sub-measures look at the proportion of pupils achieving expected levels in literacy and in numeracy.

Table 11: Proportion of Primary pupils achieving expected levels in numeracy and literacy by ethnicity 2017/18 and 2018/19 (%)

Ethnicity ²⁶	Literacy		Numeracy	
	2017/18	2018/19	2017/18	2018/19
White - Scottish	71.9	72.7	78.5	79.1
White - Non-Scottish	70.3	71.1	78.9	79.2
Mixed or multiple ethnic groups	79.1	79.5	83.2	85
Asian - Indian	78.4	81.4	84.7	87
Asian - Pakistani	69.6	71.2	77.1	77.3
Asian - Chinese	77.8	81	90.7	91.3
Asian - Other	70.2	71.3	80.3	79.8
African / Black / Caribbean	72.9	75.2	80	80.9
All other categories	55.8	55.8	68.2	67.6
Not Disclosed/ Unknown	63.2	65.1	72.4	74.7
All pupils	71.4	72.3	78.4	79.1

Sources: Scottish Government (2019) [Revised ACEL 1718 Tables and Charts](#) [Data set] Table 4.4 and Scottish Government (2019) [Revised ACEL 1819 Tables and Charts](#) [Data set] Table 4.4

The data from Table 11 shows that at primary level Chinese and Indian pupils are the most likely to achieve expected levels in literacy. For numeracy the same is also true, with Chinese pupils performing particularly well with over 90% achieving the expected level in both years.

The Scottish Government analysis for the primary level literacy sub-measure is that performance is maintaining. Despite levels in literacy increasing by 0.9% from 2017/18 levels, the increase is below the threshold for change of one percent. However, for some BME children, performance in this indicator has risen by over one percentage and therefore looks to be improving. Indian pupils had a 3% rise in attainment of expected levels, Chinese pupils had a 3.2%

²⁶ Pupil characteristic information was added to the Achievement of CfE Levels data by using previously collected data from the Pupil Census.

rise and African/Black/Caribbean pupils had a 2.3% rise from 2017/18 to 2018/19.

Again, for the numeracy in primary school sub-measure the Scottish Government analysis for this sub-measure is that performance is maintaining despite a 0.7% rise in numeracy levels overall. However, some BME group’s experience of this sub-measure is of performance improving; Indian pupils had a 2.3% rise in attainment and pupils from mixed or multiple ethnic groups achieved a 1.8% rise.

The next two sub-measures focus on proportions of pupils in S3 achieving third level²⁷ or better in literacy and numeracy.

Table 12: S3 pupils achieving third Level or better in numeracy and literacy by ethnicity, 2017/18 and 2018/19 (%)

Ethnicity ²⁸	Literacy		Numeracy	
	2017/18	2018/19	2017/18	2018/19
White - Scottish	87.6	88.2	88.9	90
White - Non-Scottish	85	86.7	88.8	90.9
Mixed or multiple ethnic groups	90.6	90.6	92.4	92.6
Asian - Indian	92.1	94.5	94.7	95.8
Asian - Pakistani	91.7	92	92.5	91.6
Asian - Chinese	95	96	98.3	99.1
Asian - Other	88.4	88.9	91.8	95.3
African / Black / Caribbean	89.7	89.9	92.6	93.8
All other categories	71.4	73.7	84	83
Not Disclosed/ Unknown	77.9	75	84.4	84.7
All pupils	87.3	87.9	89	90.2

Sources: Scottish Government (2019) [Revised ACEL 1718 Tables and Charts](#) [Data set] Table 4.5 and Scottish Government (2019) [Revised ACEL 1819 Tables and Charts](#) [Data set] Table 4.5

The table shows that in S3 performance follows the pattern for achievement set out in primary school; the percentage achieving third level or better was highest for Chinese pupils across both literacy and numeracy in both years. For

²⁷ The basic level expected of an S3 student. The data for S3 pupils reaching the more advanced fourth level for literacy and numeracy is also available in relation to ethnicity. However, the Scottish Government do not use information about the percentage reaching the fourth level to analyse this indicator.

²⁸ Pupil characteristic information was added to the Achievement of CfE Levels data by using previously collected data from the Pupil Census.

the vast majority of S3 BME pupils, achievement for third level literacy and numeracy is now above 90%.

There was an increase in the proportions of S3 pupils achieving level 3 literacy in 2018/19, with a rise of 0.6% achieving this level. However, the increase was not above the criteria for change of 1 percent and so this sub-measure is classed as performance maintaining. In contrast, for some groups the rise in percentages achieving third level of literacy suggests performance is improving: Indian students had a 2.4% increase in achieving third level or better in literacy.

Given that for some groups achievement was already over 90% in 2017/18, according to the [Scottish Government's analysis](#) of the appropriate criteria for change the necessary rise should actually be 0.5%, as opposed to 1%.

Therefore, Chinese students experience of this indicator could also be classed as performance improving, with a 1% rise in the percentage achieving third level literacy.

For the numeracy sub-measure, there was also an overall increase in the proportions of S3 pupils achieving level 3 in 2018/19. The increase for this sub measure of 1.2% achieving was above the one percent criteria for change set and suggests performance is improving overall.

BME students experience of this sub-measure is broadly in line with this analysis; Indian students had a 1.1% increase and African/Black/Caribbean pupils had a 1.2% increase in percentages reaching this level. Asian-Other pupils had an above average increase of 3.5% achieving this third level in numeracy. Again, for Chinese students, achievement levels were already over 90% so the rise in attainment of third level numeracy of 0.8% could also be classed as performance improving.

