Anti-racist policy making: Learning from the first 20 years of Scottish devolution

Coalition for Racial Equality and Rights

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Introduction

Scotland's Programme for Government 2020-21 includes a commitment to undertake a desk-based review of past and current initiatives to tackle systemic racism.[1] The purpose of this is to inform the future work of Scottish Government on race equality, particularly in pursuit of the visions and goals set out in the Race Equality Framework 2016-30.[2] With nine years remaining in the Framework's implementation period, Scottish Government aims to ensure that the work undertaken is as robust and impactful as possible. It also seeks to understand how this work can best reflect the principles set out within the Framework, and to further develop an explicitly anti-racist approach to race equality.

CRER has been commissioned by Scottish Government to support the implementation of this review, with a focus on exploring opportunities for better practice.

This review report details the findings of a programme of research into previous Scottish race equality strategies. This refers to externally-facing strategies only. Published diversity strategies which form part of external equality policy have been included, but internal equality related employment policies and practices such as dignity at work or grievance and disciplinary documents are outwith the remit of this review.[3]

Legislation is also excluded from the review, although it is noted that the planned review of the Scottish Specific Public Sector Equality Duty regulations and debate on the incorporation of the International Convention on the Elimination of All Forms of Racial Discrimination into Scots law may have relevance for future policy on race equality.[4]

Lack of detailed evaluation of previous strategies makes it difficult to draw firm conclusions on the various approaches taken. However, there are examples of practice throughout which may be useful in the current context. Likewise, there are examples of approaches which may not have worked well in the past, and can now be improved upon.

The review examines the recurring themes within previous strategies, trends over time and, where possible, practical factors such as implementation and reporting mechanisms. It offers examples of future approaches which Scottish Government

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[1] Scottish Government (2020) Protecting Scotland, Renewing Scotland: The Government's Programme for Scotland 2020-2021
[2] Scottish Government (2016) Race Equality Framework for Scotland 2016-2030
[3] For information on development of internal anti-racist strategies, see CIPD (2020) Developing an Anti-Racist Strategy
[4] Scotland is bound by the terms of ICERD as part of the wider UK, and current tentative plans for incorporation include several other human rights treaties. However, the potential to enact law which explicitly deals with race equality is ostensibly limited by the fact that the Scotland Act 1998 prevents the Scottish Parliament from enacting equality law. Currently, powers are limited to The Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012, which is permitted as a result of provisions in the Equality Act 2010, and the as-yet untested additional power to make 'additional provision' on equal opportunities (provided this does not go beyond what the Equality Act 2010 allows and relates only to Scottish devolved public bodies) under the Scotland Act 2016.

may wish to consider in maximising the effectiveness of future policy and practice, specifically from an anti-racist perspective.

There are multiple opportunities to address the entrenched inequalities that need to be tackled in Scotland. As explored in the section on designing effective race equality policy (p.81), in order to effectively create change, the policy making process must be carefully constructed. The examples provided across the two main sections of this report (the first on themes and trends, the second on designing anti-racist strategies) should therefore not be regarded as set-in-stone recommendations for action, but as inspiration to inform a robust policy making process.

As this is a wide ranging review, the examples provided are also wide ranging. A summary of these considerations for the future is provided at Appendix 1, p. 108.

National Strategies for Race Equality, 1999-2020
This review encompasses 38 national strategic documents on race equality produced by the Scottish Executive and Scottish Government between 1999 and 2020 (with the addition of one action plan published in early 2021, bringing the total number to 39). This included progress reports, which often combined information on activity undertaken plus additional commitments.

Within these documents, 817 commitments relevant to race equality were identified. A thematic analysis of these, along with contextual information and considerations for policy and practice, is provided at Section 1 (p.7).

Section 2 draws on the results of the review, plus a variety of recent research into the equality policy environment, to set out an overview of approaches to anti-racist policy making.

Full information on the methods used in developing this report is provided at Appendix 2 (p.117).

Over time, there are clear points of galvanisation within national policy on race equality where activity was stepped up, became more innovative or was adopted by a wider range of directorates and national agencies. For example, the first year of devolution saw the publication of the Macpherson Report (the report of the Stephen Lawrence Inquiry), which still influences race equality policy today. The upsurge in recognition of racial inequalities at this time, combined with the later introduction of the Race Relations (Amendment) Act 2000, meant that over half of the documents reviewed were published in the first five years of the Scottish Parliament.

The most recent publication, the Race Recruitment and Retention Action Plan, is informed by rising public awareness of the Black Lives Matter movement over 2020 and contains some of the clearest commitments to anti-racist action made by Scottish Government since devolution.

Timeline of National Strategy on Race Equality in Scotland[5]

1999: The Stephen Lawrence Inquiry Action Plan for Scotland

2000: Diversity in the Scottish Executive: Strategy for Change

2001 Making it Real: A Race Equality Strategy for Scotland

2001: The Stephen Lawrence Inquiry: Review of Scottish Executive Action Plan

2002: Committing to Race Equality

2002: Scottish Executive Response to Review of BME Funding

2002: Working Together for Race Equality: The Scottish Executive's Race Equality Scheme

2003: Making Progress: Equality Annual Report

2003: Scottish Executive's Overarching Race Equality Scheme: Summary of Progress

2003: Race Equality Action Plan Departmental Progress Reports:

- Development Department
- Education Department
- Enterprise, Transport and Lifelong Learning Department
- Environment & Rural Affairs Department
- Finance and Central Services Department
- Health Department
- Justice Department
- Legal and Parliamentary Services
- Office of the Permanent Secretary

2004: A Review of the Scottish Executive's Response to the Race Equality Advisory Forum's Recommendations

2004: Race Equality Scheme Annual Report

2004: The Diversity Strategy 2004 and Beyond

2005: Scottish Executive Review of Race Equality Work in Scotland: A Summary of the Review and the Way Forward

2006: Scottish Executive Departmental Delivery Plan

2008: Race Equality Statement 2008-2011

2010: Race Equality Strategic Groups report on Progress

2013: Equality Outcomes and Mainstreaming Report 2013

2014: Final Report on Race Equality Statement 2008 – 2011

2015: Equality Outcomes and Mainstreaming Report 2015

2016: Race Equality Framework for Scotland 2016 – 2030

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[5] A further document was identified during collation, Working Together for Equality: Equality Strategy 2000. This could not be accessed as it is unavailable in electronic format and access to the hard copy held by National Libraries of Scotland was not possible due to Coronavirus restrictions.

2017: A Fairer Scotland for All: Race Equality Action Plan and Highlight Report 2017-2021

2017: Equality Outcomes and Mainstreaming Report 2017

2017: Tackling prejudice and building connected communities: Scottish Government response

2018: Teaching in a diverse Scotland: increasing and retaining minority ethnic teachers

2019: Equality Outcomes and Mainstreaming Report 2019

2019: Race Equality Action Plan: Year 1 Progress Update

2019: Race Equality Action Plan: Year 1 Highlight Report

2020: Public Appointments: Race Equality Action Plan

2020: Race Equality Action Plan: Year 2 Progress Update

2021: Scottish Government Race Recruitment and Retention Action Plan - An Instigation for Change

1: Race Equality Policy in Scotland: Themes and trends
This section provides a summary of common themes in Scottish race equality policy, Scottish Government/Executive's strategic approaches to addressing these and direction of travel on creating change within these themes.

The number of commitments relating to specific types of activity, commitments or actions are presented in order to demonstrate the volume of activity over the past twenty years in these areas. It should be noted that, in many cases, almost identical commitments have been made repeatedly over time.

In some cases, this is understandable; a changing workforce, for example, necessitates new commitments to training and capacity building in each iteration of race equality strategy. Likewise, each document includes commitments on implementation and monitoring of the strategy itself and related work.

Some policy areas have required a consistent focus in order to create and maintain greater racial equality (for example public appointments, where the review identified that consistent effort had resulted in some gains; this is explored at p.21).

In other cases, however, commitments repeated over time may indicate that previous action has not tackled the issue at hand.

Some specific examples include:

- Commitments to strengthen the availability of data disaggregated by ethnicity
  - Almost every report contained commitments in this area; a co-ordinated, strategic approach which ensures all those responsible for producing data within Scottish Government actively ensure disaggregation is undertaken and gaps addressed would resolve this
- Setting of targets for public sector workforce diversity
  - Workforce representation remains a significant concern, and target setting was featured in strategies published in 2000, 2002, 2008, 2016, 2017 and 2021
  - Over time, these targets were more likely to simply state 'representative of the population' rather than giving specific percentages; this creates a moving target which cannot always be effectively benchmarked
- Strengthening diversity in the curriculum
  - This was a feature of strategies in 2001, 2008, 2016 and 2018, and is one of four workstreams within Scottish Government's 2020-21 race equality and anti-racism in education work programme
- Improving approaches to racist incident recording and monitoring in the Police Force
  - Commitments of this nature were repeated in 2001, 2002 and 2005
  - This remains a significant issue; although this data is still collected by Police Scotland, no published racist incident data is available after 2013-14

The themes and trends section attempts to highlight areas such as these where racial inequalities remain entrenched, in order to support the prioritisation of future action. It provides an overview of evidence on racial inequalities related to each theme and, where it can be established, information on how these have changed over time.

The final part of each theme's section focusses on identifying areas which may need particular attention in future work to meet the visions and goals of the Race Equality Framework for Scotland 2016-2030. These considerations for future policy are deliberately broad. Analysis of previous strategy has clearly demonstrated that, whilst learning from past initiatives is valuable, identifying specific actions to address priorities in the present requires additional evidence gathering and policy making processes to reflect the current context. Accordingly, although this review suggests areas where action should be considered, it does not attempt to prescribe what that action should be.

The themes are drawn together under the key policy areas set out in the Race Equality Framework for Scotland 2016-2030:

- Overarching Issues
- Community Cohesion and Safety
- Participation and Representation
- Education and Lifelong Learning
- Employability, Employment and Income
- Health and Home

Additional sections draw out key themes and trends in the approaches to race equality in Scotland's national agencies, and in the solutions proposed through community involvement.

Overarching issues
Race Equality Framework for Scotland Vision
Our Vision for a fairer Scotland is that by 2030 Scotland is a place where people are healthier, happier and treated with respect, and where opportunities, wealth and power are spread more equally.

The Race Equality Framework aims to ensure that this vision is achieved equally for people from all ethnicities, helping to build a Scotland where we all share a common sense of purpose and belonging.

Goals
1. An accountable approach to support and drive forward the implementation of the Race Equality Framework is established

2. Strategic work within Scotland's public sector better addresses race equality, including through more effective practice linked to the Scottish Specific Public Sector Equality Duties

3. Scotland's public sector has improved capacity to tackle racial inequality and meet the needs of minority ethnic people

4. Policy processes in Scotland are based on a robust range of data on ethnicity

5. Scotland's minority ethnic voluntary sector is stronger, more effective and sustainable

Key themes
Overarching issues were the subject of 182 of the commitments and actions analysed.

The most common type of activity recorded within this theme was capacity building. A total of 44 commitments and actions related to this. These were primarily relating to staff training on race equality or provision of guidance and resources.

Examples of capacity building activity included:

- Sector-specific race equality training, through both induction and continuing professional development
- Race equality training opportunities tailored for specific groups of staff, for example policy makers or senior managers
- Provision of 'good practice' guidance and opportunities to share practice
- Activities aimed at creating organisational culture change and dialogue on race and racism
- Events organised for an internal or external stakeholder audience, looking at different aspects of race equality
- Funding for capacity building posts focussed on race equality

Strategic actions (for example related to accountability and transparency, leadership, implementation and progress reporting on race equality) were common throughout the publications. In all, 42 of the commitments and actions analysed under this theme related to strategic activity.

Examples of strategic activity included:

- Development of implementation and progress tracking mechanisms for race equality strategies
- External scrutiny arrangements
- Activities intended to demonstrate leadership and accountability on race equality
- Personal and departmental performance objectives, targets and KPIs related to race equality
- Commitments to develop additional plans, such as delivery plans, in support of strategies
- Setting up of advisory groups, operational groups or stakeholder groups

Activities to strengthen the availability and use of data and evidence for policy making on race equality were also common, with 24 commitments and actions recorded.

Examples of data and evidence related activity included:

- Standardising ethnicity classifications for data collection
- Workforce equality monitoring
- Social justice research programmes with a race equality focus
- Incorporating more disaggregated ethnicity data within regular existing data and research outputs
- Increasing policy makers' access to evidence on racial inequalities

Commitments to address race equality implications within work on mainstream policies featured relatively often, with 17 actions and commitments in this area.

The remaining commitments and actions related to:

- Activities targeted at improving equality overall for specific groups, including new migrants (particularly regarding meeting language needs) and Gypsy/Travellers
- Involving minority ethnic communities, consultation and community engagement (only examples of general commitments to involve people are referred to here; where involvement clearly related to participation in a policy making process, this is reflected at the section on Participation and Representation)
- Awareness raising, promotion or marketing activities aimed at minority ethnic groups (again, where this was a general commitment – such activities around a specific policy area are reflected throughout the following sections)
- Work to meet the public sector equality duties
- Activity to be undertaken within the Voluntary Sector or wider public sector using Scottish Government / Scottish Executive funding or procurement

Progress reporting on overarching issues, by its nature, tended to focus on initiatives to improve policy and process. Although many activities were carried out which will

have contributed to the potential effectiveness of race equality policy, the outcome of this cannot be established from progress reporting.

Substantial changes took place over time in implementation planning, the type of progress reporting carried out, and arrangements for input and scrutiny both internally and externally. The fact that no particular mechanisms for these were settled upon suggests that no ideal formula for supporting the implementation of race equality policy has yet been identified.

Considerations for future policy

Comparing the range of previous commitments and actions in this area with the visions and goals of the Race Equality Framework, clear opportunities emerge to strengthen overarching approaches to race equality.

In planning future work to implement the Race Equality Framework, opportunities which Scottish Government may want to consider include:

- Developing clear mechanisms for leadership, responsibility and accountability on race equality across all directorates, including levers for ensuring commitments and actions are implemented and reported on in a timely fashion
- Creating joined-up approaches to capacity building, particularly in light of the commitments on training for public sector staff within the Race Equality Framework for Scotland (see also p.97)
- Planning an approach going forward from the end of the Equality Evidence Strategy 2017-2021 which addresses the remaining gaps and standardisation issues with ethnicity data (particularly around reporting on the National Performance Framework and on ensuring granular disaggregation of data to match Scotland's Census ethnicity categories)
- Seeking opportunities to use procurement and funding processes to lever equality commitments from external organisations through contract compliance
- Maximising the potential of the new Equality and Human Rights Fund by embedding criteria and evaluation processes that support evidence based approaches to tackling inequalities and promoting equality

In addition to informing work to implement the Race Equality Framework, many of these overarching considerations will link to the work which will be undertaken to address the recommendations of the Expert Reference Group on Covid-19 and Ethnicity.[6]

Further exploration of overarching issues and related concepts is carried out in the following section on learning for policy, process and practice (p.81).

For the remaining areas of the Race Equality Framework for Scotland, a brief overview of statistical and research trends since devolution[7] will be given to identify

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[6] Expert Reference Group on Covid-19 and Ethnicity
[7] Availability of comparable data was not consistent, and so the time periods used in analysis vary throughout. For the sake of brevity, only a selection of high priority statistics are explored at each

the extent to which racial inequalities have reduced. At best, this can only demonstrate correlation with national policy rather than causation, and external social, economic and political factors will also have an impact on change over time.

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section. The variety of statistics explored varies according to availability. Figures referred to are available at Appendix 3, p. 114.

Community Cohesion and Safety

Race Equality Framework for Scotland Vision

We build good race relations and community cohesion across all communities, and all minority ethnic individuals feel safe, protected and included, and experience less racism

Goals

6. There is greater cohesion between all communities in Scotland

7. Access to justice and safety for minority ethnic individuals is improved and the effectiveness of the justice process in dealing with racism is reviewed

8. Scotland's police workforce is better able to tackle racism and promote equality and community cohesion in the delivery of police services

9. Police Scotland's workforce better reflects the diversity of its communities

Key themes

A total of 112 commitments and actions relating to community cohesion and safety were recorded across the documents analysed.

Improvements to embedding race equality within justice system policies and processes were a particular focus, with 23 related commitments and actions.

Examples of activity related to embedding race equality in the justice system included:

- Improving Police responses to racist incidents and hate crimes
- Improving support and engagement mechanisms for victims of racist hate crime and their families
- Multi-agency responses to hate crime, particularly Multi-Agency Racist Incident Monitoring (MARIMs) at local level
- Police accountability for the handling of racist incidents
- Addressing racist or inappropriate behaviour on the part of Police Officers
- Activities to explore and address issues of community relations with the Police Force

Specific work to embed race equality in the justice system for targeted groups such as migrants with no recourse to public funds, those requiring translation and interpretation or Gypsy/Travellers accounted for a further 12 actions and commitments.

Initiatives on hate crime and community cohesion featured regularly, with 23 commitments and actions.

Examples of hate crime and community cohesion initiatives included:

- Activities to encourage hate crime awareness and reporting
- Processes for organisations (such as transport operators) to address racist incidents

- Support for anti-prejudice and community cohesion work in the Voluntary and Youth Work sectors
- Scottish Government / Executive led anti-prejudice campaigns

Involving minority ethnic communities in work around justice and community cohesion was the subject of 11 commitments and actions, with another 11 focussed on improvements to data collection and evidence on racial inequalities in relation to the justice system.

A further 11 related to leadership and accountability, with a particular focus on audit processes through Her Majesty's Inspectorate of Constabulary in Scotland (HMICS). This area of work came through strongly in the Scottish Executive's work to implement the recommendations of the Stephen Lawrence Inquiry of 1999. Nine commitments and actions related to capacity building within the justice system.

The remainder of the commitments and actions relating to community cohesion and safety included:

- Addressing race equality within generic policy related to community cohesion and safety
- Diversity in the Police workforce
- The formation of advisory groups
- Work to meet the public sector equality duties, particularly regarding fostering good relations

Some evidence on the change generated by policy activity in this area is available from evaluation of Scottish Government's anti-hate crime campaigns, however this shows mixed results. The 2018 'Dear Haters' campaign, for example, had some success in raising awareness yet the proportion of the audience in its target group willing to report hate crime fell by 2% over the campaign period. This is likely to be as a result of flawed methodology in developing the campaign, issues which were raised by race equality stakeholders during the campaign's development.

Early work on diversity in the police workforce demonstrated greater success, with an 82% rise in the number of officers from Black and minority ethnic backgrounds between 2002 and 2003. This followed a range of positive action measures by Chief Constables within each area of the (pre-Police Scotland) Scottish Police Service, including targeted advertising, presentations and networking opportunities.

HMICS routinely examined the recruitment, retention and progress of minority ethnic staff within the Scottish Police Service as part of its primary inspection programmes. This reflects the ongoing debate on the potential for audit and inspection bodies to make a positive impact on equality work within their respective sectors.

Police Scotland continue to work towards a more representative Police Force, and there may be opportunities for them to build on previous practice within their current positive action programmes.

Some evidence of improvement in approaches to race equality within the case work of Procurators Fiscal was identified through evaluation of training interventions made

as a result of the Stephen Lawrence Inquiry Action Plan for Scotland, however details of what worked and why are lacking. This underlines the importance of evaluating the practical outcomes of training, and sharing the results to inform future practice.

Evidence on inequalities and change over time
Key Issues:

- Racism and prejudice are still significant issues in Scotland, and represent a disproportionate amount of the hate crime cases dealt with through the Scottish criminal justice system
- Racism, prejudice and lack of access to criminal justice are still prevalent concerns for minority ethnic communities and individuals
- There are significant issues surrounding community belonging and Scottish identity in relation to race equality
- Although the Scottish Government, public bodies and civil society are undertaking approaches to reduce racism, prejudice and discrimination, not enough is known about the effectiveness of this work
- There is still a significant minority of people in Scotland who have negative views on the promotion of equality for BME people; this has remained unchanged in the last decade

Trust and sense of belonging in the local neighbourhood
Evidence shows that minority ethnic people are less likely to feel a strong sense of belonging to their local area.

In 2012, over three-quarters (78 per cent) of white adults in Scotland felt a very or fairly strong sense of belonging to their neighbourhood. This was lower for non-white minority ethnic people,[8] however, with 62% feeling a very or fairly strong sense of belonging to their neighbourhood (see Figure 1; all figures are available at Appendix 3, p. 119).

By 2019, these figures remained largely unchanged (78% of white adults feeling a very or fairly strong sense of belonging compared to 61% of minority ethnic people).

Attitudes to discrimination and positive action
The Scottish Social Attitudes Survey 2015 found that 19% of people in Scotland do not know anyone who is from a different racial or ethnic background. This figure remains unchanged since 2010, but is an improvement since the question was first asked in 2002 (26%) – see Figure 2.

In each survey since 2002, fewer people have agreed that they would prefer to live in an area where most people are similar to themselves, from 46% in 2002 to 33% in 2015. However, this still represents the opinion of a third of respondents.

Similarly, since the question was first asked in 2006, fewer respondents have agreed or agreed strongly with the statement that 'Scotland would begin to lose its identity if more Black and Asian people came to live in Scotland', from 46% in 2006 to 34% in 2015. Again, however, just over a third of respondents still agree.

No shift in attitude can be seen on attitudes to equal opportunities as 18% of respondents in 2002 agree that equal opportunities have gone too far for minority ethnic groups, changing only slightly to 16% in 2015. There is therefore still a significant minority of people in Scotland who have negative views on the promotion of equality for BME people.

In line with this, a quarter of respondents in 2002 (26%) agreed with the statement, 'Sometimes there is good reason for people to be prejudiced against certain groups', falling only to 22% in 2015, showing there has been no significant change in attitude to this over time.

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[8] Terminology regarding ethnic groups used throughout the sections on change over time matches the source; replication here does not indicate endorsement by CRER

Experiences of discrimination and harassment

The Scottish Household Survey 2014 stated that, overall, 5% of people reported experiencing harassment. Of these, 18% (the highest proportion besides those answering 'other') believed they had experienced harassment because of their ethnic group. The survey also reported that 14% of those from a non-white minority ethnic background had experienced harassment, compared to 5% from a white ethnic background.

Since 2014, statistics year on year have been broadly in line with this (see Figure 3). More recently, in 2019 there has been a rise in people from minority ethnic backgrounds experiencing harassment to 17%.

On harassment, there has not been an improvement in figures since 2015 (see Figure 3). In 2015 17% of minority ethnic people experienced harassment, over the time the statistics never fall below 17%, and rise to 19% in 2019.

The data shows that discrimination and harassment towards minority ethnic people is still a significant problem with rates not improving in the last five years.

Racial Violence and Hate Crime

Over the last 10 years racially motivated crime has been the most reported hate crime in Scotland (see Figure 4 for numbers). Anecdotal evidence suggests that racist incidents and racist hate crime are under-reported in Scotland, with victims choosing not to report due to a lack of trust in the police and justice system, confusion surrounding the process, and feeling desensitised to harassment.