Conversely, for the Pakistani group there was a fall of 0.9% of pupils attaining the third level, a drop which almost classes this group as performance worsening.

The last three educational sub-measures look at the proportions of school leavers attaining 1 or more award at SCQF level 4 or above, level 5 or above and level 6 or above respectively.

Table 13: Proportion of school leavers attaining 1 or more award at SCQF Level 4,5, 6 or above, 2017/18 and 2018/19 (%)

Ethnicity	1 or more at SCQF Level 4 or better		1 or more at SCQF Level 5 or better		1 or more at SCQF Level 6 or better	
	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19
White - Scottish	96.2	95.9	85.6	84.9	61.3	59.7
White - non-Scottish	95.5	95.5	85.8	84.1	63.6	61.1
Mixed or multiple ethnic groups	97.7	96.7	90.3	89.5	67.6	71.8
Asian - Indian	* ²⁹	*	96.8	93.7	80.8	76.7
Asian - Pakistani	99.1	97.9	93.4	92.7	74.1	72.7
Asian - Chinese	*	100	96	97.4	90.3	91.7
Asian - Other	97	*	93.2	90.6	76.7	77.1
African/Black/Caribbean	96	97.8	90.4	91	73.5	70.6
All other categories ³⁰	92.4	89.3	78.8	73.9	58.3	55.3
Not Disclosed/Not known	93.7	90.8	80.6	79.5	55.5	55.3
All leavers	96.2	95.9	85.9	85.1	62.2	60.5

Source: Scottish Government (2020) [Summary Statistics for Attainment and Initial Leaver Destinations](#) Table 6

Table 13 generally shows that for all SCQF Levels 4 or better, nearly every non-white minority ethnic group out-performed their white Scottish or white non-Scottish counterparts.

For the sub-measure leavers attaining 1 or more award at SCQF Level 4, the criteria for change puts this sub-measure's performance as maintaining, despite a slight drop of 0.3%. Due to data suppression it is not possible to track progress in relation to this sub measure for Indian, Asian Other and Chinese students, though it should be noted that 100% of Chinese students left school attaining 1 or more award at Level 4 or above in 2018/19.

For Pakistani students, it appears performance is worsening in relation to this sub-measure. There was a 1.2% fall in Pakistani students attaining 1 or more

²⁹ Suppressed.

³⁰ 'All other categories' includes 'Other - other' and 'Other - Arab'.

award at Level 4 or above, which is greater than the general decrease of 0.3% and the criteria for change of 0.5%.

However, the opposite is true for African/Black/Caribbean students with a higher than average rise in relation to this indicator. Performance for this group of students appears to be improving with an increase of 1.8% of leavers having attained 1 or more award at Level 4 or above.

For the sub-measure relating to achievement of 1 or more award at SCQF Level 5, the Scottish Government's assessment is that this measure is maintaining. This is despite a drop of 0.8% of those leaving with this level of award. For BME school leavers, experience of this sub measure seems in line with the Scottish Government's assessment with drops seen almost across the board.

However, for Indian and Asian-Other students this drop is more than one percent, with a drop of 3.1% and 2.6% leavers respectively attaining 1 or more award at Level 5. This data suggests that for these pupils, performance in this sub-measure may be worsening. Conversely, Chinese students' performance appears to be improving with a rise of 1.4% leavers attaining 1 or more award at Level 5.

For the sub-measure relating to SCQF Level 6 attainment, the Scottish Government has classed this sub measure as performance worsening, due to a drop of 1.7% leaving with this level of achievement. For BME pupils, their experience of this sub-measure is varied.

For the Pakistani group, there was a drop of 1.4% of leavers attaining at least Level 6. Although this drop is less than for the general population and the percentage of levels achieving at least Level 6 is higher than the general population, there is a worrying trend emerging for Pakistani students.

Levels attaining in four of the seven educational attainment sub-measures, including at SCQF Levels 4, 5 and 6, have fallen for Pakistani pupils in the years measured. This is of note in itself, but also because Pakistani students are the largest non-white minority ethnic student group. Indeed, this poorer performance contrasts with generally strong achievement by Pakistani pupils at primary school. This potential trend calls for more detailed research on the experiences of Pakistani students within the Scottish education system.

Indian and African/Black/Caribbean pupils also had a drop in the percentage leaving with 1 or more award at Level 6 of 4.1%, and 2.9% respectively. For

these groups, in line with the general school population, experience of this sub-measure is of performance worsening; however, for both groups this fall is greater than the 1.7% drop for the general school population.

In contrast to this, the percentage of Chinese pupils and pupils whose ethnicity is mixed or multiple leaving with 1 or more award at Level 6 has increased, with rises of 1.4% and 4.2% respectively. Therefore, for these groups experience of this sub measure seems to be of performance improving.

Notably, in 2018/19, a much higher percentage of Chinese students left school with 1 or more qualification at Level 6 or better than the white Scottish majority population (91.7% vs. 59.7%), or even the next highest achieving group of Asian Other pupils (91.7% vs 77.1%). Chinese students had the best attainment levels against all sub-measures and, further, these attainment levels look to be increasing.

The Scottish Government has assessed the indicator 'educational attainment' as performance maintaining, and further notes that female pupils out-performed male pupils on every sub-measure. Unfortunately, the data on ethnicity and gender combined was not available. This may have provided some valuable insights.