A 2015 publication by HMICS reported a general lack of awareness among minority ethnic participants about what the term 'hate crime' means, or how to report it.[9]

From 2008-2013, the Scottish Crime and Justice Survey results have shown that only a minority of people think it is common that people are physically attacked because of their skin colour, ethnic origin or religion, with around 7% of people agreeing with this statement each survey period (see Figure 5). This stands in contrast with both the data on self-reported harassment given previously and the hate crime statistics provided at Figure 4, suggesting a significant lack of awareness of racist hate crime amongst the population in Scotland.

The Scottish Crime and Justice Survey also shows that over time the percentage of people who are worried about being insulted, pestered or intimidated on the basis of their ethnic origin or race has increased – from 2.9% in 2012-13 to 4.5% in 2018-20 (see Figure 6).

Justice

Studies regarding access to justice for non-white minority ethnic individuals are outdated, but a 2011 client satisfaction survey of users of the Public Defence Solicitors' Office shows that 9% of respondents were from a non-white minority ethnic background, compared to 4% of the population. 4% were of an Asian background and 5% were from other non-white minority ethnic groups. Further

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[9] HMICS (2015). Joint Research Paper: Policing Ethnic Minority Communities in Scotland.

examination would be necessary in order to identify whether, as it appears, BME people are over-represented in access to publicly funded legal support.[10]

Criminal Justice Workforce

In surveys of the legal profession conducted by the Law Society of Scotland in 2006 and 2009, 97% indicated their ethnic group to be white in both iterations. In their most recent survey, there has been little change with 95% describing themselves as white and 1% identifying themselves as Pakistani, Pakistani Scottish or Pakistani British, mixed or multiple ethnic groups or other ethnic group respectively.[11]

Similarly, a survey of legal aid solicitors in Scotland in 2010 found that 96% of respondents were of a white ethnicity, with only 1% identifying as being from a non-white minority ethnic background and 3% not disclosing their ethnic group.[12]

Further research from the Law Society of Scotland in 2011 found that non-white minority ethnic lawyers were significantly less likely to be equity partners than their white colleagues. Furthermore, in choosing a legal career, some non-white minority ethnic participants noted that their family and friends had tried to dissuade them from pursuing a career in law due to perceptions about prejudice towards non-white minority ethnic individuals. Nearly 75% of participants felt that their ethnicity had been a factor during recruitment. Additionally, 33% felt they had been treated differently in the workplace due to their ethnicity, particularly non-white minority ethnic women.[13]

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[10] CRER (2016) Race Equality Framework for Scotland: Community Cohesion and Safety
[11] Law Society of Scotland (2018) Profile of the Profession
[12] CRER (2016) Race Equality Framework for Scotland: Community Cohesion and Safety
[13] Ibid

Prison Population

In 2011-12, non-white minority ethnic individuals were overrepresented in the prison population at 3.9%. In particular, the percentage of Black individuals in prison was higher than that of the overall population.[14]

In 2016, analysis by the Equality and Human Rights Commission found that the rate per 1,000 population of adults in prison was much higher for African/Caribbean/Black people compared with white people (3.1 compared with 1.7).[15]

Latest statistics show that between 2019-2021, 96% of people in custody on an average day were white, 2% were Asian, Asian Scottish or Asian British and 1% were African, Caribbean or Black with other groups making up less than one percent each.[16]

Considerations for future policy

Community cohesion and safety policy to date has had a strong focus on encouraging hate crime reporting, and perhaps less on the development of preventative approaches and community cohesion work which engages the majority ethnic community (particularly those who are disengaged and may potentially have some prejudiced attitudes). Dame Elish Angiolini's recent review of police complaints handling has also raised the ongoing importance of relations between minority ethnic communities and the Police.[17]

In light of previous approaches, Scottish Government may wish to take the following opportunities into consideration when developing work to meet the visions and goals of the Race Equality Framework:

- Development of (and funding for) preventative anti-racist initiatives based on evidence of what works to create attitude and behaviour change, with evaluation mechanisms designed to strengthen this evidence base, reflecting the Equality and Human Rights Commission's principles for evaluation of anti-prejudice work (developed by CRER on behalf of the Commission)[18]
- Considering how community cohesion more broadly can be strengthened through national and local policy approaches, with a focus on reaching those in the majority ethnic community who are not engaging positively with people outside their own ethnic group
- Mechanisms to build capacity on race equality within the Police Force and the wider justice system
- Reviewing representation of minority ethnic groups throughout the justice sector in line with Census 2022 statistics when available

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[14] Ibid

[15] Equality and Human Rights Commission (2018) Is Scotland Fairer?

[16] Scottish Government (2020) Scottish Prison Population Statistics 2019-20

[17] Angiolini, E. (2020) Policing - complaints handling, investigations and misconduct issues: independent review

[18] Duff, C. and Young, C. (2017) What works? Eight principles for meaningful evaluation of anti-prejudice work

- Opportunities to improve connections between minority ethnic communities / community organisations and Police Scotland

Participation and Representation
Race Equality Framework for Scotland Vision
Minority ethnic participation and representation is valued, effective, fair and proportionate at all levels of political, community and public life

Goals
10. Increase participation and representation of minority ethnic individuals in governance and influence in decision making at local and national level

11. Minority ethnic people have a fair and proportionate influence on Community Planning

12. Informal community action within minority ethnic communities is better understood and valued

13. Promote inclusiveness and participation by making better connections between minority ethnic communities, organisations and institutions involved in culture, sports and media

Key themes
Participation and representation (which encompasses participation in decision making processes, political life, civic life and culture, heritage, leisure and sports activities) was reflected less often in commitments and actions than most of the other areas studied.

A total of 73 relevant commitments and actions were identified in this area. Involvement of minority ethnic community members (particularly, although not exclusively, in relation to public appointments) was the most common recurring topic, with 20 commitments centred on this.

Additional areas where commitments were made to involve minority ethnic community members included:

- Planning of service design, for instance in the health sector
- Community Planning processes and structures
- Culture and heritage work
- Consultation on new or revised policies and strategies

Public appointments were also the most significant focus of the 14 commitments and actions focussed on diversity.

Diversity related commitments were also recorded in relation to:

- Elected office
- The Honours system
- Sports
- Judicial appointments

Participation in volunteering and support for the Voluntary Sector was also a common feature, with 10 actions and commitments.

The remaining commitments centred on issues such as:

- Addressing race equality generally within participation and representation related policy areas
- Capacity building to encourage participation and representation
- Gathering data relevant to participation and representation
- Promotion and marketing of opportunities for participation
- Developing representative structures for particular groups, for example Gypsy/Travellers

Despite not featuring as regularly as some of the other themes examined in this review, participation and representation was an area where measurable progress was reported for minority ethnic people, at least in relation to public appointments. A shift occurred following significant promotion activities in early Scottish Executive race equality work. Public Board diversity increased from 0.5% minority ethnic representation in 1999 to 2.2% in 2002.

Statistics published in 2019 showed a 71% overall increase in the appointment of minority ethnic people to Boards through public appointments (although the timeframe for this increase was not specified). Work on representation of minority ethnic people in public appointments continues despite statistics showing a reasonably proportionate level of representation. It may be that continual focus on race equality in this area over time has resulted in maintenance of representation.

However, it is possible that some groups (particularly South Asian communities) may be disproportionately behind these statistics, with work to be done to increase participation across the wider range of ethnic diversity. National policy has long recognised that representation at Chair level in public appointments is still a concern in terms of diversity. There is also recent evidence to suggest that minority ethnic people may be applying for public appointments at better than proportionate levels, but not being appointed to the same degree. 'Visible minority ethnic groups' made up 6.3% of applicants but only 3.6% of appointees in statistics published in 2018.

In regard to consultation and involvement of minority ethnic groups, this has been carried out consistently through the years across policy areas. However, its practical impact has not always been evident in the policy and practice which follows on. Progress reporting often treats involvement as an end unto itself, whereas from an anti-racist perspective, the focus should be on what changed as a result. Further information regarding involvement is provided at p.72.

Evidence on inequalities and change over time
Key Issues:

- There are lower levels of participation among minority ethnic communities compared to the white British majority ethnic community in a range of activities which contribute to individual and social development in Scotland
- Minority ethnic communities are under-represented in political, governance and decision-making structures, as well as in other areas of public life

- There are barriers connected to institutional and personal racism that limit the participation and representation of minority ethnic communities
- More action is needed to achieve fair and equal participation and representation
- There is a lack of data regarding the participation and representation of minority ethnic communities in several spheres of public life; it is therefore difficult to track whether there has been consistent progress over time

Influence over local decisions

Only around 1 in 5 minority ethnic people agree that they can influence decisions affecting their local area, with 19% agreeing in 2007, falling slightly to 17% by 2019 (see Figure 7). However, this is broadly in line with white people in Scotland, suggesting that confidence in influence over local decision making is low for all ethnicities.

Politics

There is, and has been, a severe under-representation of BME people in the Scottish political arena since devolution. Of the 645 Members of Scottish Parliament (MSPs) elected since 1999, excluding the numerous ones elected through by-elections, only 4 (0.6%) have been from a BME background (all from South Asian communities). There has never been a female BME MSP.

There has been limited progress; in 2011 the first BME MSP was elected, Scotland's first BME Government Minister was appointed, and a slight increase to two BME MSPs occurred making the level of representation at Scottish Parliament 1.5% BME. However, this is still a significant gap, with at least five BME MSPs needed to accurately reflect the ethnicity of Scotland's population (bearing in mind the likelihood of significant demographic change since the 2011 Census).[19]

The availability of data on local government representation is more limited. In 2007 there were 10 non-white minority ethnic Councillors across the whole of Scotland (representing 0.8% of the total), rising to 17 (representing 1.4% of the total) in 2017.[20] In 2015, a report from the Equalities and Human Rights Commission concluded that more needs to be done to increase the diversity of Councillors in Scotland. [21]

The diversity of membership within political parties in Scotland is currently unknown. Monitoring of equality data is a critical first step to achieving racial equality, however most political parties do not collect or report this data.

Many minority ethnic communities are not represented at all in local or national politics. Scotland must continue to improve the representation and participation of BME communities in politics, and increase the influence these communities have in Scotland's public life. Improving this requires increasing BME participation in the

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[19] CRER (2015) Political parties and ethnic monitoring
[20] CRER (2017) Minority Representation in Scottish Politics (or rather a lack of)
[21] Equalities and Human Rights Commission (2019) Diversity of candidates and elected officials in Great Britain

Scottish political arena, which in turn requires increasing BME membership in parties. Political parties monitoring the ethnicity of their membership and reporting on this would be a crucial step forward in this process.

Third Sector Boards

In 2014, the Scottish Government published a report entitled Overcoming Barriers to Equality and Diversity Representation on Public, Private and Third Sector Boards in Scotland.[22] This report did not examine the underrepresentation of minority ethnic people on charity boards, but largely focused on women's participation and representation on boards.

The Office of the Scottish Charity Regulator (OSCR) does not report on the ethnic composition of its Board and has never addressed the ethnic compositions of third sector boards in their equality strategies.[23] OSCR do note that they have limited equality information about charities. Six percent of the sector have stated that one of their 'beneficiary' groups are people of a particular ethnic origin.

In 2016, CRER undertook research on the ten highest grossing charities in Scotland that were not universities or education institutions, finding that none had statistics or information about the ethnic composition of their board or directors readily available. Using name recognition algorithms, CRER identified four non-white minority ethnic trustees out of approximately 120 (3.3%), with two of the four being trustees of Glasgow Life.[24]

In 2019, CRER undertook further research, this time concentrating on BME representation on Voluntary Sector Boards within Glasgow. This found that very few charities have a proportionate representation of BME trustees on their boards and 80% of all charities in Glasgow (341) had no BME trustees at all.[25]

Underrepresentation of BME groups on third sector boards has significant implications for racial equality. For organisations, a lack of board diversity can impact decision making and governance, funding opportunities, and public trust and engagement. For individuals, an increase in visible diversity of trustees can lead to better recruitment of future minority ethnic trustees and a better awareness of racial equality issues. For individuals of all ethnicities, among other benefits, serving as a trustee on a charity board provides management experience, networking opportunities, and valuable career skills.

Arts and Culture

Previous evidence has demonstrated inequalities in cultural participation for minority ethnic people, including within the historic environment, arts and creative industries. 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

[22] Scottish Government (2014) Overcoming Barriers to Equality and Diversity Representation on Public, Private and Third Sector Boards in Scotland
[23] OSCR (2018) The Scottish Charity Regulator Equality Strategy 2016-2018
[24] CRER (2016) Race Equality Framework for Scotland: Community Cohesion and Safety
[25] CRER (2019) Charity Trustee Ethnicity in Glasgow: An audit of BME representation on Voluntary Sector Boards

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 though enabling interaction and increasing diversity of both staff and participants.

However, there is a lack of data over time showing trends in access to arts and culture for minority ethnic people in Scotland.

Sport and Leisure

Racism and fear of racial discrimination can be a barrier to participation in sports. There is limited consistent data about sports participation, especially over time for minority ethnic people in Scotland. However, the data which exists suggests unequal access, particularly for BME women.

Sported research across the UK in 2020 found:[26]

- 20% of elite British sportswomen say they have experienced racism

- 40% of Black, Asian and minority ethnic participants said their experiences of local sport or leisure clubs had been negative, compared to just 14% of white British participants

- Only 58% of Black adults meet guidelines of 150 minutes of activity a week (compared to 63% of all adults)

The Scottish Health Survey 2012 found that Pakistani respondents were the least likely to obtain the recommended levels of physical activity – 27% compared to the national average of 38% - and were also the least likely ethnic group to participate in sport – 30% compared to 49%. This finding is consistent with Britain-wide research, which found that Pakistani and other South Asian ethnic groups were the least likely to be sufficiently physically active.[27]

In 2018, the Equality and Human Rights Commission reported that the gap between men and women's participation in sport was greater among some minority ethnic groups than it was in the population as a whole.[28]

Sportscotland research found 95% of coaches surveyed in 2017 identified as being White (Scottish, other British, Irish, Other), 1% any other ethnic group and 1% mixed or multiple ethnic origin. The 1% categorized as any other included Asian, Asian Scottish or Asian British; Mixed or multiple; African; Caribbean or Black combined. Further, 96% of members of clubs surveyed in 2020 identified as being White (Scottish, other British, Irish, Other) with 2% composed of Asian, Asian Scottish or

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[26] Sported (2020) Tackling racism at the grassroots
[27] The Scottish Government (2013) Ethnicity Evidence Review
[28] EHRC (2018) Is Scotland Fairer?

Asian British, Mixed or multiple, African; Caribbean or Black and Other ethnic group combined. [29]

These statistics suggests that access to sport and sports coaching is not equal for minority ethnic people in Scotland. However, in research commissioned for sportscotland in 2020 on the topic 'equality and sport', these issues were not discussed.[30]

Considerations for future policy

The consistent focus on race equality in public appointments, whilst not entirely eliminating racial inequalities, shows that where work is undertaken steadily over a length of time, a degree of progress can be made and maintained. This contrasts sharply with other areas of policy reviewed here, such as workforce representation in Scottish Government, where a succession of time-limited, discrete activities have so far had a limited impact.

Many areas relating to minority ethnic participation and representation are resistant to change through national public policy, because Government lacks the necessary control and influence to create change. Representation in elected office is largely a matter for political parties. Representation on Community Councils is a notoriously difficult area even for local authorities to influence. There may be partnership working opportunities to explore in relation to these issues.

However, areas which Scottish Government has significant potential to influence include diversity in representation within arts, culture, heritage and leisure, in terms of employment and volunteering and as audiences.

There has been a tendency to silo minority ethnic projects or programmes of work in these areas, for example through streams of funding targeted specifically at minority ethnic organisations to undertake 'cultural' activities. This has perhaps limited (or created an impression of limited) access to mainstream funding. It means that minority ethnic organisations can feel constrained into undertaking projects which rely to an unnecessary degree on tradition and heritage, as opposed to white-led organisations which face no such expectation or perception.

Scottish Government may want to consider the following opportunities to expand minority ethnic participation and representation:

- Working through relevant directorates and national agencies to increase access to mainstream participation in arts, culture, heritage and leisure funding or programmes
- Seeking opportunities to target specific, under-represented ethnic groups for public appointments, and ways to improve diversity at Chair level

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[29] Sportscotland (no date) Ethnicity and sport
[30] Sportscotland (2020) Equality and Sport Research 2020

- Identifying the factors underlying the success of positive action measures regarding public appointments and transferrable learning to improve practice in other areas of under-representation

Education and Lifelong Learning
Race Equality Framework for Scotland Vision
Everyone has the opportunity to learn in an inclusive environment without disadvantage in relation to racial inequality or racism

Goals
14. Innovative, inclusive and effective approaches to education (whether through teaching or pupil support) which take account of the differing needs and experiences of pupils in all ethnic groups are embedded throughout Scotland's education system
15. Minority ethnic pupils are provided with careers guidance that helps to improve transition into employment and tackles occupational segregation
16. Minority ethnic pupils have confidence in, and are effectively supported by, approaches in school to prevent and respond to prejudice-based bullying and racist behaviour or incidents
17. Scotland's educators are confident and empowered to promote equality, foster good relations and prevent and deal with racism
18. Scotland's education workforce better reflects the diversity of its communities
19. Minority ethnic people experience better outcomes in completing further and higher education, and in transitioning to the labour market after completion

Key themes
Race equality actions and commitments were recorded 105 times in relation to education across the range of documents studied. Given the importance of equality in education and the range of potential issues within education policy, this is perhaps less than would be expected.

A significant number of these actions and commitments related to considering race equality within a mainstream area of policy; 21 commitments of this nature were made, often without any significant reflection of race equality issues (for example committing to publishing revised policies which would benefit everyone, including minority ethnic people).

The second highest number of actions or commitments were on capacity building on race equality within the education sector.

Capacity building related commitments included:

- Educational leadership programmes including content on everyday racism, bias and institutional racism
- Improving the availability of anti-racist and diversity focussed curriculum resources
- Development of guidance and best practice sharing resources
- Making training relevant to race equality available from Initial Teacher Education stage onwards

The tone of capacity building commitments changed significantly over time in this area, unlike some other areas where the tone has been consistent throughout. For example, an early strategy from 2001 only went so far as to commit to 'consider

whether further curriculum advice should be provided regarding diversity', whereas recent strategies have been more explicit about the need for capacity building on issues including institutional racism throughout the education sector.

Improving the availability of data was the subject of 14 education commitments, whilst diversity in the education sector (and especially within the teaching profession itself) was the subject of 13 commitments. The Teaching in a Diverse Scotland strategy, published in 2019, boosted the focus on this.[31]

Further topics covered by actions and commitments on education included:

- The role of audit and inspection in regard to race equality
- Careers guidance within school settings
- Specific activities to improve educational outcomes for Gypsy/Traveller learners
- Involving minority ethnic people in education policy and school life, particularly parents
- Addressing prejudice-based bullying and racist incidents
- Factors such as English for Speakers of Other Languages (ESOL) requirements and experience of harassment impacting adult learners in Further and Higher Education

Some evidence of change relating to education can be found within progress reporting. The consistent availability of attendance data by ethnicity over time makes this one of the more measurable indicators, however clear information is rarely given in relation to groups who are disadvantaged in attendance, particularly Gypsy/Travellers. In one progress report, increases in attendance for higher attending ethnic groups (Chinese and Indian learners) are given in percentage terms, whilst for Gypsy/Travellers, attendance is only said to be 'improving.'

Attainment data tends not to show disadvantages for most minority ethnic groups, but again, Gypsy/Traveller learners and those in the 'other' ethnicity category are particularly disadvantaged. Reporting through race equality strategy progress updates rarely addresses this in detail, so the degree of change over time is unclear.

Positively, early progress reports showed considerable gains in take-up for vocational learning by minority ethnic groups, with the proportion enrolled trebling over the period 1999 – 2002. Progress was also made in the availability (and thus presumably uptake) of ESOL courses due to a large increase in funding for this over 2007 – 2009.

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[31] Arshad, R. (2019) Teaching in a diverse Scotland: increasing and retaining minority ethnic teachers

Evidence on inequalities and change over time

Key Issues:

- Minority ethnic people experience variable outcomes in relation to education, with significant differences between ethnic groups in terms of attainment and post-school destinations
- Gypsy/Traveller educational outcomes are among the worst in Scottish education, with fewer qualifications gained, lower attendance rates, higher exclusion rates and fewer individuals progressing to positive destinations
- High educational attainment in minority ethnic groups is coupled with a range of negative factors and experiences related to racism and structural discrimination which impact their experience in education, particularly within schools
- Whilst schools are becoming more ethnically diverse, the teaching workforce does not reflect this
- High educational attainment does not translate to labour market advantage for minority ethnic people

Pupils

In the 13 years between 2006 and 2019 the ethnicity of pupils in Scotland has changed, with the number and percent of BME pupils increasing significantly (see Figures 8 and 9).

The number of pupils from a Bangladeshi, Chinese, other Asian or mixed ethnic background have roughly doubled, whilst pupils from an Indian or Black African or Caribbean background have more than doubled. Pupils from a Pakistani background have also increased, making up 2% of school pupils in 2019, up from 1.3%.

Teachers

As the number of BME pupils in Scotland's schools has increased, minority ethnic teachers have remained significantly underrepresented in Scotland's schools.

In 2008, 0.9% of the teaching workforce in primary schools and 1.9% in secondary schools came from a minority ethnic background.[32] There has been negligible progress over time; in 2019 1.2% of the teaching workforce in primary schools and 1.9% in secondary schools came from a minority ethnic background.[33]

This compares with a minority ethnic population of 4% in Scotland according to the (now significantly outdated) 2011 Census and is also significantly lower than the percent of BME pupils in Scotland's schools.

Minority ethnic teachers are also underrepresented in promoted posts - 0.5% and 0.9% in primary and secondary schools respectively in 2019.[34]

Exclusions

Pupil exclusion rates by ethnicity were previously published, but no longer appear to be published by the Scottish Government so an up-to-date analysis is not possible.

Previous data from 2013 had suggested that exclusions may be a particular issue for Gypsy/Traveller pupils,[35] however a lack of consistent data means it is not clear if this is the case year on year. In 2014-15, the pupil exclusions by ethnicity dataset had no information on rates for Gypsy/Traveller pupils,[36] however in 2017 data shows that Gypsy/Travellers had the highest exclusion rate at about double the average rate (27 exclusions per 1,000 pupils compared to 53 per 1,000 for Gypsy/Traveller pupils).[37]

Free School Meals

Previously, data on free school meals was available disaggregated by ethnicity, but no longer appears to be published by the Scottish Government so a comparison over time is not possible.