For BME groups, their experience of this indicator is mixed, with a majority of sub-measures either maintaining or improving performance with only the Pakistani group experiencing reduced performance in more than one sub-measure. The different results for specific ethnic groups in relation to these sub-measures highlights the importance of detailed ethnic breakdowns in data. Subsuming BME pupils into one category can obscure different experiences and disparate outcomes.

Workplace Learning

The indicator [workplace learning](#) measures the proportion of employees aged 16-64 who reported receiving job-related training within the last 3 months.

Equality Evidence Finder reports on this indicator in relation to ethnicity and shows that the percentage of employees who received on the job training is as follows:

Table 14: Employees who received on the job training in the last 3 months by ethnicity (%), 2017-2019

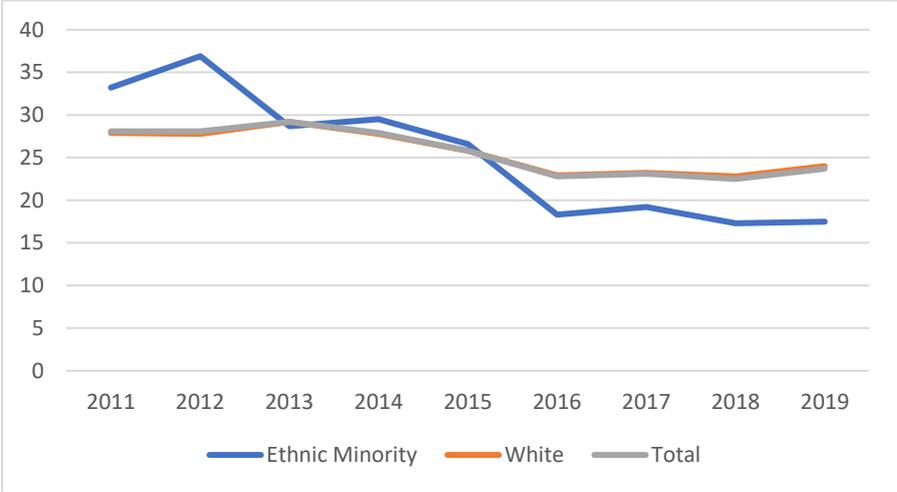
Ethnicity	2017	2018	2019
Ethnic Minority	19.2	17.3	17.5
White	23.2	22.8	24
Total	23.1	22.5	23.7

Source: Scottish Government (2020) [Equality Evidence Finder](#)

The Scottish Government has said this indicator demonstrates that performance is improving. Using the same measure, this is not the case for BME people in the last year of data. From 2018 to 2019, the percentage of BME employees who received on the job training in the last 3 months only increased by 0.2%; therefore, performance is maintaining.

The percentage of employees who reported receiving job-related training in the last 3 months has been generally decreasing over time:

Figure 3: Employees who received on the job training in the last 3 months by ethnicity (%) 2011-2019



Source: Scottish Government (2020) [Equality Evidence Finder](#)

As Figure 3 shows, however, this drop in percentage of on the job training has been even sharper for BME people than for the general population, from a high of 36.9% in 2012 to a low of 17.3% in 2018.

Since 2016, BME employees have been less likely to receive job related training than their white counterparts. In 2019 the gap was 6.5% (17.5% vs 24%) which is an increase from the previous year of a gap of 5.5% (17.3% vs 22.8%),

suggesting that inequalities in access to job training for BME people may be increasing.

A lack of job-related training can have negative consequences for skills development, performance, salary negotiation and career development. This is critical for BME people, and in particular BME women, who face structural racism and barriers in their entry and navigation of the workplace such as being overlooked for promotions and being less likely to be hired in the first place.

The Scottish Government has been aware since at least 2016³¹ that BME people’s overrepresentation in lower grade jobs is exacerbated by limited access to training opportunities that would help with career progression. Urgent action is required to redress this; if this trend continues, inequalities will actively widen.

Young People's Participation

The indicator [young people’s participation](#) measures the proportion of 16-19 year olds participating in education, training or employment over the whole year.

This data is available from Equality Evidence Finder in relation to ethnicity as follows:

Table 15: Young adults (16-19 year olds) participating in education, training or employment by ethnicity (%), 2017-2019

Ethnicity	2017	2018	2019
Minority Ethnic ³²	94.3	95.2	95.1
White ³³	91	91.8	91.4
Not Known/Not Disclosed	85.4	84.1	87.1

Source: Scottish Government (2020) [Equality Evidence Finder](#)

³¹ The Scottish Parliament Equal Opportunities Committee (2016) [Removing Barriers: race, ethnicity and employment](#) Scottish Parliamentary Corporate Body

³² Mixed or Multiple; Asian; African; Caribbean or Black; and Other ethnic groups.

³³ White – Scottish, White – Other British, White – Irish, White – Polish, White – Gypsy/Traveller and White – Other.

The Scottish Government has categorised this indicator as performance maintaining. Table 15 shows that this indicator can also be classified as performance maintaining for BME people.

The table also shows that BME young adults are more likely than white young adults to be participating in education, training or employment, and this has been the case for a number of years. This trend has been increasing steadily year on year, with 3.3% more BME young people than white young people participating in 2017, 3.4% more in 2018 and 3.7% more in 2019.