Data from 2007 had shown that students from a mixed, other Asian, Black African, other Black, Occupational Traveller, Gypsy/Traveller, other Traveller, or 'other' ethnic group were more likely than the average to register for free school meals.[38]

Racism and Bullying

Research has highlighted the widespread existence of both subtle everyday racism and overt racism within schools, impacting pupils and teachers. In the Scottish Parliament Equalities and Human Rights Committee's 2017 inquiry into bullying in

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[32] Scottish Government (2020) Teacher census supplementary statistics [data set]

[33] Rowena Arshad (2021) Teaching in a Diverse Scotland: Increasing and Retaining Minority Ethnic Teachers – 3 years on Progress and Final Report

[34] Ibid

[35] CRER (2013) The State of the Nation: Race & Racism in Scotland, Education

[36] CRER (2016) Race Equality Framework for Scotland: Education and Lifelong Learning

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

[38] CRER (2016) Race Equality Framework for Scotland: Education and Lifelong Learning

schools, teachers reported that bullying based on race is the most frequent type of prejudice-based bullying.[39] The inquiry also uncovered serious concerns about inconsistencies in teachers' understanding of (and responses to) prejudice-based bullying.

CRER research in 2012 and 2018 on racist incident reporting in schools identified significant weaknesses in policy, a lack of coherence across Scottish Local Authority areas and insufficiencies in recording and monitoring of racist incidents in schools.[40] [41]

There is no mandatory national approach to recording and monitoring of prejudice based bullying incidents, with data voluntarily collected at local levels but not reported nationally. This makes it difficult to provide a baseline or analysis of change over time. BBC Scotland reported 1,274 racist incidents in Scottish schools between 2011 and 2012 – 730 in primary schools and 544 in secondary schools.[42] A recent FOI found that between the 2017/18 and 2019/20 academic years there were 2,251 instances of racism in schools.[43]

Attainment and positive destinations

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. Additionally, effective careers guidance is critical for young people preparing to leave school.

As can be seen in Figure 10, from 2009-2019 BME pupils have generally had high rates of positive initial destinations amongst school leavers.[44]

However, pupils whose ethnicity is recorded as 'all other categories'[45] have tended to have slightly lower percentages of positive initial destinations over the ten years.

Data on achievement for Curriculum for Excellency levels related to literacy and numeracy in primary schools shows strong performance rates for BME pupils, and this continues through to secondary school.[46] Scottish Government statistics showing percentage of school leavers by attainment and ethnicity show that over the period 2009/10 to 2019/20, BME students have generally left school with high levels of attainment.[47] In particular, and consistently, students from Chinese backgrounds have the highest level of attainment across the ten years.

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[39] Equalities and Human Rights Committee (2017) Prejudice based bullying and harassment of children and young people in schools

[40] CRER (2012) Racist Incident Reporting in Scotland's Schools

[41] CRER (2018) Racist Incident Reporting in Scotland's Schools

[42] BBC Scotland (2013) Figures show racist incidents in schools

[43] The Scotsman (2020) Thousands of racist incidents in Scottish schools

[44] School leavers who are engaged in higher education, further education, training, voluntary work, employment or activity agreements are classified as having a 'positive destination'.

[45] 'All other categories' includes 'Other - other' and 'Other - Arab'

[46] Scottish Government (2019) Revised ACEL 1819 Tables and Charts

[47] Scottish Government (2021) Summary Statistics for Attainment and Initial Leaver Destinations

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. In 2017, The Life Chances of Young People in Scotland was published with a focus on the transition from school to adulthood.[48] The report noted:

- BME people with good qualifications face greater barriers to finding work which matches their qualifications compared with the white majority ethnic population
- Compared with white young adults, BME young adults have lower rates of employment
- Pupils from most BME groups have higher educational attainment than pupils from white groups, with BME young people having a higher rate of participation in education, training, and employment than the national average
- BME young people are more likely to continue in education, particularly higher education, compared to their white counterparts

Young BME people are less likely to be in employment than their white counterparts. In 2020, 7% of BME 16-19-year-olds were in employment compared to 19% of white 16-19 year olds.[49] The rates in 2019 and 2018 are almost identical, confirming a trend over the last five years since the first data is available in 2015, where 8% of BME young people were in employment compared to 19% of white young people.[50]

Patterns of lower employment in this age group can partially be attributed to a higher proportion of BME young people in education. However, this lower employment rate persists after the age young people generally leave college and university.

Statistics from the Annual Population Survey 2019 show that the gap in the employment rate for minority ethnic people was largest for ages 16 to 24 (26.1 percentage points), followed by ages 25 to 34 (25.3 percentage points) with lower rates for older groups.[51] Significantly these are the years where career establishment, progress and development generally take place. Youth unemployment has been found to have a long term 'scarring' effect on future earning potentials and increases the likelihood of recurrent unemployment.

Unemployment and underemployment are relatively high for BME groups, including for BME graduates. Recent statistics released in 2020 on post-graduation destinations highlighted disparate outcomes for BME graduates compared to white graduates in Scotland. CRER analysis found BME graduates in Scotland are less likely to go into full time employment and are up to three times more likely to be unemployed compared to white graduates.[52]

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[48] The Scottish Government (2017) The Life Chances of Young People in Scotland: Evidence Review.
[49] Skills Development Scotland (2020) Annual Participation Measure for 16 – 19 year olds in Scotland 2020
[50] Skills Development Scotland (2015) Participation Measure for 16 – 19 year olds in Scotland
[51] Scottish Government (2020) Scotland's Labour Market: People, Places, and Regions - Statistics from the Annual Population Survey 2019
[52] CRER (2020) Ethnicity and Poverty in Scotland 2020

Ensuring that further and higher educational attainment leads to appropriate labour market outcomes is essential to address racial inequality.

Further Education

A Joseph Rowntree Foundation study found that minority ethnic groups were overrepresented in the further education sector, which is disparate with their relatively lower participation in higher education and their overall higher rates of attainment at school-leaving age. [53]

Data collected by the Scottish Government from 2009/10 to 2019/20 on school leavers and initial destination categories seems to support this.[54] In particular, further education is a common destination for those from Pakistani, other Asian or African/Black/Caribbean backgrounds, representing around a third of leavers from these groups each year.

Previous CRER research has suggested that certain ethnicities may withdraw from further education at greater rates, with high rates found amongst those from Caribbean, other Asian, African, Pakistani, Indian, Chinese and other ethnic groups.[55] However statistics are not consistently available over time to analyse if this is a trend year on year.

Higher Education

Previous CRER research has also suggested that certain ethnicities may withdraw from higher education at greater rates, with high rates for Black students and students from 'other' ethnic groups.[56] Again, these statistics are not available over time.

In 2019, the Equality and Human Rights Commission published a report on racial harassment in universities in the UK, including Scotland.[57] The report found that:

- Racial harassment is a common experience for students and staff at universities
- Students and staff experience a broad spectrum of racial harassment, including verbal abuse, exposure to racist material, exclusion and less obvious forms such as microaggressions
- 1 in 20 students said they left their studies due to racial harassment
- 3 in 20 staff said racial harassment caused them to leave their jobs.
- Most students and staff do not report racial harassment
- Universities do not have a clear picture about much of the racial harassment that is taking place and are uninformed about the impact of their policies

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[53] Joseph Rowntree Foundation (2011) Poverty and ethnicity in Scotland
[54] Scottish Government (2021) Summary Statistics for Attainment and Initial Leaver Destinations
[55] CRER (2016) Race Equality Framework for Scotland, Education and Lifelong Learning
[56] Ibid
[57] Equality and Human Rights Commission (2019) Tackling racial harassment: universities challenged

Following the Equality and Human Rights Commission's report, the University of Glasgow investigated racism on their campus, finding that half of minority ethnic students had suffered harassment.[58]

Gypsy/Traveller Pupils

One common limitation of Scottish Government education datasets, including those on educational attainment, is that no data is provided for Gypsy/Travellers pupils. 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. Evidence suggests that Gypsy/Traveller learners may experience worse outcomes in many areas of education, and lack of data means that inequality for this particularly marginalised group of pupils cannot be effectively tracked.

Some information is available for this group regarding level of qualifications upon leaving school. A two-year average from the 2014/15 and 2015/16 leavers' data showed: [59]

- 23.9% of leavers recorded as 'White - Gypsy/Traveller' left school with no qualifications at SCQF level 3 or higher, compared to 2.1% for all publicly funded secondary school leavers
- 43.3% of leavers recorded as 'White - Gypsy/Traveller' left school with 1 or more qualifications at SCQF level 5, compared to 85.4% for all secondary school leavers
- 74.6% of leavers recorded as 'White - Gypsy/Traveller' were in a positive follow up destination, compared to 91.7% for all publicly funded secondary school leavers

There is a correlation between attendance and attainment. Pupils with the lowest rates of attendance statistically demonstrate the highest rates of underachievement. In Scotland, overall, school attendance rates have remained relatively stable in the last few years, with little significant differences between ethnicities except for Gypsy/Traveller pupils. Gypsy/Traveller pupils enrolled in school have the lowest attendance rates of any ethnic group at 78.8% in 2016/17 compared to the 93.3% Scotland average.[60]

Early Years Education and Childcare

Research has suggested that access to appropriate childcare provision may be an issue for some BME families. The Scottish Government's report 'Growing up in Scotland: Birth Cohort 2' found that families in which the respondent was white were more likely to be using childcare than those where the respondent was from a non-white ethnic background (53% vs 33% respectively).[61]

The Scottish Government publish data on some demographic figures for early learning and childcare (ELC) registrations, however, ethnicity is not currently

[58] University of Glasgow (2021) Understanding Racism, Transforming University Cultures
[59] Scottish Government (2018) Improving educational outcomes for children and young people from travelling cultures.
[60] Ibid
[61] Scottish Government (2013) Growing Up in Scotland: Birth Cohort 2 – Results from the first year

published.[62] Without this, it is hard to establish a baseline of the level of access for BME families and to see if measures like the recent move to diversify the workforce are creating progress.

There is a current underrepresentation of BME individuals within the ELC workforce; data from 2018 suggests that only 1% of the ELC workforce are from BME backgrounds.[63]

In its 'Poverty and Ethnicity: Key Messages for Scotland' report, the Joseph Rowntree Foundation noted that childcare and early education plays an important role in preventing and reducing poverty.[64]

Research in 2018 by Close the Gap highlighted how, for BME women, childcare responsibilities are a key barrier to entering and progressing within employment: [65]

- BME women find it difficult to plan work around childcare and can feel forced to use sick leave and annual leave to manage their caring roles due to the inflexibility of both working practices and childcare provision
- Accessing affordable, appropriate childcare is a particular challenge for some recent migrant BME women; the absence of informal networks to help with childcare can limit their ability to enter the workforce or increase their working hours
- Some BME women did not feel comfortable using formal childcare or may be unaware of the services available to them
- BME women reported a lack of cultural sensitivity, which in part is a cause and consequence of a lack of workforce diversity; the early years workforce in Scotland is overwhelmingly white

Considerations for future policy

Scottish Government has been undertaking stakeholder engagement work on race equality in education over 2020-21, which is expected to generate actions for future policy. A common thread running throughout the various issues being examined is capacity building for teachers on race equality. Analysis shows that there has been significant policy emphasis on this over the years, but without identifying measurable change through progress reporting.

The size and complexity of the education sector in Scotland means that significant effort and investment is needed to undertake meaningful and sustainable work on race equality. This is reflected in the breadth of goals on education set out in the Race Equality Framework. It is suggested that Scottish Government may want to consider the following opportunities for future policy:

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[62]Scottish Government (2018) Early Learning and Childcare - Additional Tables - 2018
[63] Skills Development Scotland (2019) Achieving Diversity in the Scottish Early Learning and Childcare Workforce
[64] Joseph Rowntree Foundation (2016) Poverty and ethnicity: key messages for Scotland
[65] Close The Gap (2018) Still Not Visible: Research on Black and minority ethnic women's experiences of employment in Scotland

- Developing quality, consistent and sustainable approaches to capacity building on race equality from Initial Teacher Education stage onwards
- Evaluating the work undertaken in support of the Teaching in a Diverse Scotland agenda to identify what has been achieved, where the gaps are and what more needs to be done to improve diversity in teaching
- Reviewing the effectiveness of the current voluntary approach to recording and monitoring prejudice-based bullying and racist incidents using SEEMiS, with a view to improving this and consideration of the potential to develop a mandatory approach
- Investigating how schools and teachers address racist bullying and racist incidents in order to identify opportunities to strengthen good practice and eliminate poor practice
- Reviewing the availability and use in policy making of education data disaggregated by ethnicity (particularly relating to Gypsy/Traveller pupils, but also datasets where disaggregation has regressed such as exclusions and free school meals)
- Building on the work begun by Education Scotland to look at the race equality implications of Curriculum for Excellence and how it can strengthen diversity in the curriculum, anti-racist learning opportunities and approaches to improve the wellbeing of minority ethnic pupils
- Working with ELC providers to increase access to ELC for minority ethnic families

Employability, Employment and Income
Race Equality Framework for Scotland Vision
Minority ethnic people have equal, fair and proportionate access to employment and representation at all levels, grades and occupation types in Scotland's workforce and experience fewer labour market, workplace and income inequalities

Goals
20. Identify and promote practice that works in reducing employment inequalities, discrimination and barriers for minority ethnic people, including in career paths, recruitment, progression and retention

21. Ensure robust policy responses that support race equality in relation to income and poverty

22. Ensure access to appropriate early learning and childcare for minority ethnic families

23. Reduce barriers and provide support for minority ethnic people who are new to the labour market, including school leavers and new migrants

24. Minority ethnic entrepreneurs and business owners have equal access to business and enterprise support

25. Scotland's public sector workforce is representative of its communities

Key themes
Employability, employment and income is the area with by far the largest number of Scottish Government / Executive policy commitments on race equality over the past 20 years. In total, 240 commitments and actions related to employability and employment were recorded, with a further 16 related specifically to income-related issues. The lower amount of relative focus on income is possibly a result of the majority of the welfare rights system being reserved policy areas, under the responsibility of the UK Government.

A large number of the employment actions and commitments related to diversity within Scottish Government, the public sector and the wider workforce. These 84 actions and commitments related to themes including:

- Measures to improve recruitment processes
- Positive action
- Retention and understanding the challenges in retaining minority ethnic staff (for example through exit interviews)
- Diversity in senior management roles and other career progression focussed work
- Diversity in specific sectors, such as early learning and childcare, nursing and social services
- Diversity within the Modern Apprenticeship system

- Initiatives to create organisational culture change around race equality in order to foster an environment which encourages diversity, including activity around anti-racism in the workplace

Gathering and using data and evidence related to race equality in employment was the focus of 33 actions and commitments, with the same number committing to address race equality in mainstream employment policy.

Capacity building related to race and employment accounted for 20 actions and commitments. These included:

- Specific race equality in recruitment training for those with recruitment roles
- Training for managers
- Training and mentoring opportunities for minority ethnic staff to support career progression
- Development of toolkits and guidance on race equality in employment

The remaining actions and commitments covered issues including:

- Creation of additional action or delivery plans
- Leadership, accountability and transparency on race equality in employment
- Racial harassment and workplace bullying
- Employability measures, particularly to support specific groups such as new migrants and minority ethnic women (sometimes through support for Voluntary Sector initiatives)
- Work to meet the of the public sector equality duties within employment policy

In early 2021, a new Race Recruitment and Retention Plan was published by Scottish Government, adding a considerable number of new commitments. Some of these replicated approaches which had been used in the early days of Scottish devolution, but had since ceased, such as setting personal and business performance objectives on diversity. It has a considerable focus on tackling institutional racism and addressing the systems, processes and practices that can create barriers to increasing diversity. This is part of a wider shift over time towards developing organisational responses to employment inequalities (as opposed to the early policy focus on capacity building for minority ethnic individuals, which could only impact the small number of people genuinely requiring this and often reflected racial stereotypes).

The 16 income related commitments and actions were overwhelmingly focussed on considering race equality within mainstream policy, usually with little detail beyond this. 9 commitments were of this nature. Restrictions on devolved activity to improve incomes notwithstanding, given the disproportionately high rates of household and child poverty within minority ethnic communities, this is perhaps surprising.

The remaining commitments covered issues including:

- Access to money advice and other support services for minority ethnic people on low incomes, and the use of procurement measures to ensure services become more accessible

- Involving minority ethnic people in developing policy related to poverty and income inequality
- Work to improve data and the evidence base relating to minority ethnic people on low incomes

In terms of progress relating to employability, employment and income, Scottish Government / Executive were able to demonstrate progress on workforce diversity at certain points, for example a doubling of the proportion of the workforce from minority ethnic backgrounds by 2004 (although this was not meeting ambitions to achieve levels of diversity representative of the population).

Considerable achievements were made in the proportion of minority ethnic people on Scottish Government's Graduate Development Programme following positive action measures in 2017, with minority ethnic people accounting for 11% of applications, 100% of which were successful. This was one of the clearest examples of action resulting in measurable positive change identified during this review.

Regarding income, some successes were reported in increasing access to money advice services, including a targeted service which secured more than £85,000 in welfare benefits for a particular minority ethnic community.

However, the reported proportion of increase in access to money advice services to a roughly representative level (in terms of the percentage of minority people in the population) could be regarded as not going far enough. As minority ethnic people are twice as likely to be in poverty in Scotland as those in the majority ethnic community, the expectation would be that minority ethnic people make up a larger proportion of those requiring money advice. Ensuring genuinely equal access to services requires an understanding of which groups need access the most, and sometimes means that a larger or smaller proportion of particular ethnic groups should be reflected in statistics on service use.

Evidence on inequalities and change over time
Key Issues:

- High educational attainment does not translate to labour market advantage for minority ethnic people
- Employment rates in Scotland are significantly lower for BME groups compared to white majority ethnic groups. Employment rates for BME people have consistently remained under the rates for white people and have improved very little since 2004
- Access to employment is a particular issue for BME women. There has been little difference for employment rates for minority ethnic women since 2004, remaining substantially below BME men and white women
- Access to modern apprenticeships reflects inequalities in the labour market and substantial progress is needed for this route to be open and accessible to people of all ethnicities

- The rate of relative poverty in Scotland is consistently more than double for those from BME groups compared to the majority white Scottish/British group
- Relative poverty rates amongst children in minority ethnic households have not altered significantly since 2010 and appear to have been rising recently

There continues to be a lack of data and research, for examples on benefits take up rates. There needs to be an improved evidence base on poverty and ethnicity, and in particular, further analysis of why the poverty risks are so high for certain BME groups.

Apprenticeships

Equality and Human Rights Commission research in 2014 found that less than 2% of all modern apprenticeships (MAs) in Scotland were taken by non-white minority ethnic individuals. Statistics published from 2015-2020 suggest that equal access to MAs continues to be an issue, despite an action plan to be implemented over five years being published by Skills Development Scotland in 2015.[66]

Despite some incremental progress, this has not been at the level to reach parity of participation, or indeed the 2021 target of 5.1%[67]. Between 2015 and 2020, minority ethnic representation within modern apprenticeships grew from 1.5% to 2.4%, far short of a representative level. Given the relatively young age profile of BME groups in Scotland, it might be expected that a much larger proportion of MAs would be from BME backgrounds.

Of relevance there have also been findings to suggest that non-white minority ethnic individuals are less likely to complete their MA and less likely to be kept on by employers if they do.[68]

Self-Employment

Minority ethnic groups tend to be over-represented in small to medium-sized enterprises. From 2007 to 2012, around 3% of small to medium-sized enterprises in Scotland were run by a member or mostly by members of a minority ethnic group.[69] By 2014, the Scottish Government had reported that 6% of all small to medium-sized enterprise employers in Scotland were run by a member or mostly by members of minority ethnic groups, an increase of 3 percentage points from 2012.[70]

Accordingly, self-employment rates tend to be higher for non-white minority ethnic groups. In 2014, the self-employment rate for non-white minority ethnic groups was 17% compared to 12% for those from a white ethnic background. In 2014-15, the self-employment rate was highest for Pakistani (32%), Chinese (23%) and Indian (22%) groups, whilst Bangladeshi and other South Asian groups also had high rates of self-employment (20% for both groups).[71] In 2013, Gypsy/Travellers were twice as

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[66] Skills Development Scotland (2015) Equalities action plan: For Modern Apprenticeships in Scotland
[67] Skills Development Scotland (2020) Apprenticeship Equality Action Plan Annual Report 2020
[68] Scottish Parliament Equal Opportunities Committee (2016) Removing Barriers: race, ethnicity and employment
[69] Scottish Government (no date) Business, Enterprise and Tourism
[70] CRER (2016) Employability, Employment and Income
[71] EHRC (2016) Healing a divided Britain: the need for a comprehensive race equality strategy

likely to be self-employed compared with the general population – 24% compared with 12%.[72]

UK wide research has suggested that much self-employment, particularly in the Pakistani group, is low paid in areas with few opportunities for progression.[73]

More recent data on self-employment in Scotland published by the Office for National Statistics has been disaggregated by nationality (UK or non-UK national) rather than ethnic group, and so cannot be used to determine trends for minority ethnic groups.[74]

Labour Market Participation

Data from NOMIS can show us employment rates for working age people in Scotland since 2004 (see Figure 11). The employment rates for minority ethnic people have consistently remained under the rates for white people and have improved very little since 2004, with no increase since reaching a rate of 60% in 2011.

For white groups, the employment rate has remained fairly constant at around 73% for the whole sixteen-year period, while the rate for minority ethnic groups has fluctuated a little, but generally within the range of 55-60%.

Data is available over the same time period with more detailed ethnicity data (see Figure 12), this shows us that employment rates vary significantly by ethnicity.

Employment rates for the mixed ethnic group category have fluctuated massively over the time period, which makes a conclusion about this groups' progress difficult to reach. Rates have improved from 2004-05 when the employment rate was 70%, to the most recent year of data in 2019-20, when rates reached a peak of 81%.

Employment rates for the Indian group, previously high from 2004-05 – 2014-15, with a peak of 84% in 2014-15, have fallen in the most recent five-year period to a low of 65% in 2019-2020. This represents a clear regression in employment rates for the group over the time period with 72% employment rates in 2004-05 falling to 65% by 2019-20.

Employment rates for the Pakistani/Bangladeshi group have generally been the lowest with no clear upwards trajectory over the full time period. Employment rates have not improved with a rate of 50% in 2004-05 compared to 49% in 2019-20. The data suggests this group in particular face additional barriers in accessing employment.

Employment rates for the Black or Black British group have been more constant than for other groups, generally remaining between 55-65%. Since the beginning of the time period the group have seen little improvement overall for employment rates with a rate of 62% in 2004-05 compared to 61% in 2019-20.

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[72] Ibid.
[73] Ibid.
[74] Office for National Statistics (2020) Self-employment by NUTS1 (region)

Employment rates for the group for 'all other' ethnicities have seen some fluctuations. Over the sixteen-year period there was a rise from 43% (the lowest of all groups) to 56%, however this is still a relatively low rate in comparison to other groups suggesting particular barriers to employment may be faced.

Women and labour market participation
BME women are more likely than both white women and BME men to not be in employment, and this has been a consistent trend over time (see Figure 13).

Overall, both white women and minority ethnic women have an employment gap with men, however the gap for minority ethnic women is much larger. Further, in recent years employment rates for white women have been on a slight upwards trajectory whilst employment rates for minority ethnic men have fallen meaning that white women now have higher, or comparable employment rates with minority ethnic men.

For minority ethnic women there has also been a slight increase in the last five years in employment rates. However due to a decline in rates prior to this increase, this means that over the sixteen-year time period there has been little difference for employment rates for minority ethnic women with a minimal rise of 3% (47% in 2004-05 to 50% in 2019-20). Employment rates overall have changed very little, generally staying around 50%.