This table shows participation rates; however, it does not show which activity groups are engaging in. This data is available in further detail from Skills Development Scotland:

Table 16: Young adults (16-19 year olds) participation statuses broken down by ethnicity (%), 2017-2019

Ethnicity	Minority Ethnic ³⁴			White ³⁵		
	2017	2018	2019	2017	2018	2019
Participating	94.3	95.2	95.1	91	91.8	91.4
Participating in Education	85.8	87.1	87.3	70.5	70.6	70.5
Participating in Employment	7.2	7.0	6.7	18.6	19.3	18.9
Training and Other Development	1.2	1.1	1.1	1.9	2	2
Not Participating	2	1.6	1.6	3.7	3.5	3.2
Unemployed Seeking	1.3	0.9	0.8	2.1	1.8	1.5
Unemployed Not Seeking	0.8	0.7	0.8	1.6	1.7	1.6
Status Unconfirmed	3.7	3.2	3.2	5.3	4.7	5.4

Source: Skills Development Scotland (2019) [Annual Participation Measure for 16 –19 year olds in Scotland 2019](#) Table 6

This data shows that the higher participation rates for young BME people are primarily driven by a greater rate of participation in education than their white peers (87.3% vs 70.5% in 2019).

³⁴ Mixed or Multiple; Asian; African; Caribbean or Black; and Other ethnic groups

³⁵ White – Scottish, White – Other British, White – Irish, White – Polish, White – Gypsy/Traveller and White – Other

The dominance of education as a post 16+ choice for young BME people results in lower representation in other statuses, meaning they were:

- Much less likely to be in employment (6.7% of young BME people vs 18.8% of young white people in 2019)
- Slightly less likely to be unemployed (1.6% of young BME people vs 3.1% of young white people in 2019)
- Slightly less likely to have an unconfirmed status (3.2% of young BME people vs 5.4% of young white people in 2019)

BME school leavers in Scotland have high rates of moving on to positive destinations, with a high proportion pursuing further or higher education. However, this initial positive destination does not always lead to sustained, high quality employment. This is demonstrated by higher unemployment rates for BME graduates in Scotland.

Skill Profile of the Population

The indicator [skills profile of the population](#) measures the proportion of adults aged 16-64 with SCQF level 4³⁶ or below as their highest level of qualification, i.e. working age adults with low or no qualifications.

Equality Evidence Finder reports on this indicator in relation to ethnicity as follows:

Table 17: Adults aged 16-64 with no or low qualifications by ethnicity (%), 2017-2019

Ethnicity	2017	2018	2019
Ethnic Minority	14.3	16.9	15.3
White	10.6	11.3	11.4
Total	10.8	11.6	11.6

Source: Scottish Government (2020) Equality Evidence Finder

Progress in the proportion of Scotland’s potential workforce with low or no skills has generally stagnated in the last few years, and this has also been the case for BME people in recent years. However, 2019 seems to reverse this trend.

³⁶ SCQF Level 4: National 4, Intermediate 1 (A-C), Standard Grade General, National 5 (D), Intermediate 2 (D)

The Scottish Government has classified this indicator as performance maintaining as there has been no change to percentage of adults with no or low qualifications between 2018 and 2019. However, for BME people there has been a fall of 1.6% in adults aged 16-64 with no or low qualifications – this suggests performance is improving.

Despite this, there is still a significant difference in the percentage of BME and white people with no or low qualifications. There has consistently been a gap between rates for white people and BME people: in 2019, 2.9% more BME than white people had no or low qualifications.

This is despite higher percentages of young BME people [entering higher and further education](#) and BME students generally [leaving schools with better qualifications](#) than their white peers. Given that data on both these indicators cover young people, this may suggest there are other age groups where BME people are more likely to have low or no qualifications. This suggests targeted support may be needed to overcome this issue, with data needed on which age groups and specific ethnicities are impacted most by low or qualifications.

Fair Work and Business

Fair Work and Business: We have thriving and innovative business, with quality jobs and fair work for everyone			
Indicator	Ethnicity Data	Progress	Existing Inequality
Gender balance in organisations	Yes	✓	Yes
High growth business	No		
The number of businesses	No		
Economic participation	No		
Employee voice	No		
Employees on the living wage	No		
Pay gap	No		
Contractually secure work	No		
Innovative businesses	No		

This outcome centres around the importance of the wellbeing and skills of the workforce, and the related economic impacts. This outcome looks to provide the necessary legislative and operational structures for fair employment and to ensure that employers fulfil their responsibilities.

For racial equality, it is critical that BME people have equal, fair and proportionate access to employment and representation at all levels, grades and occupation types in Scotland's workforce. Despite decades of UK legislation aimed at tackling racial discrimination and inequality in the workplace, unemployment rates in Scotland are still significantly higher for BME groups compared to white groups.

Additionally, there are significant issues around occupational segregation, low pay and experiences at work, including racial harassment in the workplace. Outcomes for BME people in accessing the labour market, experiences within the workplace and experience of poverty and income inequality are closely interlinked. This increases the importance of BME people experiencing fewer labour market, workplace and income inequalities.

Despite the critical nature of fair employment outcomes for BME people, ethnicity data is only published in relation to one indicator on Equality Evidence Finder. Two particular indicators which could benefit from ethnicity data on this platform are 'employees on the living wage' and 'pay gap'.

In light of the known issues regarding fair employment for BME people, it may be prudent for an indicator relating to race equality in the workplace to be considered in any future NPF update. Given the potential importance of public sector organisations both as an employer and as a powerful force in proactively

tackling racial inequalities in the labour market, and the additional equality obligations conferred by the public sector equality duties, this may be a natural focus for an indicator.

Gender balance in organisations

The indicator [gender balance in organisations](#) uses the Annual Population Survey to measure the difference between employment rates for men and women aged between 16-64 in Scotland.³⁷

Table 18 documents the gap between male and female employment rate between 2016-2019:

Table 18: Gap between male and female employment rate - positive gap represents higher male than female employment rate (%), 2016-2019

Ethnicity	2016	2017	2018	2019
Ethnic Minority	26.7	22.5	22.3	17.9
White	6.6	6.1	6.8	5.4
Total	7.6	6.9	7.6	6.3

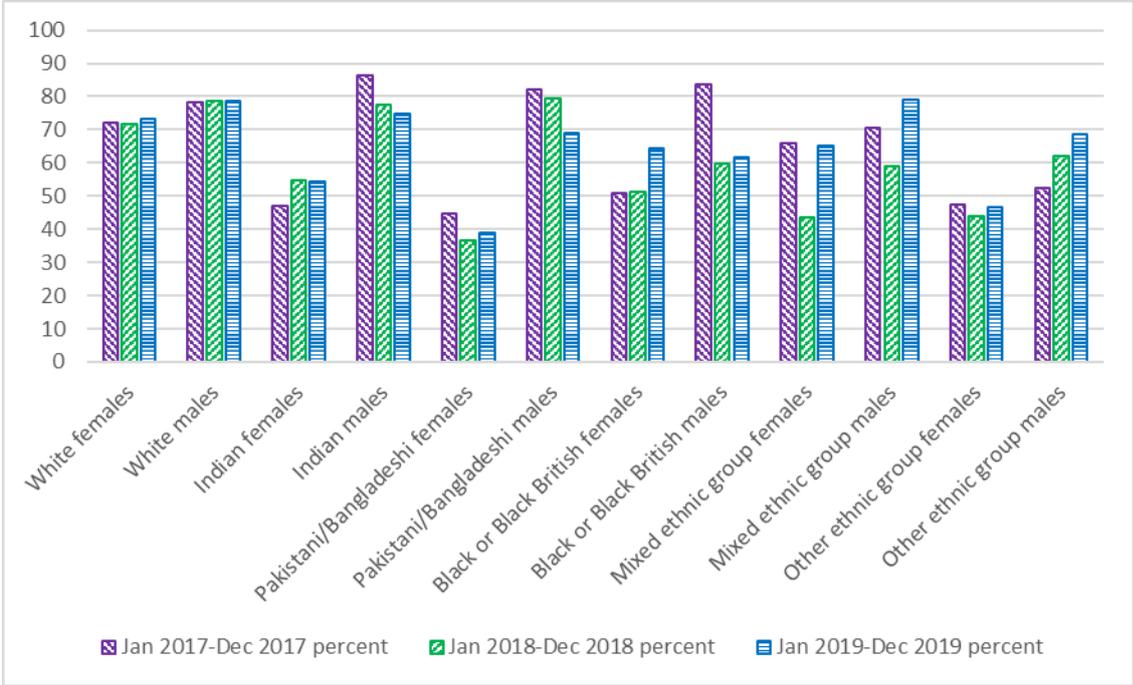
Source: Scottish Government (2020) [Equality Evidence Finder](#)

The Scottish Government has classed this indicator as performance improving, which is also the case for BME people. In 2019, BME groups saw a decrease of 4.4 percentage points on the previous year. Despite this decrease, there is still an extremely large gap between BME people and white people for this indicator. This highlights that, despite progress, there is much less gender balance in employment rates for BME people.

³⁷ The parameters for this are outlined on the [NPF website](#).

Data from the Annual Population Survey documents employment rates in more detail and shows which BME groups the employment gap impacts most:

Figure 4: 16-64 employment rate by ethnicity and gender (%), Jan 2017 – Dec 2019



Source: Office for National Statistics (2020) [Annual Population Survey](#) [Data set]

Figure 4 highlights that, except for Black or Black British people, across all groups there is a higher rate of employment for men than women. In all BME groups with a gap, this gap is higher than for white people and is particularly high for Indians and the Pakistani/Bangladeshi groups.

Additionally, using data from the Annual Population Survey, the Scottish Government³⁸ noted that in 2018 the employment gap was higher for BME women (26.8 percentage points) than BME men (11.2 percentage points). All of this data points towards there being proportionately fewer women from BME backgrounds in employment. This suggests that gender inequalities are intersecting with racial inequalities to create higher rates of disadvantage in the employment market.

³⁸ Scottish Government., (2019). [Regional employment patterns in Scotland: statistics from the Annual Population Survey 2018](#). [online] Scottish Government.

Human Rights

Human Rights: We respect, protect and fulfil human rights and live free from discrimination			
Indicator	Ethnicity Data	Progress	Inequality
Quality of Public Services	Yes	✓	No
Influence over Local Decisions	Yes	✗	No
Access to justice	No		
Public services treat people with dignity and respect	No		

This outcome upholds human rights and is about recognising and protecting the intrinsic value of all people within a fair society that supports dignity, equality and respect.

Quality of Public Services

The indicator [quality of public services](#) measures the percentage of respondents who are fairly or very satisfied with the quality of local services (local health services, local schools and public transport). The indicator is intended to demonstrate one dimension of the quality of public services, satisfaction (not necessarily the same as quality).