Employment rates are also available broken down by gender and more specific ethnicities over the same time period (see Figure 14).

Indian women have one of the biggest gaps compared to men in their ethnic group throughout the time period. Indian men generally have particularly strong employment rates whilst Indian women have lower rates. Over the sixteen-year period rates for Indian women have fallen from 62% to 53%.

Pakistani/Bangladeshi women have the lowest employment rates. From 2004-05 the rate stayed fairly consistently around 40%, before falling to a low of 21% in 2013-14. Despite beginning at such a low base rate, more recently the employment rates for this group had fallen by 5% (36% in 2004-05 to 31% in 2019-20).

Employment rates for Black British women were at their lowest in 2008-09 at 42% (the lowest for all ethnicities and genders), since then employment rates have generally risen to reach one percent above Black British men in 2019-20 at 61%. This is, however, not an overly significant rise since 2004-05 when rates were 55%.

Women in the 'other' ethnic group have generally had lower employment rates through the time series. Despite rises in the employment rate since 2004-05, rising from 38% to 48% in 2019-20, this is still a comparatively low employment rate.

Workplace learning and job-related training
The percentage of employees who reported receiving job-related training in the last 3 months has been generally decreasing recently. Since 2016, BME employees have been less likely to receive job related training than their white counterparts (see Figure 15). In 2019 the gap was 6.5% (17.5% vs 24%), an increase from previous

years, 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.

Poverty Rates

In Scotland, research from the Joseph Rowntree Foundation using the Households Below Average Income dataset has shown that, in the three years to 2013, poverty was twice as high for non-white minority ethnic groups, with racial inequality cited as one of the contributors to the widening gap between the richest and poorest in society.[75]

From 2013-20, relative poverty rates (after housing costs) amongst BME groups in Scotland have consistently been above rates for white groups, at around double the rate (see Figure 16).

Poverty rates amongst the Asian or Asian British people in Scotland have increased since 2013, rising by 7% points over the seven years to 41% in 2020. There may also be an indication that relative poverty rates amongst the group comprised of 'Mixed, Black or Black British and Other' people have recently been increasing. In 2013, 38% of this group were in relative poverty, by 2020 this had risen by 5 percentage points to 43%. In contrast to these groups, the white British and white other groups saw both lower poverty levels overall and rates remaining the same or dropping very slightly.

It should be noted, however, that the statistical practice of clustering ethnic groups can disguise the extent of inequality. Outcomes often differ significantly between individual ethnicities within the broader categories used for statistical purposes.

Statistics are available on the percentage of adults in relative and absolute poverty (after housing costs) by ethnicity over a 10-year average from 2007-17 (see Figure 17). These show every BME group has higher relative and severe poverty rates than the white British group.

Those from the Indian group are the less likely than other BME groups over the ten-year average to be in relative poverty, however this rate is still slightly higher than for white British people. Significantly, similar rates of severe and relative poverty (22% and 18%) suggests that the degree of income polarisation may be high for this group.

The data shows Chinese, Pakistani, Asian-other and Black/African/ Caribbean/Black British groups have particularly high relative and severe poverty rates. Notably almost half (45%) of the Pakistani group, the biggest BME group in Scotland, and

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[75] Joseph Rowntree Foundation (2016). Poverty and Ethnicity: Key messages for Scotland.

more than half (51%) of the Chinese group, the second biggest BME group, were in relative poverty. For both these groups more than a third were in severe poverty.

Child Poverty
Although there is considerable diversity between and within different minority ethnic groups, on average, children from minority ethnic communities in Scotland are more likely to be in poverty.

Relative poverty rates in Scotland are much higher amongst BME families (see Figure 18). Relative poverty rates amongst children in minority ethnic households have not altered significantly since 2010. Rates also appear to have been rising since 2014, by 2016-2019, almost half (44%) of children in minority ethnic families were living in relative poverty. This is in contrast to all children for whom poverty rates have been steady at 25% since 2014.

Looking at the statistics for absolute poverty between 2010-2019, similar higher poverty rates are persistently shown amongst children in minority ethnic households (see Figure 19). In 2016-19, 41% of children in minority ethnic families were in absolute poverty after housing costs, compared to 21% of all children. The recent rise in rates has wiped out any progress made since 2010, with the absolute poverty rate of children in minority ethnic families only improving 1% since 2010. This means that rising prices may be putting additional pressures specifically on BME families.

Minority ethnic children in Scotland are also significantly more likely to be living in disadvantaged circumstances, such as in material deprivation (see Figure 20). Minority ethnic children have a consistently higher than average risk of combined material deprivation and low income, and rates have improved very little (1%) since 2010. From 2010-2016 there was a fall in rates, however since then rates have risen – in 2016-19 almost a quarter (23%) of minority ethnic children were living in combined material deprivation and low-income poverty. This compares to 12% of all children.

Many minority ethnic children therefore may not have access to resources or experiences considered normal parts of childhood in Scotland. They may miss out on holidays, school trips and developing hobbies and interests. This can impact on their development, experience of school and ability to enjoy time with their friends.

It is known that BME children in Scotland are more at risk of persistent poverty,[76] however statistics are not currently available on the extent of this or which BME groups it impacts most. UK wide statistics indicate that in 2018, 1 in 4 children in Asian households and 1 in 5 children in Black households were in persistent poverty.[77] This compares to 1 in 10 children in white households. Children in persistent poverty are at greater risk of mental and physical health problems, including obesity and longstanding illness.

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[76] Scottish Government (2010) Growing up in Scotland: The Circumstances of Persistently Poor Children
[77] Cabinet Office (2017-revised March 2018) Race Disparity Audit

Transport Poverty

Transport poverty is where people do not have access to essential services or work due to a lack of affordable transport options. Travel-to-work patterns have showed that people from minority ethnic groups are less mobile and were more reliant on public transport, suggesting transport poverty could be more likely.[78] Travel-to-work data from the 2011 Census showed that people from the African group were the least likely to drive to work and the most likely to take the bus.[79]

According to the combined results of the Scottish Household Survey between 2001 and 2005, adults from ethnic minority groups are markedly less likely to hold a driving license - 48% compared to 66% for White ethnic groups.[80] In line with this, analysis from the 2011 Census showed that all BME groups (aside from the Pakistani group) had lower than average levels of car ownership.[81] The African group had the lowest level of car or van access, with the majority (53 per cent) of people having no access to a car or van.

Income from benefits

Recent data from Social Security Scotland shows that minority ethnic people made up 8% of applications in 2020.[82] Within this the largest group is 'Asian, Asian Scottish or Asian British' accounting for 4% of total applications. In 2019, minority ethnic people made up 7% of applications.[83]

There continues to be lack of data and research around access to other benefits for BME groups in Scotland. It is unclear whether, and to what extent, minority ethnic groups are under-claiming benefits. Further, the impact of Universal Credit on minority ethnic groups in Scotland is unknown.

At a UK wide level, research has suggested that the introduction of Universal Credit has disadvantaged particular groups. The Women's Budget Group and Runnymede Trust found that several demographic factors make BME women more likely to be affected by the introduction of Universal Credit, namely: [84]

Family composition – Large families and single-parent households are the most affected by changes to Universal Credit (alongside changes to Child Tax Credits and Child Benefit), and these are more common among individuals from a BME background than from a white background

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[78] EHRC (2018) Is Scotland Fairer?
[79] Scottish Government (2015) Census 2011 equality results: analysis, part two
[80] Scottish Government (no date) Ethnicity
[81] Scottish Government (2015) Census 2011 equality results: analysis, part two
[82] Social Security Scotland administer devolved benefits such as Best Start Grant, Best Start Foods, Funeral Support Payment, and Young Carer Grant, with the majority (89%) of applicants applying for Best Start Grant and/or Best Start Foods.
[83] Scottish Government (2020) Social Security Scotland client diversity and equalities analysis to December 2019
[84] Runnymede Trust and the Women's Budget Group (2017) Intersecting Inequalities: the impact of austerity on BME women

Single-Parent families – Black groups in the UK are more likely to have a lone parent family structure, with 91% of lone parent households with dependents headed by the mother; this makes Black mothers vulnerable to real-term cuts to Universal Credit, which leave lone mothers worse off

Dependent children – Bangladeshi, Pakistani, and Black African households in the UK are more likely to have dependent children living in the household than other groups, reflecting the younger age profile of BME groups; benefits and public service cuts disproportionately impact households with children, meaning that BME families with dependent children have experienced a much larger impact

The Scottish Government, in the Race Equality Framework 2016-30, committed to make all possible efforts to assess, understand and where it can, mitigate the impact of any UK policies outwith their control which have a financial impact on minority ethnic people with low incomes. One immediate action for the Scottish Government could therefore be the commission of research on the impact of Universal Credit on BME groups in Scotland.

Scottish Index of Multiple Deprivation (SIMD)

Statistics on minority ethnic individuals living in areas of multiple deprivation are mixed, with some ethnic groups faring better than others. Although it should be noted that living in an area of multiple deprivation does not automatically correlate to household poverty, it can worsen opportunities due to the 'double disadvantage' effect where individual and neighbourhood factors combine (for example, being unemployed in an area of high unemployment).

Data from the 2011 Census shows that Asian groups tended to be underrepresented in the most deprived areas, with the Indian group the least likely to live in such areas at 11% (see Figure 21). The most over-represented group by some distance is the African group with over one third of African people living in one of Scotland's 15 percent most deprived areas. The Polish group is also considerably over-represented, with almost a third of Polish people living in the most deprived areas. Further, almost a quarter of Caribbean or Black people lived in the most deprived areas.

Looking specifically at Glasgow, research by the Centre on Dynamics of Ethnicity (CoDE) found that the proportion of minority ethnic groups living in SIMD areas had worsened for minority ethnic communities between the 2001 Census and 2011 Census.[85] This was particularly the case for people from African, Caribbean, 'other' white and Chinese ethnic groups. There had been little change in the proportion of white Scottish and white other British people in the 10% most deprived areas in Glasgow, whilst for white Irish and mixed ethnic groups the situation had improved.

The CoDE research found that people in certain minority ethnic communities were more likely to live in SIMD areas which had poor results under the housing domain, which measures overcrowding and lack of central heating. Only 8% of white Scottish

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[85] CoDE (2014) Geographies of Deprivation and Diversity in Glasgow

groups lived in the most deprived neighbourhoods on the housing domain, compared to 20% of Pakistani, 11% of Caribbean and 11% of 'other' white groups.

Considerations for future policy

Scottish Government's Race Recruitment and Retention Plan sets out the direction of travel for internal workforce diversity, so its implementation will be of fundamental importance to race equality work going forward.

However, wider inequalities in the labour market are an important underlying cause of many racial inequalities in other areas such as health and housing. Under its Fair Work agenda, Scottish Government now have a dedicated Race Employment Team. This targeted investment in capacity and resource for race equality in employment creates opportunity for additional action.

Scottish Government has a vital role to play in addressing employment and income inequalities, and may wish to consider the following areas in developing targeted approaches to address these:

- Levers for increasing workforce diversity in the public, private and voluntary sectors (including reviewing the effectiveness of past initiatives such as the Workplace Equality Fund, which initially attracted few applications focussing on race equality)
- Commissioning research on the impact of Universal Credit on BME people in Scotland
- Ensuring that child poverty and poverty strategies include action specifically focussed on minority ethnic communities
- Maximising the number of Scottish Government vacancies advertised externally in order to widen the diversity of potential applicants

Health and Home

Race Equality Framework for Scotland Vision

Minority ethnic communities in Scotland have equality in physical and mental health as far as is achievable, have effective healthcare appropriate to their needs and experience fewer inequalities in housing and home life.

Goals

26. Minority ethnic communities and individuals experience better health and wellbeing outcomes

27. Minority ethnic communities and individuals experience improved access to health and social care services at a local and national level to support their needs

28. Scotland's health and social care workers are better able to tackle racism and promote equality and community cohesion in delivery of health and social care services

29. Scotland's health and social care workforce better reflects the diversity of its communities

30. Minority ethnic communities experience fewer housing inequalities

Key themes

The final area of the Race Equality Framework covers health, housing, social work and social care issues.

Over the past twenty years, a fairly small amount of race equality policy has focussed on these areas. Only 89 actions and commitments were drawn out of the various publications examined in this review.

This is likely to be partly as a result of race equality policy in the health sector focussing less on strategies produced at centralised Scottish Government / Executive level, and more on health sector specific policy, such as the recommendations of NHS Scotland's Fair for All report.[86]

Of the 89 actions and commitments identified, 29 consisted of basic commitments to consider race equality within a mainstream policy or service. 16 of these related to health and social care, 1 to child protection and 12 to housing.

Involving minority ethnic people in health policy was the subject of 10 commitments, and a further 3 related to involvement in housing policy. 12 related to data gathering (7 in health, 4 in housing). 9 related to promotion of services (7 in health and 2 in housing).

The remaining commitments were on subjects including:

- Diversity in the health and social care workforce
- Tackling inequalities in the housing and planning system affecting Gypsy/Travellers

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[86] NHS Scotland (2001) Fair for All

- Policy development matters in the health sector, such as work to meet the public sector equality duties, action planning and formation of advisory groups

No examples of measurable change impacting minority ethnic people in these policy areas were identified in any of the progress reports included in this review.

Evidence on inequalities and change over time
Key Issues:

- Although minority ethnic groups are less likely to have long-term limiting health conditions and disabilities (see Figure 22), there are differences among minority ethnic groups, with worse outcomes for Gypsy/Traveller and Pakistani communities
- Minority ethnic groups are less likely to report health damaging behaviours such as smoking, excessive alcohol consumption and drug misuse; however, there is a mixed picture in relation to other health and wellbeing indicators, such as participation in physical activity and obesity levels
- Some specific health conditions are more likely to be experienced by people in particular minority ethnic groups, but data on these issues for Scotland is patchy
- Racial disparities in housing have persisted for decades - housing deprivation is not exclusive to BME groups, but the persistence of racial discrimination means that such groups are at greater risk
- Minority ethnic households are generally younger, more likely to be experiencing overcrowding and more likely to be privately renting (with associated higher financial costs)
- Non-white individuals are more likely to be homeless than white individuals

Lack of effective data collection and small sample sizes mean reliable data is lacking in home-related policy areas, particularly focusing on family units; reliable and up-to-date evidence that differentiates by housing tenure is an essential first step towards solutions to inequality in housing for BME people

In many cases there is a lack of adequate data over time in relation to health and ethnicity in Scotland. CRER research in 2020 highlighted that for the Health outcome of the Scottish Government's National Performance Framework, no ethnicity data is currently published on Equality Evidence Finder.[87]

Health indicators such as health risk behaviours, healthy life expectancy, healthy weight, active travel journeys, physical activity and premature mortality had no ethnicity data despite often having information available by age, disability, gender, SIMD 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.

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[87] CRER (2020) Scotland's National Performance Framework: Measuring outcomes for minority ethnic communities

The Expert Reference Group on Ethnicity and Covid-19 stated that data on ethnicity has been recorded in many NHS Scotland administrative systems for some time, but levels of recording and data quality have often been too poor to allow meaningful analysis.[88]

Scottish Health and Ethnicity Linkage Study (SHELS)
SHELS is one of the main sources of information about ethnicity and health in Scotland, linking census data on ethnicity to health datasets.[89] Studies from SHELS have shown, for example, that:[90]

- Pakistani men and women had the highest rates of hospitalisation and death due to heart attack
- Chinese men and women, other South Asian men and Pakistani women have substantially higher rate of hospitalisation for liver disease
- Compared to the White Scottish population, the highest rates of hospital admission for respiratory conditions were in Pakistani males and females and Indian males, whilst the lowest rates were seen in Chinese males and females

Additionally, SHELS data has demonstrated that 23 years after the introduction of the UK's national breast screening programme, the uptake at first invite is substantially lower for almost every BME group in Scotland, particularly for Pakistani and African women.[91] This matters because research shows that women who attend breast screening at first invitation are more likely to attend for subsequent screens. The consequent ethnic inequity in the extent of preventable cancer mortality may be marked, especially for Pakistani and African women.

The Scottish population has, by international standards, high rates of cardiovascular diseases, both coronary heart disease and stroke, and of type 2 diabetes. SHELS research has highlighted that the South Asian ethnic groups in Scotland, comprising mostly of people of Pakistani and Indian origins, have substantially higher rates of cardiovascular diseases and of type 2 diabetes compared to the White Scottish population.[92]

Through analysis of data over 2001-2013, SHELS also found that African men were over twofold higher risk of 'late' HIV diagnosis than white Scottish men.[93] The implication is therefore of more advanced HIV in African men and reduced opportunity for treatment which affects the survival rate of African men who are HIV positive.

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[88] Expert Reference Group on Ethnicity and Covid-19 (2020) Improving Data and Evidence on Ethnic Inequalities in Health
[89] The University of Edinburgh (no date) Scottish Health and Ethnicity Linkage Study
[90] NHS (2017) Measuring use of health services by equality group
[91] Scottish Government's independent adviser on race equality in Scotland (2017) Addressing race inequality in Scotland: the way forward
[92] South Asian Cardiovascular Diseases and Diabetes Task Force (2016) Mobilising the Scottish South Asian communities in the prevention of cardiovascular diseases and diabetes
[93] Scottish Government's independent adviser on race equality in Scotland (2017) Addressing race inequality in Scotland: the way forward

Long-term health conditions and general health

As minority ethnic groups tend to be younger than the majority population, it is important to adjust for age to in order to analyse the health of minority ethnic groups and their comparable population. In 2015, the Scottish Government published 'Which ethnic groups have the poorest health?' which used age standardised rates to compare ethnic groups of similar age.[94] CRER analysis found the following points of note: [95]

Bangladeshi and Pakistani women are roughly 10% more likely to suffer from health inequality than white women

Ethnic inequalities in health are most pronounced at older ages:

- 56% of all women aged 65 or older reported a limiting long-term illness, but over 70% of Pakistani, Bangladeshi and Gypsy/Traveller women at this age reported a limiting long-term illness
- Arab and Indian older women also reported high percentages of limiting long-term illness (66% and 68% respectively)
- 50% of all men aged 65 or older reported a limiting long-term illness, but 69% of Bangladeshi and Gypsy/Traveller older men reported a limiting long-term illness
- The Chinese ethnic group reported persistently better health in 1991, 2001 and 2011, with half or under half the white ethnic group illness rates for both men and women

In 2017, it was reported by NHS Health Scotland that Gypsy/Travellers had low rates of outpatient appointments, hospital admissions, accident and emergency attendances, cancer registrations and maternity hospital admissions.[96] It was suggested that this may be due to the under-recording of Gypsy/Travellers compared with the proportions reported in the census, and issues with accessing services.

Mental Health

The 2019 Inpatient Census, which is designed to provide an understanding of patients in mental health, addiction and learning disability beds, has published statistics on ethnicity of patients. This showed that Asian, Asian Scottish or Asian British people made up 2% of the patients, while African, African Scottish or African British made up a further 1%.[97] These proportions are relatively unchanged from previous years. However, this data does not show further information such as the gender, length of stay or type of bed occupied - psychiatric, addiction or learning disability – by ethnicity.

[94] Scottish Government (2015) Which ethnic groups have the poorest health?
[95] CRER (2016) Race Equality Framework for Scotland, Health and Home
[96] EHRC (2018) Is Scotland Fairer?
[97] Scottish Government (2019) Inpatient Census 2019: parts one and two

In 2013 the University of Edinburgh reported that minority ethnic populations in Scotland received varying levels of support for their mental health.[98] Its findings reported that South Asian and Chinese individuals in particular were often much later in entering mental health support services than those from other ethnic groups. In most minority ethnic groups in the study, those that went to hospital were significantly more likely to be treated under the Mental Health Act.

The report authors noted that difficulties in diagnosing and treating mental illness among minority ethnic groups at an early stage goes some way to explaining their findings. In general, a lack of awareness of support services available and reluctance to seek medical help due to social stigma within minority ethnic groups also contributed to this.

In 2017, the Scottish Government's independent adviser on race equality in Scotland recommended that the Scottish Government should commission research to identify the barriers and put forward a plan to address the unmet need and persistent ethnic inequalities in mental health care.[99]

Child Health
The Scottish Government's report 'Growing up in Scotland: Birth Cohort 2' revealed the following:[100]

- 75% of children whose main carer was white had 'very good' health, with a further 20% having good health; in contrast, 65% of those with non-white carers had 'very good' health, with 31% reporting 'good' health
- The mean number of different health problems was higher for children of white carers than for children of non-white minority ethnic carers (2.4 vs 2.2)
- Children with non-white carers were less likely to sleep through the night than children with white main carers (33% vs 21% respectively)

On children's social and physical development, CRER research has found that there are significant differences in the percent of children being recorded as with concerns or with some domains incomplete or missing by ethnicity at their 27-30-month health visitor review.[101]

Over the period 2015-2018, BME children were consistently less likely to have no recorded concerns. In particular, Asian children are less likely than the majority population of white Scottish children to have no recorded concerns, with this decreasing year on year.

For all children, the percentage recorded as without a concern but with some domains incomplete or missing has increased year on year. Significantly, this increase has impacted BME children disproportionately: in 2017/18, 43% of Black,

[98] University of Edinburgh (2013) Disparate patterns of hospitalisation reflect unmet needs and persistent ethnic inequalities in mental health care: the Scottish health and ethnicity linkage study
[99] Scottish Government's independent adviser on race equality in Scotland (2017) Addressing race inequality in Scotland: the way forward
[100] Scottish Government (2013) Growing up in Scotland: Birth Cohort 2
[101] CRER (2020) Scotland's National Performance Framework: Measuring outcomes for minority ethnic communities

Caribbean or African children and almost half of Asian children (47%) were categorised as without a concern but with some domains incomplete or missing.

It is not clear what the reasons for this are. Early child development is influenced by both biological factors (such as being born prematurely) and environmental factors (such as learning opportunities children receive). There may also be questions around the reliability of development assessments for BME children and families. Public Health Scotland have previously noted that 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 bi-lingual or multi-lingual household.[102] They therefore emphasise the importance of access to appropriate translation services.

However, the data shows that white Polish children have review results almost identical to the other white groups and do not seem to be 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 solely a result of language barriers, as Polish children are likely to be bilingual, 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.

Social Care

UK based research has found previously that social care services are failing to meet the needs and wants of minority ethnic older people, despite efforts at improvements. Research published in 2000, 'Researching Social Care for Minority Ethnic Older People: Implications of Some Scottish Research', focussed on the Pakistani community in Glasgow and their relationship, or lack of, to formal social care.[103] This concluded that, despite efforts of the staff to make social care 'user friendly' for this group, there remained considerable issues, with the very real needs of older Pakistani people often being left unmet.

As noted by the Expert Reference Group on Ethnicity and Covid-19, the need for social care provision that is tailored to an ethnically diverse population is likely to increase substantially in coming years, as the proportion of older people who are minority ethnic increases.[104] This will also necessitate better data collection.

Housing Cost Induced Poverty

Over the period 2014-19, despite already higher relative poverty rates before housing costs, data shows that housing costs substantially affect poverty rates for minority ethnic groups (see Figure 23). Housing costs had much less of an impact on poverty rates for the majority white British group, with the biggest impact on people from white other background and Asian or Asian British background.

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[102] Public Health Scotland (2019) Child Health 27-30 Month Review Statistics. Scotland 2017/18
[103] A. M. Bowes and N. S. Dar (2000) Researching Social Care for Minority Ethnic Older People: Implications of Some Scottish Research
[104] Expert Reference Group on Ethnicity and Covid-19 (2020) Improving Data and Evidence on Ethnic Inequalities in Health

Housing Tenure

Much of the available data on housing and ethnicity in Scotland is derived from the Census, and so trends over time will only be identifiable once results from the 2022 Census are published.

According to the 2011 Census, BME people in Scotland are generally underrepresented in the social housing sector.[105] Asian groups are particularly underrepresented within social housing, with only 11% of Pakistani and 5% of Indian groups residing with social housing compared to the majority group of white Scottish people at 22%.

More recently, the Scottish Housing Regulator provided statistics on ethnicity of social tenants showing that, in 2014/15, ethnicity was unknown for a third of tenants and the known percentage of tenants from a BME group was only 2.3%.[106]

The 2011 Census also showed rates of housing ownership are lower for BME groups than the white population.[107] All minority ethnic groups are underrepresented in the home ownership tenure rate aside from the Pakistani group.

It should be noted that while overall home ownership is higher in certain non-white minority ethnic groups than the overall population, this is not necessarily an indicator of financial success; in fact, according to the Joseph Rowntree Foundation, some individuals feel forced to buy their own homes due to a lack of viable alternatives in other tenures.[108]

All minority ethnic groups in Scotland had an above average tenure rate recorded as private rent or living rent free in the 2011 Census.[109] While the flexibility of private renting is attractive to some people, the insecurity can be problematic for others. The connections between privately rented housing and poverty are well documented: rent is typically higher than in social housing, rental rates often rise above the level of inflation or wages and there can be challenges in obtaining the money necessary for deposits, contributing to a risk of homelessness.

Levels of private rent are often not fully covered by Local Housing Allowance, which in effect can reduce the volume of private rented sector accommodation available to low-income households. Given that BME people in Scotland are twice as likely to be in poverty as white British people they may be more likely to utilise Local Housing Allowance support and any shortfall since the rates were previously frozen may be likely to lead to an enhanced risk of poverty.[110]

Among Gypsy/Travellers, there are higher rents and electricity charges on sites compared to costs in social housing, contributing to a significantly disadvantaged socioeconomic status.[111]

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[105] Scottish Government (2015) Analysis of equality results from the 2011 Census part 2
[106] CRER (2020) Minority Ethnic Communities and Housing in Scotland - Room for Improvement?
[107] Scottish Government (2015) Analysis of equality results from the 2011 Census part 2
[108] Joseph Rowntree Foundation (2011) A review of poverty and ethnicity in Scotland
[109] Scottish Government (2015) Analysis of equality results from the 2011 Census part 2
[110] CRER (2020) Minority Ethnic Communities and Housing in Scotland - Room for Improvement?
[111] Joseph Rowntree Foundation (2011) A review of poverty and ethnicity in Scotland

The housing tenure rates from the 2011 Census are in line with findings from Scottish Household Survey from 2001 to 2018.[112] These all showed that non-white minority ethnic groups are over-represented in private renting, but under-represented in home ownership and social housing.

BME communities in Scotland tend to have a younger age profile and younger people are more likely to reside within private rents, whereas older people are more likely to own their own home. However, age profile alone does not explain the different tenure types by ethnicities.

Overcrowding

Research has found that minority ethnic households are more likely to suffer overcrowding.[113]

Analysis of the 2011 Census demonstrated that 'White: Polish' households had the highest rate of overcrowded households (30%), followed by 'Bangladeshi' and 'African' households (28%). Conversely 'White: Scottish' and 'White: Other British' households were the least likely to be overcrowded (8% and 6% respectively)[114] According to the Equality and Human Rights Commission, in 2013 a higher proportion of ethnic minority than white households lived in overcrowded housing in Scotland (11.8% compared with 2.9%).[115]

Similarly, data from the Scottish House Condition Survey 2016-2019 demonstrated that a significantly higher proportion of households with a minority ethnic highest income householder were overcrowded (7%), compared to households with a white Scottish/British highest income householder (2%).[116] This suggests that racial inequalities in overcrowding are persistent.

Homelessness

There is little consistent evidence on homelessness amongst BME communities in the current Scottish context, again making trends difficult to identify. In 2004, Scottish research found that there was an over-representation of BME people who present as homeless and called for an appropriate response in terms of policy and practice.[117]

In 2011, the Scottish Census results showed that the non-white minority ethnic population had a greater rate of individuals in 'hostels for homeless or temporary shelter', representing 6.5% of the residents.[118]

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[112] The Scottish Government (2015) Scotland's People Annual Report: Results from the 2014 Scottish Household Survey; Scottish Government (2019) Scottish Household Survey 2018: Annual report Data from 2001-2005 discussed in Joseph Rowntree Foundation (2011) A review of poverty and ethnicity in Scotland
[113] Netto, G., Fancy, C., Pawson, H., Lomax, D., Singh, S., Power, S. (2004) Black and Minority Ethnic Communities and Homelessness in Scotland. Scottish Government.
[114] Scottish Government (2021) Housing needs of minority ethnic groups: evidence review
[115] EHRC (2016) Healing a divided Britain: the need for a comprehensive race equality strategy
[116] Scottish Government (2021) Housing needs of minority ethnic groups: evidence review
[117] Netto, G., Fancy, C., Pawson, H., Lomax, D., Singh, S., Power, S. (2004) Black and Minority Ethnic Communities and Homelessness in Scotland. Scottish Government.
[118] CRER (2016) Race Equality Framework for Scotland: Health and Home

In relation to statutory homelessness, in 2018/2019 2728 BME people in Scotland made a homelessness application (approximately 7.4% of total applications).[119] This represents an increase of approximately 11% from the previous year.

Measures which the Joseph Rowntree Foundation suggest to reduce homelessness in minority ethnic communities include:[120]

- Provision of high-quality advice and information
- Increased recognition of the existence of hidden homelessness and the particular accommodation needs of minority ethnic families
- Ethnic monitoring of service provision and regular review of services

Housing Condition
The poor quality of housing and surrounding neighbourhoods is another significant issue faced by minority ethnic individuals, including access to key facilities.

Research on migrant communities found evidence of substandard accommodation, including unsafe living conditions, poor furnishings and inadequate heating. [121] Poor living conditions were also found among asylum-seekers and refugees, with high-rise flats identified in research as inappropriate for families with young children and those with disabilities or long-term health conditions.[122]

Data from 2016-19 has shown higher rates of disrepair for minority ethnic households.[123] Higher rates of disrepair in the private rented sector combined with the higher prevalence of this tenure for minority ethnic households is suggested to be a likely contributor to these higher rates of disrepair.

There is a lack of data over a longer period detailing how housing quality affects minority ethnic groups. However, housing conditions have been suggested as one of the possible explanations for the disproportionate impact of Covid-19 on BME groups[124] showing how vital data in this area is.

Considerations for future policy
The policy environment in relation to race and health has changed dramatically over the course of the Coronavirus pandemic. Scottish Executive's 2002 Race Equality Scheme[125] highlighted evidence of additional vulnerability to infectious diseases amongst some minority ethnic communities, and this would be tragically echoed in the dramatic health inequalities exposed by the pandemic in 2020.

In recognition of this, Scottish Government convened a multi-agency Expert Reference Group (ERG) on Covid-19 and Ethnicity, bringing together senior

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[119] CRER (2020) Minority Ethnic Communities and Housing in Scotland - Room for Improvement?
[120] Joseph Rowntree Foundation (2012) Poverty and ethnicity in Scotland
[121] Ibid
[122] Ibid
[123] Scottish Government (2021) Housing needs of minority ethnic groups: evidence review
[124] McKee, K., Pearce, A., Leahy, S. (2020) The Unequal Impact of COVID-19 on Black, Asian, Minority Ethnic and Refugee Communities
[125] Scottish Executive (2002) Working Together for Race Equality

professionals from the health sector, third sector and academia with expertise on race and health.

The recommendations of the ERG were set out in two reports,[126] one covering data and evidence gaps and one covering systemic issues and risks. The latter set out a wide variety of evidence demonstrating the impact of factors including housing inequalities, employment inequalities and structural racism on minority ethnic people's health.

The ERG's recommendations provide a solid foundation for beginning to address these inequalities through national policy.

Areas which Scottish Government may wish to consider in its future approach to race equality policy include:

- How best to implement the recommendations of the Expert Reference Group on Covid-19 and Ethnicity
- Co-ordinated approaches to capacity building on race equality in the health sector, taking into account its size and complexity
- Strengthening the availability of consistent, robust housing data disaggregated by ethnicity
- Targeted work to address minority ethnic communities' disproportionate concentration in the private rented sector and disparities in overcrowding and housing quality

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[126] Scottish Government (2020) Expert Reference Group on Covid-19 and Ethnicity

National Agencies and Non-Departmental Public Bodies

CRER gathered documents from Scottish Government's national agencies and non-departmental public bodies through a web search and Freedom of Information Requests. The aim was to establish the extent to which they have developed their own race equality strategies.

Documents were gathered from 30 national agencies/bodies in total, with over 300 documents published between 1999 and 2020 identified.

The vast majority of agencies/bodies did not appear to have developed specific strategies or approaches on race equality. Only legally required publications under the public sector equality duties and previous race equality duty could be identified for 12 of the organisations (over 150 documents). For seven organisations, this included the race equality schemes published under the pre-2011 race equality duty as well as documents published under the current public sector equality duty. It is likely that the failure to identify these from the other national agencies subject to the race equality duty is due to changes in availability over time – it proved easier to locate older documents from the Scottish Government/Executive documents than from other national agencies/bodies.

For a further 7, a combination of legally required publications and generic policies and plans which mentioned race equality were identified. Around 50 of these were standard documents such as annual reports and corporate plans, and just over a further 50 concerned internal employee issues only.

As mentioned, very few organisations had produced any specifically race-focussed strategies, plans or reports with recommendations outwith the previous race equality schemes. However, 2 particular examples are explored in the following case studies.

Where any form of race equality specific document was produced, these were very rarely followed up with progress reports. This means it was not possible to meaningfully identify trends or outcomes of dedicated race equality work undertaken by national agencies.

However, it is possible to identify some points of notable practice within the equality publications gathered from national agencies.

Case Studies

1. Two contrasting approaches to diversity

One organisation published a diversity strategy aimed at improving representation for 'under-represented groups'. However, the strategy at no point identifies which groups are under-represented. The wording is generic throughout, meaning that the organisation's ability to take targeted action may be limited. The lack of baseline data on under-representation means that no clear mechanism for reporting change is available.

Previous research has demonstrated clearly that the most successful approaches to demonstrating the impact of equality work occur where:[127]

- The end goal is clearly articulated, in terms of the change the organisation wants to make in the lives of people with specific protected characteristics
- The intervention the organisation makes is clearly targeted at creating this change
- Reporting mechanisms use robust indicators and work from a defined baseline

The Diversity Strategy in itself does not seem to support the targeted approaches which have been shown to work. It may be that an action plan sits alongside this strategy, however it is not part of the public-facing document. Readers are therefore unable to identify who the Strategy aims to benefit, or what challenges the organisation is facing in terms of representation.

In contrast, another organisation carried out intensive research on diversity within its sector. The result was a detailed and well-publicised report. This included equality monitoring data and statistical analysis of the barriers people with specific protected characteristics perceived, disaggregated by particular parts of the sector, and qualitative views on the barriers. However, recommendations or actions were not included in the report. This means that the response to these barriers was unclear.

2. A promising report with less promising outcomes

A national agency undertook research into barriers to participation that minority ethnic people experienced in its sector. This was published in a short, easy to understand summary alongside a small number of practical, targeted recommendations.

Rather than being positioned as a strategy, this was positioned as a capacity building document. As one of very few examples of a race focussed policy document produced by a national agency, had the report provided a stronger imperative for implementing the recommendations within the sector, it is possible that significant change could have been achieved.

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[127] CRER / Equality and Human Rights Commission (2018) Effectiveness of the PSED Specific Duties in Scotland

No follow-up or progress report has been published, and it is unknown whether any organisations in the sector implemented the recommendations.

A recent equality research report commissioned by the same national agency did not include any information about race equality or barriers faced by minority ethnic communities in its key findings, despite a survey conducted by the national agency showing that participation levels for minority ethnic groups were approximately half the level they should be. The significant inequalities that the previous recommendations aimed to address had persisted due to lack of action.

This demonstrates how momentum can quickly be lost when race equality work has an encouraging start, but fails to focus on implementing action. It is not enough to simply acknowledge racial inequalities. Where racial inequalities are recognised but not addressed, a choice has been made to allow these inequalities to continue. This indicates that institutional racism is at play.

3. A high-level strategy with local results

As stated previously, specifically race equality focussed plans and strategies were vanishingly rare, and progress reporting generally was not carried out unless as part of public sector equality duty work. There was one particular exception to these trends.

A large national agency published a race-specific strategy, based on the results of an audit of race equality issues in their sector.

Their framework for creating the strategy, which other organisations in the sector were encouraged to use in setting their own actions, considered factors such as (paraphrased):

- Does the organisation understand local demographics in terms of ethnicity, geography and socio-economic status, and has it used this data to inform service development?
- Does the organisation understand the barriers minority ethnic communities face in using their services, and what has been done to remove these?
- Does the organisation involve and engage minority ethnic stakeholders?
- Does the organisation have an emphasis on race equality in its role as an employer, including through Human Resources strategies and continuing professional development for staff?
- Does the organisation have the motivation and the right infrastructure on race equality to ensure its work is up to date and effective?

The strategy set out a series of broad actions for organisations in the sector to follow, based on the results of the audit. Chief Executives of these organisations would be expected to lead the work forward, using the broad actions within the strategy and the framework to tailor an action plan of their own. A monitoring and reporting framework was later provided.

Working with independent race equality specialists as partners, a comprehensive progress report was released. This linked the strategy clearly to legally required race equality action plans as well as specific plans under the strategy, giving a holistic view of both progress and next steps.

Progress was distinctly mixed, with many of the findings regarding the robustness of approaches echoing the considerations for strengthening practice outlined at Section 2 of this review (p. 81). For organisations within the sector, however, the findings of the progress report appear useful, setting out clear examples of good practice and weak practice. The recommendations given tended to be specific recommendations for practice (as opposed to the common tendency for recommendations to simply echo concerns without a strong indication of how these can be redressed).

Interestingly, the progress report stated that requirements to produce race equality schemes and action plans had been beneficial in enabling organisations to understand institutional racism, with the result that they were able to develop a local consensus for cultural and organisational change.

This could be seen as linking to the concerns of the race equality sector on the enactment of the Equality Act 2010, which they believed would weaken the focus on race equality.[128] Both in the documents gathered from national agencies and in previous research, it has been evident that this did come to pass; where organisations previously published full race equality action plans, more recent public sector equality duty reporting rarely includes meaningful action on racial inequalities, even where these are evident within reporting[129] (although this research has also demonstrated that even where actions are in place, there is no guarantee of change; the effectiveness of the actions is a greater concern than the volume).

Overall, this was the most promising example of a standalone race equality strategy implemented by the national agencies. However, progress reporting still lacked a focus on change in the lives of minority ethnic people. It focussed instead on the extent to which the actions had been implemented, and associated processes, practices and outputs. This is perhaps the most common 'missing link' in race equality work in Scotland's public sector, and has persisted over time.

Looking at approaches to equality within the national agencies, it is clear that most equality work is not designed and implemented in a linear or cyclical form that enables change to be measured. This is especially the case for equality work that, whilst no doubt aligned to it, was not part of formal public sector equality duty reporting.

In all cases, one or more of the following essential steps was missing:

- Setting out evidence and baselines
- Specifying the change they want to create in the lives of people with specific protected characteristics

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[128] UK Joint Committee on Human Rights (2020) Black People, Racism and Human Rights
[129] CRER / Equality and Human Rights Commission (2018) Effectiveness of the PSED Specific Duties in Scotland

- Detailing the types of targeted, evidence based intervention they will deliver (including information on responsibility for implementation)
- Performance measurement and accountability measures, setting out performance indicators, targets and/or milestones
- Reporting on progress using robust measures of change which clearly relate to the inequality being tackled and the interventions delivered

It was beyond the remit of this review to undertake a detailed examination of the public sector equality duty publications produced by national agencies. However, a previous programme of research conducted by CRER on behalf of the Equality and Human Rights Commission on this subject had findings regarding processes and practices which echo the findings of this review.

In particular, the research found:[130]

- Organisations poorly articulated the change they intended to create through equality work, focusing on actions instead of outcomes
- Progress reporting was weak, so tracking the difference equality work has made over time was generally not possible
- The link between evidence of inequalities and the equality work undertaken by public bodies was often unclear
- Organisations very rarely developed a comprehensive planning and performance measurement system for their equality work, and where they had, this did not necessarily indicate that it would be used in practice
- Persistent gaps could be identified in the availability and use of equality data
- A need to shift focus from simply gathering data to using it effectively to produce change was identified

In relation to public sector employment specifically, the Scottish Parliament Equality and Human Rights Committee's 2020 inquiry report on race equality, employment and skills[131] clearly demonstrated that public bodies, including national agencies, had some way to go in understanding and tackling racial inequalities.

Its conclusions stated:

- The Committee is unanimously of the view that, despite all the mechanisms or tools at the disposal of public authorities, including their responsibilities under the public sector equality duty (and the Scottish specific duties), the ethnicity employment gap remains unacceptable and much more needs to be done to reduce the ethnicity pay gap and occupational segregation
- The Committee concludes that Chief Executives and senior leaders within public authorities must demonstrate leadership in this area. It is two decades past the time for acknowledging there is work to do. Now is the time for concerted, definitive action to be taken

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[130] CRER / Equality and Human Rights Commission (2018) Effectiveness of the PSED Specific Duties in Scotland
[131] Scottish Parliament Equality and Human Rights Committee (2020) Race Equality, Employment and Skills: Making Progress?

- This Committee sincerely hopes that our successor committee will not have to revisit this subject, unless it is to reflect on the result of positive action, accountability, and eradication of institutional racism

A strong response from Scottish Government ensued, with the Cabinet Secretary for Fair Work, Jamie Hepburn MSP, writing to all public bodies about the importance of tackling institutional racism. He requested information from these organisations on their approaches to implementing the report's recommendations. This led to the online Race Employment Summit in March 2021, where organisations were asked to sign up to a joint statement affirming their commitment to implementing the recommendations.

This is a positive example of Scottish Government using its influence to encourage consistent approaches to race equality in the public sector, and an indication that Scottish Government is increasingly working from an anti-racist perspective.

An earlier evaluation of work undertaken by the Equality and Human Rights Commission in Scotland to support public bodies, including national agencies, to better perform the equality duties published findings which remain relevant today.

In particular, the evaluation identified opportunities to better support public bodies to successfully undertake equality work:[132]

- There were clear indications that 'one to one' support was the most effective form of support
- Support interventions needed to be proportionate and targeted ways of dealing with, and supporting different types and sizes of organisations, particularly smaller organisations
- There appeared to be a perceived disconnect for authorities that are remote from the central belt; methods of improving connections with these organisations to ensure that they have greater access to a range of good practice needed to be explored
- Performance measurement was a challenge, particularly for smaller organisations; tailored training, support and guidance were recommended

The body of evidence available on race equality work within national agencies and other public bodies suggests that, despite good intentions, many missed opportunities and inconsistencies have hampered progress.

Scottish Government may wish to consider whether there are opportunities to offer support and guidance to its national agencies on embedding race equality work.

Examples of interventions that Scottish Government could consider include:

- Working with the Equality and Human Rights Commission, if possible, to identify ways to strengthen enforcement of the Scottish specific public sector equality duties

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[132] ODS Consulting (2015) Evaluation of the Improving Equality Outcomes Project

- Assisting national agencies to 'join up' their approaches to seeking expertise and capacity building on race equality
- Identifying incentives to motivate national agencies to increase their focus on embedding race equality, accompanied by disincentives for inaction (for example, working with audit and inspection bodies and using levers such as outcomes agreements and funding requirements)
- Building on the work begun through the 2021 Race and Employment Summit, where public bodies were asked to sign up to a joint statement committing to tackling institutional racism and implementing the recommendations of the Equality and Human Rights Committee's inquiry report on race equality, employment and skills

Community Involvement Findings on Race Equality

Scottish Government/Executive has undertaken several rounds of consultation with minority ethnic communities and community organisations during the review period (1999 – 2020).

This is distinct from in depth processes over longer periods of time involving stakeholders who have specific expertise on race equality (such as the Race Equality Advisory Forum whose influential report was published in 2001). The policy making implications of convening advisory/expert groups for partnership working processes is explored further at p.99.

Community involvement processes with a reach into grassroots community groups and their members have been conducted to inform some, but not all, national race equality strategies.

Two of the published findings reports from these processes, one from 2003 and the other from 2015, have enough similarity in approach to enable comparison of the different views collected over time.[133]

Both documents had a focus on identifying suggested solutions to racial inequalities in various policy areas, which can be collated to mirror the priority areas within the Race Equality Framework for Scotland.

The following table summarises the proposed solutions in each area.