Equality Evidence Finder reports on this data in relation to ethnicity as follows:

Table 19: Respondents who are very or fairly satisfied with the quality of local services (%), 2016-2018

Ethnicity	2016	2017	2018
Other minority ethnic	61	57	54
White	56	52	51

Source: Scottish Government (2020) [Equality Evidence Finder](#)

Table 19 shows that BME people in Scotland are more likely to be very or fairly satisfied with their local health services, schools and public transport than white people. In 2018, 64% of BME people were very or fairly satisfied with their local public services, compared with 51% of white people.

The Scottish Government has categorised this indicator as performance maintaining. However, BME people’s experience of this indicator is of performance improving.

Influence over Local Decisions

The indicator [influence over local decisions](#) is measured as the percentage of respondents who agree with the statement 'I can influence decisions affecting my local area', as measured by the Scottish Household Survey.

Equality Evidence Finder reports on this data in relation to ethnicity as follows:

Table 20: People who agree with the statement 'I can influence decisions affecting my local area' (%), 2016-2018

Ethnicity	2016	2017	2018
Other minority ethnic	29	32	21
White	23	22	20

Source: Scottish Government (2020) [Equality Evidence Finder](#)

The table shows that BME people are more likely than white people in Scotland to agree that they can influence decisions affecting their local areas. However, in 2018, the most recent year of data, the difference between the two groups perceptions on this issue became marginal, with only 1% less white people agreeing they can influence decisions affecting their local area.

The Scottish Government has categorised this indicator as performance worsening. The analysis that performance is worsening for this indicator holds true for BME people as well as the general population. Between 2017 and 2018, the percentage of BME people who agreed with this statement fell sharply by 11 percentage points, which is a lot more than the 2 percent drop for white people in the comparable period.

Poverty

Poverty: We tackle poverty by sharing opportunities, wealth and power more equally.			
Indicator	Ethnicity Data	Progress	Existing Inequality
Poverty after housing costs	✓		Yes
Wealth inequalities	✗		
Cost of living	✗		
Unmanageable debt	✗		
Persistent poverty	✗		
Satisfaction with housing	✗		
Food insecurity	✗		

This outcome aims to identify and address the root causes of disadvantage and set in place the actions to eradicate poverty. Further, the Scottish Government notes that they wish to address the links between poverty and income, housing, ethnicity, gender, health, disability and age.³⁹

Minority ethnic groups twice as likely to experience poverty as the majority ethnic population; there is a clear link between race and poverty which must be examined if racial inequalities are to be tackled. The potential routes out of poverty for BME people are reduced by barriers, many of which are connected to structural and direct forms of racism. It is essential that these barriers are tackled, and that the impacts of living on a low income are mitigated as much as possible.

Despite the disproportionate impact of poverty on BME groups, and the Scottish Governments recognition of the link between ethnicity and poverty, no poverty indicator on Equality Evidence Finder has ethnicity statistics. The collection of data on poverty and ethnicity should therefore be an utmost priority for the next few years.

Poverty after housing costs

The indicator '[poverty after housing costs](#)' measures the rate of poverty after housing costs are subtracted from household income. Under this measure, households whose incomes after housing costs are less than 60% of the UK median (mid-point) are considered to be in relative poverty.

³⁹ Scottish Government (no date) [Poverty](#) [online]

Data for this is not available on Equality Evidence Finder, however, the indicator data is published as part of the Poverty and Income Inequality in Scotland annual publication. Table 21 highlights the rates of those in relative poverty after housing costs in the 2020 publication:

Table 21: Relative poverty after housing costs: Five-year averages (%), 2014-19

Ethnic Group	Percentage	Count
White - British	18%	860
White - Other	25%	80
Asian or Asian British	39%	..
Mixed, Black or Black British and Other	38%	..

Source: Scottish Government (2020) [Poverty and Income Inequality in Scotland 2016-19 – associated tables](#)

Table 21 notes that BME people in the sample have a higher rate of relative poverty after housing costs than those from white ethnic groups. However, the counts for BME groups are not available due to the small sample size.

It is not possible to assess this indicator for ethnicity in relation to the criteria for change because the criteria measures change in individual years over a three-year time period, and the ethnicity data is only available for five-year averages. This amalgamation is due to small sample sizes.

It is, however, well documented that BME groups experience higher rates of poverty than those from white ethnic backgrounds due to various factors such as disadvantage in the employment market.⁴⁰ As Table 21 shows, there is a large disparity between the experiences of relative poverty after housing costs for BME people and white people. There should therefore be a concerted effort to increase the sample sizes in future years so that further analysis, including measurement against the criteria for change, is possible.

⁴⁰ Netto, G., Sosenko, F., Bramley, G., (2011) [A review of poverty and ethnicity in Scotland](#). Joseph Rowntree Foundation.

General Limitations

There are many limitations to the ethnicity data within Equality Evidence Finder used to measure performance of the indicators. The following two sections discuss the availability of data and the presentation of the existing data.

Availability of data

Ethnicity data was not available for every outcome. Five outcomes out of eleven had no indicators for which there was ethnicity data. For three of these outcomes (International, Economy and Environment) this in line with expectations as the indicators relate to factors which cannot be analysed by ethnicity. More concerning is that for the Health and Poverty outcomes, no ethnicity data is currently published on Equality Evidence Finder.

Health indicators such as health risk behaviours, healthy life expectancy, healthy weight, active travel journeys, physical activity, mental wellbeing and premature mortality had no ethnicity data on this platform despite often having information available by age, disability, gender, Scottish Index of Multiple Deprivation and urban-rural classification. Racial equality in health is crucial for improving life chances and it is known that improvements are needed to better meet the needs of minority ethnic people.