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[133] Scottish Executive / Blake Stevenson (2003) Focus Groups with Minority Ethnic Communities
Scottish Government / CRER (2015) Community Ambassadors Programme – Findings Summary

Solutions proposed through community involvement

Policy area	Solutions proposed - 2003	Solutions proposed - 2015
Community cohesion and safety	Increase awareness and provide information on police procedures to enlighten and educate people, for example, shop owners	Enforcing anti-racism policies and procedures at work and in other areas
	The police should be transparent as to when an incident is being dealt with as a racist incident and when it is not and what difference this makes to procedures	Keeping racism on the political agenda, and ensuring public bodies tackle discrimination and racism
		Awareness raising campaigns about racism in Scotland
	Police feedback to communities and development of dialogue especially between the police and local businesses	Tackling negative stereotyping within the media
		Addressing intolerant attitudes in the white majority ethnic community
	Integration can only occur if majority population understands different cultures, therefore there is a need for education	More integration focussed community activities and community learning, e.g. cultural awareness programmes and events
	No religious teaching should take place in schools to stop barriers being constructed and differences highlighted	Funding for effective community cohesion projects, which should be monitored and evaluated
	Develop a programme to integrate people	Work that involves both minority ethnic and white communities, is led by local people and engages people on a local, grassroots level
	Alert different groups to different activities and disseminate information	
		Community centres run by minority ethnic groups and funded by the government
	Introduce Gypsy/Traveller ways of life into education – for both adults and children – to assist understanding and integration	Ending social isolation for minority ethnic groups
		Tackling anti-social behaviour and street harassment, including through preventative work
	More community organisations for Gypsies/Travellers to act as representatives / advocates	More visible community policing, improved CCTV, and more community liaison officers
	A TV media campaign along the lines of HEBS anti-smoking and the Scottish Executive's domestic abuse	

	campaigns to highlight issues of racism and discrimination in Scotland and what it means in the daily lives of people from minority ethnic communities Collaborative work should be developed between minority ethnic traders, the police and local council to protect businesses from racist crimes	Increasing representation of minority ethnic people within Police Scotland, with changes in Police Scotland's organisational culture, recruitment practices, retention rates, promotion practices and accountability to address this Police Scotland working more with minority ethnic groups to improve connections and cultural awareness Ensuring that minority ethnic groups receive equality in their treatment by police Investigating racist incidents more pro-actively and transparently and ensuring that racial aggravation charges are made where appropriate Ensuring that hate crime is appropriately prosecuted, with harsher punishment than currently applied More action to encourage reporting of racism and hate crime, with recognition that poor relationships between police and communities are resulting in under-reporting Establishing an external, independent agency to oversee Police Scotland (similar to PIRC) with minority ethnic representation
Participation and representation	Equally important is for ethnic groups to understand that it is OK to integrate. Need for awareness raising, support organisations and education of minority ethnic groups. Also need to build confidence of minority ethnic people to feel happy integrating to majority activities and "to feel OK about participating"	Positive action to remove barriers to participation The introduction of quotas or targets (for participation in decision making structures) Enforcement of equal opportunity in recruitment / selection on to representative structures More recruitment, training and mentoring for potential minority ethnic candidates by political parties

	Wider availability and better funding of minority ethnic women's groups, paying special attention to the needs of girls and older women	Awareness raising to encourage engagement with politics and activism, and more use of political shadowing schemes and other capacity building programmes
	Greater availability of women only sessions/nights at social and leisure venues to allow women the opportunity to socialise	The formation of a national minority ethnic representative body to engage with communities
	Wider availability of the support offered by organisation to fit in with the hours worked by small traders	Minority ethnic groups should be better consulted and engaged in decisions that affect their lives
	Recognise institutional racism by mainstream services and make adjustments to understand and meet the needs of people from minority ethnic communities	Engagement should be with a variety of minority ethnic groups rather than one community, and should involve a broad range of people including young people
		Consultations should be more genuine, bespoke, inclusive, informative, and accessible, without using political jargon
		Post-engagement activities need to be improved, including feedback, taking action on results
		Support should be provided to empower communities to organise themselves
Education and lifelong learning	Multi-faith religious education as an essential part of the school curriculum	Better action to ensure parents and pupils have their voices heard
	Children having access to language and religious classes at school	Equality education in all schools, built in through the Curriculum for Excellence and addressing issues of racial inequality, minority ethnic culture and history
	Multi-faith religious education as an essential part of the school curriculum	More opportunities for modern language classes which reflect non-European minority languages
	Cultural awareness training for all teachers and staff	More opportunity for minority ethnic children to obtain places at high-performing schools
	Educate everyone at school on cultures and religions to get rid of ignorance	

		Ensure that head teachers are committed to and provide strong leadership for multi-cultural awareness	More individualised, holistic support and guidance for minority ethnic pupils and their families
		A general curriculum that reflects cultural diversity so making children aware of different diets, religions etc.	Targeted help for those with additional support needs
		Increased sensitivity in schools to racially motivated bullying and potential racial elements of bullying	Addressing eligibility issues for school meals and grants which affect some categories of migrants
		Racial elements built into anti-bullying policies in schools	Race equality training for staff
		Greater recognition and understanding of non UK qualifications	Programmes for minority ethnic groups to offer additional support where needed
		English classes taught by tutors from different ethnic groups	More representation of minority ethnic people in the teaching workforce, including at senior levels
		Increased learning resources made available in different languages	More financial support for further and higher education
		Discrimination against Gypsy/Traveller children and lack of recognition of lifestyles	Addressing institutional racism in the school system
		Ensure that Gypsy/Traveller children receive at least a basic primary education	Action to ensure minority ethnic children do not feel segregated or discriminated against
		Offer alternatives to Gypsy/Traveller children to allow increased access e.g. half days, 4 day week, allow children to work with parents	Tackling stereotyping of minority ethnic groups in education and the curriculum
			Educating pupils and teachers about cultures, race and racism
			More support for pupils and students facing racism, including schemes to encourage reporting of racist incidents
			Recognising and dealing with the links between racial inequality and poverty which can affect pupils
			Ensuring that recent migrant and asylum seeking families understand the education system

		Improvements in careers advice and support at school for minority ethnic pupils, with a wider variety of options and post-school destinations discussed (for example apprenticeships)
		Engaging with parents as well as pupils on career paths and post-school destinations
		Better work experience opportunities for school pupils and young people through work shadowing, placement programmes and internships, and an increase in vocational learning (monitoring take up of all of these for potential inequality or discrimination)
		For transitions from higher and further education to work, tackling the common problem where minority ethnic graduates are employed in low quality jobs despite being highly qualified
		English as an Additional Language provision - better access to free classes that are flexible in time and place, family-friendly and provided at an appropriate level (e.g. advanced ESOL for professionals)
Employability, employment and income	Effective enforcement of race and equal opportunities legislation Challenge employers formally e.g. by using solicitor and making a formal complaint Increase cultural awareness and understanding amongst employers through education e.g. on dress, need for prayer, eye contact and so on Discrimination through ethnic monitoring forms	Better enforcement of the Equality Act 2010 Tackling pay discrimination and occupational segregation for minority ethnic workers (in both occupation and seniority / career progression) Equality and diversity / anti-racism training for Scottish companies and organisations Positive action schemes (some also supported legalising positive discrimination) Tackling nepotism in the workplace

	Explain more clearly to job applicants and employees, the value of ethnic monitoring forms	Tailored employability activities e.g. work shadowing, training, support for under-employed people
	Greater recognition and understanding of non-UK qualifications and work experience	More access to apprenticeship positions, including for older adults
	Educate employers on the processes of gaining a work permit for an employee and make process as easy and quick as possible	Better recognition of overseas professional and educational qualifications
	Make childcare accessible and affordable	Representation of minority ethnic people within shortlisting and interview processes
	Better communication and marketing to ethnic groups by organisations providing employment services and support	Anonymous applications
		Quotas and targets
	Traders highlighted the need for a change in the attitude of establishments and agencies to minority ethnic communities, especially financial institutions, the DTI, LECs and local authorities. It was felt that progress could not be made until attitudes changed. These agencies are seen to have very 'protective attitudes'	Improved monitoring and enforcement practices
		Tighter controls on application bias, including through ending word of mouth and other closed recruitment practices
		More support for minority ethnic applicants
	Inform wider audience of (business and enterprise) support available, using minority ethnic press	More financial support for small business owners and self-employed minority ethnic people
		Specialist support for minority ethnic business owners and potential business owners
	Raise awareness of benefits and entitlements in different languages and through local organisations and press	Impact of negative public opinion on opportunities for recent migrants, e.g. media stereotypes
		Education and advice for migrants on employment opportunities and rights
	Somebody or an organisation to advocate on the behalf of minority ethnic communities and to help them become more aware of citizenship and (welfare) rights	The need to raise employers' awareness about migrants' rights to work
		Asylum seekers need the right to work

Health and home	Wider availability of interpreters and interpreting services	More culturally sensitive services, where practitioners are aware of different needs, experiences and viewpoints (including culturally significant gender issues, practices which could be harmful to health and issues of stigma) across all health and social care services including mental health
	Note language needs on a patient's records	
	Investigate the possibility of a telephone help and information line which people could phone for general health information and guidance in their own language	
		Involving communities in service planning
	Investigate potential for 3-way conference calling between patient, clinician and interpreter. This is currently used by London police	Increasing diversity among health service workers
		Improving accessibility of services, including language interpretation and translation
	Extend GP appointment times to take into account people with language barriers who need to use an interpreter	Awareness raising about services and health issues, and preventative work with communities
	Preference to see doctor from same background to overcome language and cultural barriers	Better specialism and research among health practitioners about rare diseases and other health issues that are more prevalent in minority ethnic groups to help narrow health inequalities
	Wider advertisement of interpreting services to increase awareness amongst minority ethnic groups	
	Increase awareness of interpreting services amongst health staff	
	Increase awareness of how to use interpreting service amongst health staff and minority ethnic groups to ensure health staff share the responsibility of organising an interpreter	Ensuring that recent migrants, including asylum seekers, can access services which meet their needs (for example providing an induction process into the healthcare services, consideration of health norms in recent migrants' home countries, access to healthcare for those without leave to remain, specific mental health issues, support for those suffering domestic abuse without recourse to public funds and the NHS surcharge applicable to migrants)
	Interpreting service set up to be responsive so they can be contacted quickly in an emergency	
	Increased awareness of interpreting services	
	Ensuring health staff share the responsibility of organising a formal interpreter	Monitoring of all social housing applications to identify whether current methods of housing allocation are ensuring equality or not

	Educating staff that it is not adequate for informal or impromptu interpreters to be used	Better provision of information about housing services for minority ethnic groups
	Train interpreters to interpret medical and sensitive information	Tackling overcrowding where this is causing problems for minority ethnic families (without preventing those who want to from staying together in homes that could be seen as overcrowded)
	Combine interpreting services with advocacy and support services	
	Health care professionals in all sectors to be more culturally aware through education and training and gaining experience of working with people from different minority ethnic communities	An increase in social housing availability, especially larger style housing which can accommodate those who wish to live in extended family groups for cultural reasons
		Better housing conditions and property maintenance in social housing
	Challenge what was seen as institutional racism in council housing departments i.e. practice of placing minority ethnic groups in most deprived areas	Some participants felt that minority ethnic people were disproportionately offered housing in deprived areas, or within specific areas with a concentration of minority ethnic residents, and that these practice should be stopped
	Positive action to ensure that minority ethnic groups are not 'segregated' into specific areas	
	More and better located sites for Gypsies/Travellers use with cheaper pitch costs	
	Better access to site management services, for example extended opening hours	More Government control and enforcement with regard to the private rental sector, including how properties are advertised, offered for rent and maintained
	Greater consistency of site rules across the country	Increasing availability of affordable homes to rent and buy
	Consultation on the location of sites and the facilities required	More housing support, advice and schemes to support home ownership
		Improving provision and awareness of services for minority ethnic people at risk of, or experiencing, homelessness

		Tackling barriers for recent migrants, especially around landlords' perceptions of whether they are legally allowed to reside in Scotland and associated discrimination and around destitution for asylum seekers who have been refused leave to remain

It is evident throughout both reports that the solutions proposed are aiming to deal with the same entrenched racial inequalities, and in some cases those solutions are almost identical.

For example, both groups of consultees recommended:

- Action to increase transparency in racist incident investigations by the Police
- Action in the education system to train teachers, tackle racist bullying and diversify the curriculum
- Better enforcement of equality law in workplaces, access to employment rights advice and removing employment barriers related to migration
- Improving culturally responsive approaches to healthcare and access to interpretation in healthcare settings
- Tackling inequalities and discrimination in housing

Despite the clear continuing issues raised by both groups, the focus does shift in terms of where the groups believe solutions lie over time.

The 2003 report has a greater focus on issues affecting new migrants, people requiring translation and interpretation, and cultural awareness. This may be partly as a result of the composition of participants. A total of 196 people from minority ethnic communities participated in the research across 29 focus groups arranged by consultants Blake Stevenson. This was considerably fewer than the number participating in 2015 (just over half). Information given about participant groups suggests that people facing specific migration and language related barriers were likely to be over-represented in comparison to people whose experience of racial inequality is more linked to structural racism.

The 2015 report, meanwhile, has a commensurately greater focus on structural and institutional solutions. In this case, 389 participants were involved through peer-led focus groups with trained community facilitators nominated by grassroots community groups.

The involvement mechanism may also have played a part in creating differences in suggested solutions; although both exercises were undertaken through focus groups, the 2015 model required members of each focus group to agree on a set of solutions to put forward. This potentially strengthened the focus on practical and targeted solutions, as 'fringe' views and concerns related to factors other than race were filtered out (preventing, for example, the situation seen in 2003 where conflicting recommendations said that no religious education should be given in schools at one section, and that more religious education should be given in schools at other sections).

As previously mentioned, the results of involvement exercises are not always reflected in action taken subsequently. Its impact is unclear, especially as progress reporting focuses on involvement having been carried out as opposed to what changed as a result. The 2015 process, on the other hand, resulted in the visions and goals of the resulting Race Equality Framework 2016-2030 being developed directly based on the results of involvement. The findings report was published in

sections matching the layout of the Framework, enabling direct comparison between community members' views and the resulting policy commitments.

Whilst it is outwith the remit of this review to research the full range of involvement processes, this merits further consideration. There is a need to address concerns within the race equality sector (particularly for less policy-orientated organisations) regarding the impact, meaningfulness and appropriateness of involvement mechanisms. Consultation fatigue, lack of resourcing for policy engagement, burn-out due to competing demands and the emotional labour involved in revisiting experiences of racism are all factors which require consideration.

Although less often explored, there are implications for policy makers undertaking involvement too, including the emotional toll of 'running two scripts' when required to act simultaneously as professional policy makers and with empathy regarding issues they may have limited personal ability to make decisions about.[134]

Further discussion of the challenges policy makers face in interpreting and responding to views put forward by stakeholders is explored within the section on identifying solutions, at p. 93.

Scottish Government may want to consider ways to strengthen approaches to involvement.

- Working with race equality stakeholders to develop shared principles on the involvement of minority ethnic communities and those who represent their interests
- Assessing the extent to which involvement with race equality stakeholders meets the National Standards for Community Engagement
- Reviewing the outcomes of previous minority ethnic engagement in consultation and involvement in order to address possible weaknesses in practice within policy making which may be limiting its influence
- Identifying and addressing any capacity building needs amongst civil servants responsible for engaging and involving race equality stakeholders

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[134] See What Works Scotland (2015) Policy Making: Does Anyone Care?

2. Anti-Racist Policy Design and Delivery

It is clear that, over the past twenty years of devolved race equality policy in Scotland, the same themes and priorities are reflected across the national strategies, reflecting the entrenched inequalities they aim to tackle. Despite this, progress has been limited. This suggests that although the focus has been in the right place, design and/or implementation has missed its mark. The way in which strategies are designed and implemented is, in many ways, just as important as their content.

This section explores the learning which can be gained by looking at the relative success of different approaches to policy making on race equality. It is informed by the review of national strategies, and also by work previously undertaken to examine the equality policy environment.

Evidence on policy making for equality in Scotland

Policy development is a subject of significant interest for researchers globally. In Scotland, this research has very rarely related to race equality policy.

However, a small number of relevant recent publications can be identified. The most relevant of these is perhaps mixed-method research carried out by Professor Nasar Meer as part of his Royal Society of Edinburgh Personal Research Fellowship between 2014-2020.[135]

Some highlights from his findings included (summarised / paraphrased from narrative):

- Policy actors lack a consensus on the underlying causes of racial inequality, in ways which may impede policy making
- Rather than having a completely distinct approach to race equality policy, Scotland 'orbits' around existing policy settlements (e.g. those of the UK Government)
- Scottish exceptionalism and the view that Scotland is 'not racist' in comparison to England has resulted in a degree of complacency, and is not borne out by the evidence on structural racism and racial discrimination
- Under-reporting of racial discrimination and evidence on experiences of racial microaggression may support the theory that surviving racial discrimination is a normalised strategy for minority ethnic people in Scotland
- The conventional position within Government has involved reticence to address race and racism, making individual motivations and objectives less relevant to whether racial inequalities are sustained or not
- Race equality, unlike other areas of policy, has explicit links to belonging and Scottish national identity

Professor Meer found that the Race Equality Framework for Scotland had the potential to create a distinctive future direction (although this is not certain), and that

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[135] Meer, N. (2020) Race Equality Policy Making in a Devolved Context: Assessing the Opportunities and Obstacles for a 'Scottish Approach', in Journal of Social Policy Volume 49 , Issue 2 , April 2020.

the consultation programme undertaken in its formation went well beyond anything previously attempted in Scotland.[136]

In relation to gender equality, the First Minister's National Advisory Council on Women and Girls (NACWG) has commissioned a study of gender equality policy making within Scottish Government.[137] Not all of the findings are echoed by this review, however some important points of commonality can be seen.

The report's focus on strengths and weaknesses within structures and systems come from a standpoint which fits well with anti-racist practice. Its discussion of the policy making process as 'messy', with policy actors 'jumping' between different parts of the policy cycle (with the impact of power, human psychology and bounded rationality[138] throughout) provides a more realistic appraisal of policy making than the common understanding of a linear process; a series of choices made by rational actors.

Many of the positive factors needed to drive forward equality policy making on gender equality identified within the report apply equally to race. The most relevant of these are (verbatim):

- Relationships - the need to develop positive, trusted, open and sustained relationships across system boundaries; both externally and internally to government
- Scottish Government policy makers have 'convening power' and can bring stakeholders together quickly to gain insights, develop shared agendas and facilitate action
- Political and civic leaders can mobilise and energise efforts towards gender equality by offering trust and permission for staff and volunteers to act
- Action is often undertaken when policy actors within the system cede power to enable others to act to support gender equality
- Capacity can be improved by increasing the number of people supporting and coordinating policy efforts through a gender lens
- Policy makers are required to work across system boundaries, share and connect with others who are working towards gender equality
- Policy makers who take up the role of 'host' can facilitate others and bring together people who may not normally have their voices heard around the impact of policy on their lives
- Policy makers have a role in holding themselves and other policy actors to account for their actions and inaction around gender equality
- Policy makers have success in progressing gender issues when they understand the organisational norms, culture and power dynamics within the

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[136] CRER (no date) The Community Ambassadors Programme
[137] Rae, R., Hepburn. E. and Bloss, L. (2019) Gender Equality in Scotland: Policy Coherence and Systems Mapping
[138] 'Bounded rationality' describes how a variety of limitations (including bias, cognitive processes and time limitations) lead to decision making shortcuts, creating solutions which are simply 'good enough' as opposed to effective and meaningful.

organisation and use that knowledge and understanding to progress a gender equality agenda

This report included a systems mapping exercise to identify the links between gender equality policy across a range of actors, organisations, programmes and policies in Scotland. This exercise developed a visual map of how policy is made in Scotland, identifying key areas (system touchpoints) which enable access to/influence over policy development.

This may be something to consider undertaking in regard to race equality, particularly as work to implement the recommendations of the Expert Reference Group on Covid-19 and Ethnicity is taken forward. The increasing development of strands of race equality work across directorates and national agencies creates a considerable risk of policy incoherence[139] which requires mitigation.

Studies of policy making in the round often have limited applicability to race equality policy, which has distinctive features creating additional challenges. Some of the distinctive features of race equality policy which can be observed include:

- Although it may be led by civil servants with specific responsibility for race equality policy, they cannot make decisions alone because the required outcomes and actions sit across almost all Scottish Government directorates; this increases the importance of mainstreaming and capacity building
- Civil servants in the relevant directorates are required to contribute to decision making on race equality policy, and they will sometimes lack the capacity, commitment or impetus to do this effectively
- Direction and leadership on race equality is not guaranteed across the range of directorates involved
- Despite momentum building in certain directorates and national agencies over recent years, historical reticence towards discussion of race and racism in the Scottish policy environment[140] has not fully subsided

Although not specific to race equality policy, some headline findings from the programme of research conducted by What Works Scotland on public service reform are relevant to making race equality policy effective:[141]

- Public services work best when they are a 'learning organisation'. This requires a collaborative approach to both learning and research
- Evaluation is most useful when it measures outcomes that are relevant to communities
- There is no 'one size fits all' approach to either generating or using evidence; it takes time and demands resource

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[139] For an exploration of policy incoherence from a gender perspective, see Cairney, P., St. Denny, E. and Kippen, S. (2020) Policy learning to reduce inequalities: the search for a coherent Scottish gender mainstreaming policy in a multilevel UK

[140] See, for example Meer, N. (2019) The Opportunities and Obstacles for a 'Scottish Approach' to Race Equality, Arshad, R. (2020) Lessons Learned About Race in Scotland, in Taking Stock: Race Equality in Scotland

[141] What Works Scotland (2019) Key Messages About Public Service Reform in Scotland

At UK level, Dr. Stephen Ashe's recent review of recommendations on race equality over the past 40 years set out eight overarching lessons for policy drawn from thematic analysis of over 500 recommendations, all of which are relevant for the Scottish context and supported by the findings of this review (verbatim):[142]

- Addressing disconnect between both legislation and its enforcement/implementation, and between policy and practice
- The adoption of holistic approaches based upon collaboration between, and the coordination of the work being done by, various government departments at both the national and local levels, as well as collaboration between government agencies, employers and community groups
- Calls for further research, as well as regular, improved and standardised forms of data collection which measures and monitors the nature of racism, racial inequality and the effectiveness of policy interventions
- The introduction of, or changes to existing, training and educational programmes
- Addressing racism and racial inequality through improved forms of communication and through disclosure and transparency, particularly in relation to publishing data which measure, monitor, and evaluate the effectiveness of policies and actions taken to address racism and racial inequality
- Proposals in relation to the recruitment, retention and career progression of ethnic minority people, and addressing the lack of representation of ethnic and racial minority people in senior leadership positions
- Establishing accountability and responsibility, at both the organisational and senior leadership levels, through the introduction of targets and performance indicators
- Establishing independent oversight, investigations and reviews, particularly in matters relating to complaints procedures and reports of racism procedures, as well as handing independent bodies the power to carry out routine inspections and issue compliance notices

The issue of disconnect at the first of the above points is echoed in relation to Scottish race equality policy in a 2016 publication from the Runnymede Trust, which raised concern over "...the gap between what is espoused in the policy elite group, what is said in announced policy and then what is happening on the ground."[143]

Anti-racist approaches to policy making
Scottish Government is increasingly interested in developing policy approaches which are explicitly anti-racist. This is in recognition of the role of structural racism in maintaining racial inequalities. The stark ethnic disparities emerging during the

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[142] Ashe, S. (2021) SHF Race Report: 40 Years of Tackling Racial Inequality in Britain
[143] Arshad, R. (2016) Race Equality in Scotland: Forwards and Backwards? In Scotland and Race Equality: Directions in Policy and Identity

Covid-19 pandemic have clarified understandings of how fundamentally important it is to address structural racism.[144]

Professor Rowena Arshad, in an article entitled Lessons Learned about Race in Scotland, wrote that "A key to progressing race equality is to develop a systems understanding of race matters. This means moving away from viewing racism as purely individually instigated deviant and irrational acts, to an understanding that race is connected to wider issues of power."[145]

Structural racism describes how racism is created and maintained throughout the structures of society, at personal, social and institutional levels. In nations such as Scotland, an unspoken 'racial contract' that sites power firmly within the hands of the white majority ethnic community pervades these structures. Anti-racism aims to disrupt this racial contract. It can be seen as the theoretical framework underpinning practical action to tackle structural racism.