As mentioned previously, the Poverty outcome also had no indicators with ethnicity data on Equality Evidence Finder, despite minority ethnic groups being twice as likely to experience poverty as the majority ethnic population. Rectifying the lack of ethnicity data in relation to the poverty and health outcomes should be an immediate priority. Without an up-to-date evidence base, inequalities in health and income cannot be effectively measured or tackled.

It is recognised that producing ethnicity data for a number of the missing indicators may be complex and take some time. However, given that Equality Evidence Finder was introduced eight years ago and has been accompanied by an Equality Evidence Strategy,⁴¹ it is reasonable to expect investment in making ethnicity data more robust, accessible and covering more of the indicators.

Some data sources utilised within the Equality Evidence Finder already collect data on the ethnicity of respondents, making it comparatively simple to add ethnicity data. The Scottish Household Survey, for example, collects ethnicity data. Despite this, not all of the indicators measured using this data source had

⁴¹ Scottish Government (2017). [Scotland's Equality Evidence Strategy 2017-2021](#)

ethnicity data. This data requires analysis in order to investigate the experiences of BME population, and should be included in both the official Scottish Household Survey annual report and Equality Evidence Finder.

A number of indicators under other outcomes had no ethnicity data listed on Equality Evidence Finder. The indicators to which this applies are listed in Appendix 1. Some had no ethnicity data because the indicators were created in relation to specific questions in datasets for which ethnicity data is not publicly available. Additionally, a number of indicators are still in development so data is not yet available. Finally, some indicators were not appropriate for analysis by ethnicity, for example those measuring factors not related to individuals.

When investigating the indicators documented in this report, it was noticed that some reports and datasets contain figures for more than one variable, such as age alongside gender or other demographic variables. However, ethnicity was rarely included in such cross-cutting analysis. This means that the impact of intersectionality on outcomes is missed. For example, although BME communities have particularly good outcomes in education, there are known gender differences within outcomes in many cases.

Intersectionality⁴²

Intersectionality theory explains how the full range of characteristics someone possesses impacts their experience of inequality. Much of the early prominent academic work on this is by Kimberlé Crenshaw, focussing on how anti-discrimination law and theory often fails to protect Black women whose experience of inequality and discrimination is distinct from the experiences of both white women and Black men.

Presentation of data

The data on Equality Evidence Finder is only presented in percentages, without reference to the numbers that comprise the samples. While percentages are useful, their meaning and impact is diluted without the sample sizes. For instance, 75% initially appears to be a high figure, but 3 respondents out of 4 could be presented as 75% of respondents. The datasets which Equality Evidence Finder employs do include sample counts. Therefore, the data should be presented in both percentages and counts for responses and categories.

⁴² Bim Adewunmi's [interview with Kimberlé Crenshaw](#) in the New Stateman, 2nd April 2014, provides a good introduction to the background and importance of intersectionality

The ethnicity categories employed within the datasets used by Equality Evidence Finder are generally some variation of 'other minority ethnic', 'ethnic minority' or 'white'. Often no accessible explanation as to who these groups include is detailed in either Equality Evidence Finder or the data source, which raises issues as to whom the data relates to and whether categorisations are consistent.

The grouping together of all BME communities under one headline category without disaggregation can lead to the diverse range of ethnicities being treated as a homogenous group. Where statistics are not presented with a detailed ethnic breakdown, differences in outcome cannot be accurately measured or addressed. Failure to analyse variation between different BME groups can lead to ineffective policy making, disguising the real issues for specific communities and preventing practical action.

For example, in relation to the educational attainment indicator, where outcomes for each ethnic group were provided it was clear that the Chinese group were performing well. This was in contrast to the Pakistani group whose performance was worsening in many cases. If this data had been subsumed under a headline BME category, this nuance would have been missed.

Therefore, in future, Equality Evidence Finder and the datasets that it sources its data from should present disaggregated ethnicity data at as granular a level as possible and give clarification where needed as to the composition of headline categories. If required, it is possible to aggregate specific ethnicity categories; it is impossible to disaggregate broad ethnicity categories such as 'minority ethnic'.

Conclusion and Recommendations

This review aimed to evaluate progress on the National Performance Framework and National Outcomes in relation to ethnicity. It analysed and contextualised the available statistics, whilst highlighting data limitations and missing data.

The volume of indicators that cannot be disaggregated by ethnicity demonstrate that the NPF is not currently functioning in a way that enables measurement of progress for minority ethnic people. This, in itself, can be seen as a racial inequality. Almost half of the National Outcomes had no ethnicity data available for any indicator on Equality Evidence Finder. In particular, the lack of data on any indicators for the poverty and health outcomes needs to be urgently rectified.

Almost two thirds (65%) of the National Indicators for which an ethnicity analysis should have been possible⁴³ did not have ethnicity data published on Equality Evidence Finder. Only 14 out of 40 indicators had ethnicity data on Equality Evidence Finder, and 5 indicators had data covering too short a time period to analyse performance. Therefore, an analysis of progress for minority ethnic groups was achievable for less than a quarter (22.5%) of the indicators for which it should have been possible.⁴⁴

Progress of the National Outcomes for BME people in Scotland could not be analysed to the standards enjoyed by the population as a whole. However, of the 9 indicators for which ethnicity analysis was possible:

- 4 are improving (perceptions of local area, skill profile of the population, gender balance in organisations and quality of public services)
- 3 are worsening (child social and physical development, workplace learning and influence over local decisions)
- 1 is maintaining (young people's participation)
- 1 indicator was classed as mixed performance (educational attainment)

In areas where performance is worsening, targeted intervention may be necessary to improve outcomes. In particular, attention should be paid to

⁴³ After discounting indicators in development or for which an ethnicity analysis was not relevant, 26 out of 40 (65%) National Indicators did not have ethnicity data on Equality Evidence Finder.