Anti-racist approaches to policy making would reflect principles such as:

- **Redressing power hierarchies** inherent in current approaches to policy development, including the impact of lack of representation of minority ethnic people in positions of influence and decision making roles
- **Correcting economic, political and social imbalances** created by white privilege and entrenched racial inequalities through positive action and other forms of targeted action
- **Implementing structural and systemic solutions** to racial inequalities – changing policy and practice, as opposed to 'sticking plaster' approaches which treat the effects of structural racism rather than its origins
- **Avoiding the deficit model** which downplays structural racism in favour of explanations related to personal capacity, culturally specific attitudes and behaviours or individual choices (often replicating racist stereotypes and/or minimising the role of racism in creating and maintaining inequalities)
- **Rights based approaches** which recognise that inaction on racism and racial inequalities breaches the rights of minority ethnic people; other potential imperatives for action which may be more palatable and avoid disrupting the racial contract, such as 'the business case' for equality, are counterproductive
- **Intersectional approaches** particularly recognising the specific inequalities facing minority ethnic women[146]
- **Overcoming discomfort or reticence** that policy makers may have around frank discussion of race and racism, and other manifestations of white fragility which could impact policy making

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[144] Expert Reference Group in Covid-19 and Ethnicity (2020) Systemic Issues and Risk
[145] Arshad, R. (2020) Lessons Learned About Race in Scotland, in Taking Stock: Race Equality in Scotland
[146] This term is widely misused; although it can be useful in talking about some other combinations of protected characteristic, it is not the same thing as multiple discrimination. It was developed because Black women face a unique set of stereotypes and discriminations that do not apply to either Black men or white women.

- **Policy making based on robust evidence** about the nature and prevalence of racial inequalities and racism, as well as 'what works' to create change
- **Effective, meaningful involvement of minority ethnic people** and organisations with tangible impacts on policy development
- **Building capacity on race equality and anti-racism**, with recognition that it is not the responsibility of minority ethnic people to 'educate' policy makers
- **Creating interest convergence** by providing strong imperatives for policy makers to come together with race equality stakeholders and identify solutions
- **Prioritising effective, measurable action to secure race equality** over and above the optics of ethos and rhetoric on race equality

The final point is particularly important. Although there is no universally agreed definition of anti-racism, the main point of common understanding is that it requires action against personal, social and institutional racism. As explored in the report on gender equality policy commissioned by the NACWG, inaction is, in itself, a policy making decision. Policy makers wield power not just through what they do, but through what they choose not to do.[147]

These principles are not exhaustive, however they reflect some of the most relevant concepts for the Scottish policy making context.[148]

Sustainability and continuity

Although the nature of racial inequality in Scotland has remained fairly static over the past twenty years,[149] policy making structures and the social and political context they operate in have shifted almost constantly. This creates challenges for the sustainability and continuity of strategic work on race equality.

At times, several different race equality strategies and plans have co-existed. There have also been periods of time when there was no formal strategy (perhaps most notably the gap between the end of the Race Equality Statement 2008-2011 and the launch of the Race Equality Framework 2016-2030).

In each case, however, there is a crucial period before a strategy is developed when policy makers conceptualise what it might address, what it might look like and feel like.

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[147] Rae, R., Hepburn. E. and Bloss, L. (2019) Gender Equality in Scotland: Policy Coherence and Systems Mapping
[148] For more information on the basis for these principles, see, for example:
CRER (2016) Changing the Race Equality Paradigm
Runnymede Trust (2016) Scotland and Race Equality: Directions in Policy and Identity
Runnymede Trust (2020) Taking Stock: Race Equality in Scotland
Davidson, N., Liinpää, M., McBride, M. and Virdee, S. (2018) No Problem Here? Understanding Racism in Scotland
Ashe, S. (2021) Writing Recommendations in Search of Social Justice
BERA (2011) Resources for Research: Critical Race Theory
[149] Young, C. (2016) Race Equality in Scotland's Public Sector: Five Missing Links, in Scotland and Race Equality: Directions in Policy and Identity

This crucial period requires consideration of the successes and failures of the approach taken previously. The sustainability and continuity of the next strategy is determined by how well policy makers can answer the question, "what works?"

This review's findings suggest that in Scotland, this part of the process is a key point of weakness, as lack of evaluation and detailed progress monitoring provides insufficient evidence to determine which previous approaches worked. Progress reporting focuses on stating that the proposed actions have been taken. The only knowledge that policy makers can gain from this is that the strategy was implemented.

Evidence put forward in previous strategies is often lost, creating a cycle where the realities of racial inequality and racism must be learned and re-learned by policy makers over successive policy making processes.[150] This creates real-life harm, and must be urgently addressed.

One example of this lies in the disproportionate impact of Covid-19 on minority ethnic groups in Scotland. Warnings about research identifying susceptibility to infectious disease amongst particular minority ethnic groups were made in Scottish Executive's 2002 Equality Scheme,[151] and commitments to comprehensive ethnicity monitoring through the CHI system were made in its 2008 Equality Scheme.[152] Despite the known issues of racial inequalities in health, at the onset of the Coronavirus pandemic, Scotland's health policy environment was unprepared. The eventual recommendations of the Expert Reference Group on Covid-19 and Ethnicity could only look backwards at failings that were, in some cases, preventable through acting on evidence and actioning commitments made previously.

Understanding evidence from both research and practice is essential to the race equality policy making process. Where practice is explored, however, this often focusses only on 'good practice' which, in truth, has rarely been evaluated to confirm the claim of being 'good'. As one participant in research undertaken by the Carnegie Trust stated:

"…It's a kind of publication bias, because we only ever hear about the success stories… you don't send Ministers to visit failed projects."[153]

This lack of attention to 'what works', combined with the fact that the areas requiring action barely change from strategy to strategy (yet this knowledge is often lost), creates a grave risk of repeating ineffective practice. The amount of work generated in implementing these strategies is often vast, so both to reduce inequalities and for reasons of efficiency, this risk must be mitigated.

This challenge could be addressed in a variety of ways, including:

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[150] This issue was explored in detail in relation to UK level race equality policy making in a recent report for the Stuart Hall Foundation, examining recommendations made between 1981 and 2017. Ashe, S. (2021) SHF Race Report: 40 Years of Tackling Racial Inequality in Britain

[151] Scottish Executive (2002) Working Together for Race Equality

[152] Scottish Government (2008) Race Equality Scheme 2008-2011

[153] Coutts, P. and Brotchie, J. (2017) The Scottish Approach to Evidence

- Building stronger evaluation mechanisms into strategy during the development process (the Equality and Human Rights Commission's principles for meaningful evaluation of anti-prejudice work, developed by CRER, are useful for planning evaluation of any aspects of race equality policy)[154]
- Sharing the results of evaluation, with equal value placed on evidence of what works and what does not work; seeing the latter as a learning process rather than a 'failure'
- Benchmarking exercises to gather baseline data on inequalities, from sources which can be regularly revisited through progress monitoring to identify change over time in relation to commitments and actions
- Measures to ensure continuity of knowledge about race equality policy and its implementation within teams and directorates, for example maintaining a detailed progress tracker which can be accessed by all and is part of hand-over if key staff move or leave their position
- In the absence of a sustainable knowledge base on racial inequalities and what works to change them, it is vital that race equality policy development makes the best use of the evidence which can be gathered

Gathering evidence

Over time, race equality strategy in Scotland has varied in its approach to evidence based policy. Some strategies have been relatively light on evidence, instead primarily seeking to address Scottish Government's ethos on race equality and relying on actions that embed that ethos into the priority areas of the time. Others have been built from a robust evidence base that clearly specifies the nature of the racial inequalities Scottish Government aims to tackle.

A good evidence base is the foundation of effective race equality work. It doesn't guarantee that a strategy will be effective – the design of actions and their implementation can still falter. However, it isn't possible to set the right actions without understanding what they need to accomplish.

Policy makers undoubtedly work with an awareness of the need for evidence, and the range available from internal and external sources (for example primary and secondary research, monitoring data, and staff, service user and stakeholder involvement). Securing the necessary staff time for the gathering and analysis of this evidence, however, can be difficult.

In some of the mid-period strategies examined, the patchy approach to evidence suggests that this may have been 'retrofitted' to suit the commitments made (suggesting that perhaps, not enough time was available to set out the evidence and use it to generate commitments).

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[154] Duff, C. and Young, C. (2017) What works? Eight principles for meaningful evaluation of anti-prejudice work

This mid-period is bookended by strategies with a clearer focus on evidence. In both cases, the involvement of stakeholders outside Government in gathering and presenting this evidence was key.

The Race Equality Advisory Forum (REAF), an external stakeholder group set up to support Scottish Government's work on tackling institutional racism, set out a full report on racial inequality in Scotland in 2001. This made a series of recommendations, complemented by eight plans covering specific sectors. Whilst the REAF recommendations could have achieved more (as discussed further at p.93), the impact of the evidence it presented could be seen throughout policy on race equality over the next few years.

A large amount of additional evidence was generated over this time. Partly as a result of the REAF recommendations, the Scottish Executive made a considerable investment in conducting social research with a focus on race equality.

The Race Equality Framework for Scotland 2016-2030 returned to this focus on evidence based policy, and although a light touch approach within the document itself sets out only the headline information for context, an accompanying set of research reports and findings[155] from extensive stakeholder engagement ensured that policy makers had a strong understanding of the issues.

Stakeholder engagement was extensive and took different approaches for practitioners (around 300 participating in Strategic Action Forums) and community members (around 400 participating in peer-led focus groups through the Community Ambassadors Programme). Crucially, during the policy development process, views gathered through these two different programmes were compared with evidence from primary and secondary research to reach a holistic understanding of the action needed.

This comparison was needed in order to gain an accurate view of the evidence. Statistical evidence misses out the nuance of personal and professional experience, whilst personal and professional experience is subjective and can be skewed by misinformation and misunderstanding.[156] For this reason, in both stakeholder involvement mechanisms, a group had to agree fully on the feedback to be submitted. Where there was disagreement, this could be noted separately. This aided with prioritisation of the most widespread and entrenched issues.

The work undertaken was successful in building a strong evidence base precisely because it was extensive and time consuming. However, a running programme of work (like that recommended by the Expert Reference Group on Covid-19 and Ethnicity)[157] could have avoided the need for concentrated effort of this kind.

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[155] Developed by CRER and available on the CRER website
[156] A useful exploration of the balance between evidence from involvement and from statistical or research sources can be found in Coutts, P. and Brotchie, J. (2017) The Scottish Approach to Evidence (of particular relevance to race equality is the tendency for over-reliance on 'stories' in stakeholder engagement, which often leads to a narrow and unrepresentative understanding of issues; there are broader anti-racist implications of the reliance on 'stories', in that people should not be required to continually justify their experiences of well-evidenced discrimination and inequalities)
[157] Scottish Government (2020) Expert Reference Group on Covid-19 and Ethnicity

As no running programme of evidence gathering on race equality was in place, constraints of internal capacity within Scottish Government to undertake this work were mitigated by bringing CRER into the policy making process to provide support and manage the process of community engagement.

This evidence base remains relevant, and as well as informing Scottish Government policy, the publication of the range of reports means that policy makers in other parts of the public sector, as well as academics, activists and campaigners, can draw on it within their own work. Continuity of availability of research and involvement evidence is important to avoid 'reinventing the wheel' and creating consultation fatigue amongst those who take part in involvement.

Building a strong evidence base can also be hampered by the availability of appropriate data disaggregated by ethnicity. A number of recent reports have highlighted continuing difficulties with data gaps.[158]

Some data gaps recur consistently over time; for example the aforementioned need to link ethnicity to CHI records in the healthcare system to allow disaggregation of data by ethnicity.[159] As mentioned previously, by 2020, the issue was raised again in the work of the Expert Reference Group on Covid-19 and Ethnicity. Creation of a CHI ethnicity field was the third recommendation of its report on improving data and evidence.[160]

Other data gaps appear over time, as systems change and certain information is no longer produced (for instance, free school meals data disaggregated by ethnicity).

It's important to note, however, that the main aspects of racial inequality are all well-evidenced already. As vital as widening the evidence base is, there can be a temptation to focus solely on gathering more evidence, at the expense of taking action.

Further evidence can help to make action more focussed, but where enough exists to demonstrate an inequality, it should be used accordingly to create action. Published commitments to seek more evidence or to further consider the available evidence are not always implemented, and rarely lead to eventual action.

Knowledge and capacity to access the data available may also be an issue for policy makers, especially those seeking to mainstream race equality into their own policy area. Whilst the Equality Evidence Strategy and Equality Evidence Finder have made a start at addressing this, there are opportunities to improve access to data. In the 2017 Equality Outcomes and Mainstreaming Report, staff survey results showed that only 28% of staff were aware of Equality Evidence Finder, compared to 60% aware of Equality Impact Assessment (EQIA) tool and guidance.[161]

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[158] See, for example, CRER (2020) Scotland's National Performance Framework – Measuring outcomes for minority ethnic communities
[159] Scottish Government (2008) Race Equality Scheme 2008-2011
[160] Expert Reference Group on Covid-19 and Ethnicity (2020) Improving Data and Evidence on Ethnic Inequalities in Health
[161] Scottish Government (2017) Equality Outcomes and Mainstreaming Report 2017

To strengthen the focus on evidence based policy on race equality, Scottish Government may want to consider:

- Renewing the Equality Evidence Strategy when it comes to its end in 2021, informed by a full review of the availability of ethnicity disaggregated data, how this is presented within Equality Evidence Finder and how use of both data and evidence from involvement can be maximised in policy making
- Implementing the data and evidence related recommendations of the Expert Reference Group on Covid-19 and Ethnicity, and considering the implications of these for data beyond health policy where relevant
- Working to improve coverage of ethnicity disaggregated data in relation to the National Performance Framework[162]
- Capacity building activities for policy makers on collating and using ethnicity evidence
- Ensuring that revisions to data collection and publication processes are subject to Equality Impact Assessment in order to avoid creating future data gaps
- Working with stakeholders to improve the coherence, consistency and sustainability of mechanisms for gathering evidence from those with lived experience of racism (e.g. involving minority ethnic community members and minority ethnic led organisations), as outlined at p.72

The use of Equality Impact Assessment is outwith the remit of this review, however this is vital for mainstreaming race equality in areas which are not linked to specific race equality strategies (or for areas where race equality strategies simply state that race equality will be 'considered'; a large volume of commitments of this nature were identified during the review). Race equality strategies themselves should be subject to Equality Impact Assessment, with work on this beginning at evidence gathering stage.

There may be opportunities for greater synergy between evidence gathering for Equality Impact Assessment processes and for race equality strategic purposes.

Identifying solutions: the challenges
Evidence to establish the racial inequalities that need to be tackled is, by and large, available to policy makers (provided they know where to look and how to interpret it). As previously mentioned, these inequalities have not changed a great deal over time, but a more challenging aspect of policy making is gathering the evidence on what works to create change in these inequalities. Work on race equality, whether in terms of national policy or local interventions, is notoriously under-evaluated. This means that policy makers are often setting actions without the ability to firmly assert that the actions will make a difference.

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[162] For more information, see CRER (2020) Scotland's National Performance Framework – Measuring outcomes for minority ethnic communities

Whilst acknowledging this difficulty, there is a need to establish a clear link between race equality strategies' objectives and the most effective mechanisms for delivering them.

Practice over the years has not always reflected this well. Instead of developing specific, race-focussed mechanisms to create change, there is a tendency for policy makers to 'bolt on' race equality to current priorities and policy drivers, sometimes not specifying any action beyond considering race in these areas.

Mainstreaming is a key aspect of race equality work, and no reasonable argument can be made for approaches to race equality work that are divorced from the wider policy arena, but the key question must always be how to mainstream effectively.

Care has to be taken to ensure that race equality is addressed in the most robust way possible, through both targeted and mainstream policy. An example of how attempts to link targeted and mainstream policy can fail can be seen in the link between the Race Equality Framework for Scotland 2016-2030 and the Fairer Scotland Action Plan (Scottish Government's anti-poverty strategy), published six months later in October 2016.

In cognisance of the Fairer Scotland agenda, the Race Equality Framework contained a commitment to reflect its evidence base on race and poverty within the Fairer Scotland Action Plan. As poverty rates are twice as high in minority ethnic communities, this is a vital policy area. Nevertheless, a deliberate decision was made not to pre-empt the anti-poverty work by developing a larger range of commitments on tackling poverty within the Framework.

However, rather than building in actions relating to race equality as expected, the Fairer Scotland Action Plan simply committed to implementing the Race Equality Framework. A crucial moment to create synergy between the two policy areas was lost. Instead, the two conflicting commitments effectively cancelled each other out.

The key to avoiding missed opportunities or making ineffective proposals is to specify the inequality to be addressed, identify reasonable assumptions about what will work to address it, begin to develop appropriate actions and identify with certainty where these fit into the policy landscape without hesitation.

To set the best actions in this way, logic modelling could easily be employed when setting actions for race equality strategies.[163] As set out by What Works Scotland, effective policy making processes "Navigate a path through complexity with a robust and explicit theory of change."[164] Logic modelling is a useful tool for conducting this navigation.

Whatever the model for developing actions, it's imperative that these are sense-checked by people with knowledge of race equality. Stakeholder involvement can be

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[163] An overview of planning practice that can support robust race equality work is provided in the Equality and Human Rights Commission's What Works? Eight Principles for Meaningful Evaluation of Anti-Prejudice Work (2017), developed under contract by CRER.
[164] Works Scotland (2017) Outcomes Based Approaches in Public Service Reform

one way of achieving this, however internal staff networks and advisory groups can also be called upon.

Views gathered through involvement, however, need to be interpreted with a clear understanding of anti-racist practice in order to result in meaningful solutions. An earlier review of race equality policy, conducted in 2005,[165] found that "Scotland lacked a shared vision on race equality. There was a lack of a clear theoretical basis for race equality work and an absence of shared understanding of the issues, definitions, principles and nature of racism and race equality."

This was echoed in the aforementioned research conducted by Professor Nasar Meer on the 'Scottish approach' to race equality. It found that lack of consensus on the underlying cause of racial inequality was a barrier to effective policy making, and that this could only be addressed by building civil servants' capacity on race and tackling reticence to openly speak about structural racism alongside wider mobilisation.[166]

This demonstrates that capacity building amongst policy makers on race equality (which appears to have been higher on the agenda in the early years of devolution) remains important.

The same research project also found that policy makers were not making the best use of evidence gathered from stakeholders because of the widely varying 'asks' put forward by race equality organisations and activists, in comparison to the smaller number of clear demands made by other parts of the equality sector such as women's and LGBT+ organisations.

There are valid reasons for the large number of different demands on race equality; there are a large number of different inequalities across different spheres of life, which have persisted over time without being tackled. It is arguably unreasonable to expect race equality stakeholders to agree to focus on a small number of goals.

An additional challenge, however, is that the problem of consensus on the underlying causes of racial inequality persists amongst stakeholders as well as within Government. During consultation on the Race Equality Framework for Scotland, some consultees from white minority ethnic groups put forward views about non-white minority ethnic groups which were firmly based on racial stereotypes, for example that overcrowding, lack of participation in civic life or employment were a result of 'cultural choices' and/or failure to learn to speak English.

Occasionally, people from non-white minority ethnic groups will also contribute views that are unwittingly based on racial stereotypes or are coded to avoid talking directly about racism. For example, minority ethnic women consulted about access to employment will often state that language barriers are a problem, but on further discussion it becomes clear that employers' perception of language barriers (i.e. a heavy accent being interpreted as lack of English language proficiency) is the real

[165] Scottish Government (2005) Outcome of the Review of Race Equality
[166] Meer, N. (2019) The Opportunities and Obstacles for a 'Scottish Approach' to Race Equality

issue.[167] The tendency to look for explanations for racial inequality within the actions and attitudes of minority ethnic groups is sometimes called the 'deficit model' of race equality.

The prevalence of the deficit model in discussions about solutions to racial inequality not only replicates racial stereotypes, but results in continual investment in capacity building activities for minority ethnic people which only have an impact on the a small minority of people who have capacity building needs. This is inefficient and reduces the amount of investment available to address social and structural racism.

Civil servants should be receptive to input from stakeholders, but need to have the capacity to assess which 'asks' should be prioritised for action in light of the severity of inequality and the extent to which action by Government might reduce it.

Leadership at all levels is necessary to enable this; civil servants operate within a hierarchical environment where certainty on priorities and ethos is needed to enable anti-racist policy making. An open letter signed by 88 academics, trade unionists, campaigners and race equality organisations in 2019 raised concerns that attitudes to race and racism were rolling backwards in Scotland.

Although the letter was not exclusively focussed on the policy making environment, it stressed that "Within public sector work on race equality, we see a worrying trend towards limiting understanding of race to its basic legal definition. Everyone in Scotland is protected by law from racial discrimination on the grounds of their colour, nationality and ethnic or national origins, as is fair and just. However, it is blatantly unfair to suggest that the risk of inequality and discrimination on the grounds of race is equally applicable to everyone in Scotland."[168]

A real-life example of the consequences of blanket approaches to race equality can be seen in the positive action programme carried out by one of Scotland's national agencies. After considerable investment in this programme, the results were deemed to be a great success. However, a disproportionate number of those completing the programme and moving into work were from various white minority ethnic backgrounds for whom no evidence of barriers to entry had been gathered. BME people did not benefit from the programme in the way intended, and were still disadvantaged despite the high level of investment. Replicating this type of approach, rather than taking evidence based, anti-racist action, is an inefficient use of resource and could actively widen gaps if disproportionate numbers of people who do not face barriers benefit.

Confidence to assert evidence based policy decisions, even where this may result in taking on board some stakeholder views and not others, is a vital missing link in much race equality policy development. Building policy makers' capacity on race equality, to aid interpretation of the evidence, would help to address this.[169]

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[167] See, for example, Close the Gap (2019) Still Not Visible
[168] Open letter on race and racism in Scotland (2019)
[169] Misframing and misunderstandings regarding race equality within the Scottish public sector policy environment have been explored in previous CRER publications and articles; see, for example, CRER

Not all capacity building opportunities, however, are equally valuable. The Race Equality Advisory Forum's 2001 recommendations stated that "To be effective race equality training must be: an integral part of the training programme of every part of the public sector; compulsory as opposed to voluntary or optional; authoritative, constructive, informative and relevant; based upon clear standards for content and delivery; and anti-racist."[170]

More recently, CRER has developed a set of principles for quality assuring race equality training from an anti-racist perspective as part of work to support the implementation of the Race Equality Action Plan 2017-2021.[171] The quality of capacity building on race equality can make or break an organisation's ability to take effective action.[172]

As set out in the section on overarching issues, capacity building on race equality has been one of the most recurring themes across twenty years of race equality policy. Attempts were made to address training needs through the creation of the National Equal Opportunity Training in Scotland (NEOTS), which arose out of the Scottish Executive's Stephen Lawrence Working Group. This group was convened to address the need for joined-up and coherent approaches to race equality training in the public sector, most particularly in the justice sector.

This need is still evident, and with several commitments to sector-specific and general capacity building on race equality lying within the Race Equality Framework for Scotland 2016-2030, there are opportunities to address it.