⁴⁴ Progress analysis possible for 9 out of 40 National Indicators (22.5%).

the child social and physical development and workplace learning indicators where immediate attention and progress is critical to achieve racial equality.

It is important to note that positive progress does not necessarily entail any significant reduction in racial inequality. For some indicators, such as the skill profile of the population and gender balance in organisations, despite progress for BME people, significant disparity in outcomes between BME groups and the majority white population remains. For outcomes such as these, achieving racial equality would require progress to move faster and go further for minority ethnic people in comparison to the majority ethnic population.

Even for indicators where ethnicity data was available, it was sometimes lacking in context – such as being provided without explanation of categorisations used or without providing a detailed ethnicity breakdown for data. Improvements in these areas would clarify the results of data, enable meaningful analysis and move away from homogenising BME communities.

Based on the findings of this research, recommendations can be made in relation to monitoring the National Performance Framework and publication of indicators data on Equality Evidence Finder. CRER's recommendations to Scottish Government are:

- Provide a detailed ethnic breakdown for all relevant data, including data relating to National Performance Framework indicators, at as granular a level as possible
- Improve the availability of intersectional equality data
- Include analysis and narrative on racial disparities within all progress reporting for the National Performance Framework and other relevant policies and strategies
- Make the necessary investments or policy changes to rectify gaps where data disaggregated by ethnicity is not yet available

If the availability and robustness of detailed equality data does not improve, the intended scrutiny function of Equality Evidence Finder will continue to fail. The homogenisation of ethnicity categories will continue to compound misunderstandings of the needs of specific BME groups, of where policy should be focussed and how to better deliver sustainable improvements. Equality Evidence Finder is a powerful tool for understanding and acting on racial inequality, but it is not currently functioning to its full potential.

Significant improvements in attention to equality within NPF, alongside improvements in the data available through Equality Evidence Finder, are vital to inform evidence-based policy.

Evidence based policy should benefit everyone by ensuring that needs and circumstances of all are properly understood by policy makers. Over time, outcomes and how they relate to specific groups will be better understood, and responses to inequality can improve. Only through this process of analysis, policy development and progress monitoring can lasting progress on racial equality be achieved.

Appendix 1: Data availability on Equality Evidence Finder

Outcome	Indicator	Data available	Data not on EEF	Indicator still being developed	Meaningful analysis by ethnicity not possible
Children & young people	Quality of children's services				X
	Child wellbeing & happiness		X		
	Children's voices	X			
	Healthy start		X		
	Child material deprivation		X		
	Child social and physical development	X			
	Children have positive relationships		X		
Communities	Perceptions of local area	X			
	Places to interact	X			
	Loneliness	X			
	Perceptions of local crime rate		X		
	Crime victimisation		X		
	Community land ownership				X
	Social capital				X
	Access to green & blue space		X		
Culture	Attendance at cultural events or places of culture	X			
	Participation in cultural activity	X			
	Growth in cultural economy				X

	People working in arts & culture				X
Economy	Productivity				X
	International exporting				X
	Economic growth				X
	Carbon footprint				X
	Natural capital				X
	Greenhouse gas emissions				X
	Access to superfast broadband				X
	Spend on research & development				X
	Income inequality				X
	Entrepreneurial Activity		X		
Education	Confidence of children & young people			X	
	Resilience of children & young people			X	
	Engagement in extra-curricular activities			X	
	Skill shortage vacancies				X
	Skills underutilisation				X
	Educational attainment	X			
	Workplace learning	X			
	Young people's participation	X			
	Skill profile of the population	X			
Environment	State of historic sites				X
	Condition of protected nature sites				X
	Energy from renewable sources				X

	Waste generated				X
	Sustainability of fish stocks				X
	Biodiversity				X
	Clean seas				X
	Visits to the outdoors		X		
Fair work & business	Gender balance in organisations	X			
	High growth business				X
	The number of businesses				X
	Innovative businesses				X
	Economic participation				X
	Employee voice		X		
	Employees on the living wage		X		
	Pay gap		X		
	Contractually secure work			X	
Health	Healthy life expectancy		X		
	Mental wellbeing		X		
	Healthy weight		X		
	Health risk behaviours		X		
	Physical activity		X		
	Journeys by active travel		X		
	Quality of care experience		X		
	Work related ill health			X	
	Premature mortality		X		

Human rights	Public services treat people with dignity & respect			X	
	Access to justice		X		
	Quality of public Services	X			
	Influence over local decisions	X			
International	A positive experience for people coming to Scotland			X	
	Scotland's reputation				X
	Scotland's population				X
	Trust in public organisations			X	
	International networks			X	
	Contribution of development support to other nations			X	
Poverty	Poverty after housing costs		X		
	Wealth inequalities				X
	Cost of living				X
	Unmanageable debt		X		
	Persistent poverty		X		
	Satisfaction with housing		X		
	Food insecurity		X		