Crucially, however, capacity building cannot be confined to a small number of race equality champions. Allyship between civil servants with a dedicated interest in race equality and race equality stakeholders has arguably been the driving force in maintaining the race equality agenda within Scottish Government. The challenge is that these allies are often isolated and lack the reach, power and influence to sustain progress within that agenda.[173]

Capacity building therefore needs to embed race equality and anti-racist principles in the day to day work of civil servants across the board. This is recognised within the current Race Recruitment and Retention Plan, in which 'Building an anti-racist culture' is one of five key priorities.[174]

Capacity building is only one part of the picture, however. In order to create realistic solutions, actions need to be practical, designed in collaboration with those involved in implementing them and agreed by those with leadership responsibilities. In several previous cases, actions have been determined which cannot be implemented due to

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(2016) Changing the Race Equality Paradigm and Young, C. (2016) Race Equality in Scotland's Public Sector: Five Missing Links, in Scotland and Race Equality: Directions in Policy and Identity
[170] REAF (2001) Making It Real: A Race Equality Strategy for Scotland
[171] Scottish Government (2017) Race Equality Action Plan 2017-2021
[172] See, for instance, the Equality and Human Rights Commission's research into the relative effectiveness of different types of unconscious bias training. Equality and Human Rights Commission (2018) Unconscious bias training: an assessment of the evidence for effectiveness
[173] Young, C. (2016) Race Equality in Scotland's Public Sector: Five Missing Links, in Scotland and Race Equality: Directions in Policy and Identity
[174] Scottish Government (2021) Race recruitment and retention - an instigation for change: action plan

differences between the expectation of what could be achieved and the reality of what can be achieved. Prior engagement and agreement could have avoided this.

Solutions also need to be focussed on creating meaningful change in the lives of people impacted by racism and racial inequalities. A focus on outcomes has been positioned as vitally important to policy making in Scotland, especially following the Christie Commission's report in 2001.[175]

However, the benefits of the outcomes based approach have not always been realised in policy making on race equality. Where this approach is evident (for example, in the visions and goals of the Race Equality Framework for Scotland), mechanisms for reporting on outcomes are missing. Without progress measurement, race equality outcomes become simply ambitions rather than changes to be achieved in the lives of minority ethnic people.

A 2017 report on the use of evidence in policy making by the Carnegie Trust highlighted the disconnect between outcomes and indicators: "The particular focus on outcomes in Scotland has a clear implication for evidence, in that outcomes ask the question: is the policy or programme making a difference to individuals and communities in the round? This is in contrast to the typical basket of indicators for social programmes and projects, which focus on input or outputs, such as how many police are patrolling the streets, or how many training or skills courses a job seeker has attended."[176]

To assist in identifying solutions, Scottish Government may wish to consider:

- High quality capacity building on race equality for policy makers, with a particular focus on how to interpret and prioritise evidence from an anti-racist perspective
- Policy planning processes which begin with the desired outcome and work backwards to identify viable, meaningful, measurable actions
- Requiring all race equality actions to be agreed with the relevant policy area and formally 'signed off' by a named person at an appropriate level of seniority before publication, linking this to implementation and progress reporting

Partnership working to form solutions
Partnership working with other organisations can be a good way to identify appropriate solutions, and can create a valuable sense of ownership of actions if the right partners are around the table. This may be informal partnership working, for example where Scottish Government works with a relevant national agency to secure a commitment to delivering actions. On the other hand, it may be a broader approach which brings together expert stakeholders from across the public,

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[175] For an exploration of outcomes based policy making, including factors impacting its effectiveness, see What Works Scotland (2017) Outcomes Based Approaches in Public Service Reform
[176] Coutts, P. and Brotchie, J. (2017) The Scottish Approach to Evidence

voluntary and academic sectors to provide insight and a critical eye on policy making.

A large number of working groups, advisory groups and steering groups have informed national race equality policy over the years. Often, national strategies commit to the creation of these where the action required to address particular inequalities is difficult to identify, or the level of action needed merits a standalone approach.

This is often a valuable way to make policy. However, there are some challenges which need to be overcome for this potential to be realised:

- The people represented on the group all need sufficient practical experience in the relevant policy area; avoiding involvement for involvement's sake
- Capacity building for policy makers on race equality and anti-racism will often be needed, so that group members have a shared understanding to work from
- Senior civil servant or Ministerial level support needs to be available to the group, so that those with sufficient authority can ensure its work is unimpeded, has access to all relevant information and contacts, and that its recommendations are implemented
- Decisions about how to proceed with making and implementing recommendations need to be focussed on what will work to tackle racial inequality (and as discussed at p.96, civil servants need to feel a sense of leadership and confidence to assert solutions which are evidence based and reflect an anti-racist perspective)
- The temptation to leave aside more innovative or challenging suggestions in favour of suggestions in line with the status quo should be recognised and avoided, but likewise, ambitious but vague or unworkable suggestions should also be set aside

The questions "will it work?", "how will it work?" and "how will we know if it worked?" should be omnipresent in the process of identifying solutions, especially where a variety of partners and stakeholders wish to present their own preferred solutions. These are the questions which enable a possible solution to become a concrete action.

Setting anti-racist actions
Actions designed from an anti-racist perspective might be expected to:

- Reflect anti-racist principles, as set out at p.86
- Express the change to be achieved in the lives of people from minority ethnic communities
- Feature milestones, targets or similar specified goals
- Clearly link to progress indicators, ideally in numeric / percentage based terms, which can be robustly measured through data or ongoing research

Examples of this precise type of action are not prevalent in previous strategies. However, similar examples include:

- Both Scottish Enterprise and Highlands and Islands Enterprise's Operational Plans included actions on increasing business start-ups by minority ethnic people, with specific targets
  - This is an anti-racist action because progress monitoring would show the extent to which business start-ups by minority ethnic people supported by these agencies had increased
- Registered Social Landlords were required to set targets for lets to minority ethnic communities over a specific time period
  - This is an anti-racist action because progress monitoring would show the level of change in uptake of social housing for minority ethnic people
- Diversity targets were set for recruitment search consultants and advertisers
  - This is an anti-racist action because progress monitoring would show the increase in the proportion of minority ethnic people reached by these (which could be considered in conjunction with applications monitoring to establish the practical impact of their action)
- Scottish Government has a long-standing diversity commitment to achieve a representative workforce by 2025
  - This is an anti-racist action because progress monitoring would show the increase in minority ethnic representation within Scottish Government's workforce

As the above examples suggest, the defining feature of an anti-racist action should arguably be that it proactively and demonstrably reduces racial inequalities, discrimination or racism.

The defining feature of an action which is not anti-racist, then, is an action which is not proactive and cannot lead to demonstrable change in the lives of minority ethnic people.

The majority of previous actions fall into the latter category. Actions have tended to be too broadly worded, too bureaucratic or have an unclear purpose. For example, a previous action for a national agency was "Issue 'minority ethnic special' diversity newsletter." Without knowing what this was intended to achieve, or having any way to identify what it achieved, all that can be said in progress reporting is that the action was carried out.

If the purpose was to raise awareness of the organisation's commitment to diversity, then a more appropriate action would have been "Raise staff awareness of our commitment to diversity by 50%." This would require a benchmark in order to show change, for example from an annual staff survey which includes a question on perceptions of the organisation's commitment to diversity.

This example, however, only becomes a truly anti-racist action if the rise in awareness can be linked to a resulting improvement in the experience of minority ethnic staff and/or service users.

Designing effective strategic plans

Designing the best possible actions is the foundation of any plan, but what makes a plan strategic is the way in which it creates coherent, consistent, effective approaches to delivering those actions.

Strategic plans are often seen as documents setting out the ethos and intentions of Government, but arguably, ethos and intentions should be seen as the window dressing for a strategic plan. Content reflecting a strong ethos and intention will create motivation, improve stakeholder confidence in Government's level of commitment and set the tone for implementation. However, without a strong focus on structures, processes and mechanisms to ensure the plan's success, it ceases to be strategic.

Early approaches to race equality policy in Scottish Government were heavily focussed on structures, processes and mechanisms. Informed by the requirements of the Race Relations (Amendment) Act 2000, which came into force in April 2001 and required the publication of race equality schemes, individual departmental action plans were produced in great detail. These varied in the amount and type of action to be taken, so could have benefitted from more oversight and quality control, but essentially each set out actions in relation to specific policies and functions with a timescale and estimate of impact (low, medium or high) to assist with prioritisation.

By 2008, departmental action plans also included information on responsibility for implementation and the intended outcome of actions. Unfortunately, the content of the 2008 Race Equality Scheme suggests that the wish to report as much as possible without having enough relevant information on race equality had become counterproductive. At 428 pages, it contained much generic information about policy unrelated to race equality.

Each directorate and national agency had a dedicated section with action plan, however these were not generally well completed. A large number of the directorates and agencies only detailed existing work or approaches, many of them tenuously linked to race equality, rather than actions in the 'actions' column. It was common to report that an EQIA would be carried out at a later date in order to identify action, or to simply state that there was no discrimination in the work of an agency.

This contrasts particularly with the approach taken in the Race Equality Framework for Scotland 2016-2030, which lacked a structured action plan but included commitments across a range of themes rather than departments. Although these commitments had been identified and agreed with relevant policy teams, it was felt that the timescales involved over a 14 year period created too much complexity to gather these into a SMART action plan, so they were reported in short lists related to each of the Framework's goals. After publication, however, this was widely looked back on as inadequate.

The intention to design a shorter-term action plan to sit under the Framework led to a separate policy process entirely, with the largely unrelated Race Equality Action Plan 2017-2021 being published the following year without involvement of stakeholders.

Work on the Race Equality Action Plan quickly superseded the commitments given in the Race Equality Framework itself, despite the robust and lengthy policy development process behind it.

A cluttered race equality policy environment has created difficulties at other points in time, notably around 2002 (when the earlier recommendations of the Race Equality Advisory Forum and its four sub-groups were poorly addressed in the resulting Scottish Executive response, possibly partly due to the greater focus on publishing the legally-required Race Equality Scheme in the same year) and in 2008 (again, when a Race Equality Scheme was required and published in the same year as the Race Equality Statement 2008-2011).

There may be merits in publishing an overall strategy with individual action plans at directorate and national agency level, provided actions are SMART (Specific, Measurable, Achievable, Realistic, and Timely) and meaningful throughout. However, the review of previous work strongly suggests that creating multiple levels of overarching race equality strategy that are insufficiently linked leads to implementation problems.

Target setting is often regarded as encouraging implementation of actions. Previous work by CRER for the Equality and Human Rights Commission on the effectiveness of the public sector equality duties in Scotland[177] found that there was no correlation between the setting of targets and evidence of measurable change. This was because in some cases, public bodies had written very robust plans but failed to implement them. This review's findings differ. Whilst it identified vanishingly few measurable targets in Scottish Government / Executive race equality policy, where these existed, they did appear to be useful in encouraging reporting of change.

The small number of examples identified almost all related to increasing ethnic diversity to a level representative of the population. Progress reporting on these targets used percentage based measures to demonstrate change.

Progress towards these targets was sometimes slow (for example some periods of the work of Scottish Government and Police Scotland on workforce diversity). However, there were some success stories, most notably in the efforts made to increase diversity in public appointments, although there are still challenges within that area of policy, as discussed previously at p.27.

When combined with sustainable implementation of actions, targets, milestones and performance indicators could play a key role in ensuring the success of future race equality policy as part of effective strategic planning.

An effective strategic plan on race equality might be expected to have the following qualities:

- Synergy across all relevant policy areas, with both specific actions arising from the strategy and actions within mainstream areas of policy or other

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[177] Equality and Human Rights Commission (2019) Effectiveness of the PSED Specific Duties in Scotland

strategies which reflect the content and aims of the strategy (balancing targeted and mainstreamed approaches)

- An attached delivery plan with performance indicators, measurable targets and milestones, timescales and responsibilities[178]
- Mechanisms for implementation, evaluation, monitoring and progress reporting which are embedded in work plans and/or objectives
- Strong accountability, transparency and scrutiny arrangements

Strengthening implementation

The period after the initial launch of a strategy is a critical time for ensuring its success. Where actions are implemented quickly, they may be more likely to be accomplished. However, for a variety of reasons, this isn't always possible or desirable. Multi-year strategies may contain a series of actions which require short, medium and long-term implementation. Many strategies therefore have a timeline for implementation setting out which actions will be commenced over which time frame.

In this case, regardless of the length of time a strategy covers, the key is to ensure consistency in implementation through a structured approach with various safeguards to ensure it is effective.

Examples of practice to encourage effective implementation from previous race equality strategies include:

- Mandatory personal and/or departmental objectives linked to implementation of a strategy
- Inclusion of risk and mitigation sections (identifying reasons why actions might fail and assigning means of mitigating along with assigning responsibility for this)
- Formation of groups with a scrutiny function, both internal and including external stakeholders
- Assigning responsibility for actions to specific post holders
- Monitoring and progress reporting mechanisms

These examples are not mutually exclusive, and a robust strategic plan might incorporate several mechanisms to ensure implementation progresses.

On a practical level, additional factors which might assist include:

- Proactive leadership on implementation at all levels of the organisation
- Requiring verbal and written reports on implementation in regular departmental reporting processes

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[178] It should be noted that responsibility for achieving targets and milestones must belong to senior staff in positions of influence and power. If these prove challenging to achieve through delivery mechanisms, it must be their responsibility to identify why and support staff at lower grades to redress this. Dr. Stephen Ashe has identified that "…the pressure to meet certain targets will be pushed downwards onto staff, many (if not most of whom), will endure the daily realities of racism and other modes of oppression." See Ashe, S. (2021) Writing Recommendations in Search of Social Justice

- Measures to improve continuity and sustainability of implementation, particularly where staff move around and responsibility must transfer to another team member

Reporting on progress

Progress reporting is essential for meaningful work on race equality. Transparency and accountability are certainly important, but as reflected in previous sections, more important still is the potential for identifying what works to reduce racial inequalities.

Approaches to progress reporting on race equality strategies have varied widely over the years. The 2008 Race Equality Scheme, for example, was a labyrinthine document of over 400 pages with 52 separate action plans for directorates and national agencies, often functioning more as reports on ongoing work. In contrast, the final progress report on the Race Equality Statement 2008-2011 was only eight pages long, and not published until 2014 (three years after the statement lapsed).

Aside from a year one highlights report, there has not yet been a progress report on the Race Equality Framework for Scotland. In 2021, the Race Equality Action Plan 2017-2021 comes to an end, creating an opportunity to return to the original visions and goals of the Framework and to develop a new approach to monitoring and reporting on progress.

For this new approach, it is important to recognise that all previous approaches to progress monitoring have shared an intrinsic weakness; the focus on reporting outputs rather than outcomes. From an anti-racist perspective, there is little value in this approach. For race equality work to be meaningful, it needs to result in change in the lives of minority ethnic people.

As previously set out, in the limited number of examples where progress reporting demonstrated this change, the focus was mostly on improving diversity, for example within the workforce or within public appointments. The fact that equality monitoring data is available to track changes over time makes this an area where progress reporting should be routinely possible.

Other areas of race equality work may be more difficult to track, however it is important to identify at the outset how progress will be measured. The recent Race Recruitment and Retention Plan[179] set out measures of progress, some of which were still focussed on creating outputs but many of which would enable reporting measurable changes.

As evident throughout this review, good progress reporting is only possible where action setting and implementation have been robust.

In many cases, progress reports consist of a narrative on the work undertaken with a relatively weak link to the commitments originally given, and a much weaker link (if any) to the change created.

This may be as a result of failures in the implementation process, meaning that commitments were not met. In some cases, they may have been superseded by other activities. There may be some other legitimate reason for work on a particular commitment to have lapsed. However, this is not often explained, creating the appearance of failure.

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[179] Scottish Government (2021) Race recruitment and retention - an instigation for change: action plan

In some cases, like the 2008 – 2011 Race Equality Statement, the time elapsed between the commitments being made and the progress report (which in this case was published in 2014) makes reporting challenging because, with no regularity to progress reporting, information has been lost. This suggests that regular progress reporting is likely to be more effective; annual progress reporting could allow a cycle to develop which ensures that actions and commitments never fall off the radar.

Progress reporting practices which Scottish Government may want to consider include:

- Reporting on each action individually, for clarity
- Demonstrating the change over time in the issue which an action or commitment aims to address
- Where a commitment has not been met, explaining why and what else is being done to address the relevant inequalities
- Reporting on an annual basis to allow a cycle of monitoring and reporting to develop

The findings of the review regarding policy design come full circle at this point, with progress monitoring feeding into sustainability and continuity (p.87), as well as evidence gathering (p.91).

Conclusion

The results of this review provide a clear pathway towards improving anti-racist policy making in Scotland.

In the wake of 2020, with disparities laid bare by COVID-19's disproportionate impact on BME people and the Black Lives Matter movement, a rare point of interest convergence on anti-racism has arrived within Scottish Government. As racism in itself is a structural problem, the question for policy makers is how to build the systems and structures to sustain this momentum.

Within the unique political and social structures of the UK, Scotland's vocal commitment to an egalitarian and inclusive national identity is often celebrated.

However, this review has demonstrated that much race equality policy has the right rhetoric, but not the right outcome. As Satnam Virdee and the late Neil Davidson stated in the introduction to their ground-breaking book No Problem Here: Understanding Racism in Scotland, "It is crucial to remain alive to the disjuncture between elite discourse on migration and the lived reality of racialised minorities in Scotland."[180]

Previous experience has shown that, no matter how strong the commitment of allies within Scottish Government, race equality policy will falter unless it is fully embedded in organisational culture and practice.

Now is the time to re-examine and focus in on what will actively work to improve the lives of minority ethnic people. An anti-racist perspective is the key to understanding this.

This review provides concrete evidence in support of this position. In doing so, it also affirms that Scottish Government's commitment to effective, anti-racist policy making is both welcome and much needed.

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[180] Davidson, N., Liinpää, M., McBride, M. and Virdee, S. (2018) No Problem Here? Understanding Racism in Scotland

Appendix 1: Considerations for future policy

This section gathers together the key examples of issues to consider and suggestions for future policy made throughout the report. As in the wider report, these relate to a) key themes and trends (the entrenched inequalities which policy aims to tackle and how this might be done effectively), and b) designing and delivering effective policy from an anti-racist perspective.

Considerations relating to key themes and trends

Overarching issues

Scottish Government may wish to consider:

- Developing clear mechanisms for leadership, responsibility and accountability on race equality across all directorates, including levers for ensuring commitments and actions are implemented and reported on in a timely fashion
- Creating joined-up approaches to capacity building, particularly in light of the commitments on training for public sector staff within the Race Equality Framework for Scotland (see also p.97)
- Planning an approach going forward from the end of the Equality Evidence Strategy 2017-2021 which addresses the remaining gaps and standardisation issues with ethnicity data (particularly around reporting on the National Performance Framework and on ensuring granular disaggregation of data to match Scotland's Census ethnicity categories)
- Seeking opportunities to use procurement and funding processes to lever equality commitments from external organisations through contract compliance
- Maximising the potential of the new Equality and Human Rights Fund by embedding criteria and evaluation processes that support evidence based approaches to tackling inequalities and promoting equality

Community cohesion and safety

Scottish Government may wish to consider:

- Development of (and funding for) preventative anti-racist initiatives based on evidence of what works to create attitude and behaviour change, with evaluation mechanisms designed to strengthen this evidence base, reflecting the Equality and Human Rights Commission's principles for evaluation of anti-prejudice work (developed by CRER on behalf of the Commission)[181]
- Considering how community cohesion more broadly can be strengthened through national and local policy approaches, with a focus on reaching those in the majority ethnic community who are not engaging positively with people outside their own ethnic group

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[181] Duff, C. and Young, C. (2017) What works? Eight principles for meaningful evaluation of anti-prejudice work

- Mechanisms to build capacity on race equality within the Police Force and the wider justice system
- Reviewing representation of minority ethnic groups throughout the justice sector in line with Census 2022 statistics when available
- Opportunities to improve connections between minority ethnic communities / community organisations and Police Scotland

Participation and representation

Scottish Government may wish to consider:

- Working through relevant directorates and national agencies to increase access to mainstream participation in arts, culture, heritage and leisure funding or programmes
- Seeking opportunities to target specific, under-represented ethnic groups for public appointments, and ways to improve diversity at Chair level
- Identifying the factors underlying the success of positive action measures regarding public appointments and transferrable learning to improve practice in other areas of under-representation

Education and lifelong learning

Scottish Government may wish to consider:

- Developing quality, consistent and sustainable approaches to capacity building on race equality from Initial Teacher Education stage onwards
- Evaluating the work undertaken in support of the Teaching in a Diverse Scotland agenda to identify what has been achieved, where the gaps are and what more needs to be done to improve diversity in teaching
- Reviewing the effectiveness of the current voluntary approach to recording and monitoring prejudice-based bullying and racist incidents using SEEMiS, with a view to improving this and consideration of the potential to develop a mandatory approach
- Investigating how schools and teachers address racist bullying and racist incidents in order to identify opportunities to strengthen good practice and eliminate poor practice
- Reviewing the availability and use in policy making of education data disaggregated by ethnicity (particularly relating to Gypsy/Traveller pupils, but also datasets where disaggregation has regressed such as exclusions and free school meals)
- Building on the work begun by Education Scotland to look at the race equality implications of Curriculum for Excellence and how it can strengthen diversity in the curriculum, anti-racist learning opportunities and approaches to improve the wellbeing of minority ethnic pupils
- Working with ELC providers to increase access to ELC for minority ethnic families

Employability, employment and income

Scottish Government may wish to consider:

- Levers for increasing workforce diversity in the public, private and voluntary sectors (including reviewing the effectiveness of past initiatives such as the Workplace Equality Fund, which initially attracted few applications focussing on race equality)
- Commissioning research on the impact of Universal Credit on BME people in Scotland
- Ensuring that child poverty and poverty strategies include action specifically focussed on minority ethnic communities
- Maximising the number of Scottish Government vacancies advertised externally in order to widen the diversity of potential applicants

Health and home

Scottish Government may wish to consider:

- How best to implement the recommendations of the Expert Reference Group on Covid-19 and Ethnicity
- Co-ordinated approaches to capacity building on race equality in the health sector, taking into account its size and complexity
- Strengthening the availability of consistent, robust housing data disaggregated by ethnicity
- Targeted work to address minority ethnic communities' disproportionate concentration in the private rented sector and disparities in overcrowding and housing quality

National agencies

Scottish Government may wish to consider:

- Working with the Equality and Human Rights Commission, if possible, to identify ways to strengthen enforcement of the Scottish specific public sector equality duties
- Assisting national agencies to 'join up' their approaches to seeking expertise and capacity building on race equality
- Identifying incentives to motivate national agencies to increase their focus on embedding race equality, accompanied by disincentives for inaction (for example, working with audit and inspection bodies and using levers such as outcomes agreements and funding requirements)
- Building on the work begun through the 2021 Race and Employment Summit, where public bodies were asked to sign up to a joint statement committing to tackling institutional racism and implementing the recommendations of the Equality and Human Rights Committee's inquiry report on race equality, employment and skills

Community involvement

Scottish Government may wish to consider:

- Working with race equality stakeholders to develop shared principles on the involvement of minority ethnic communities and those who represent their interests
- Assessing the extent to which involvement with race equality stakeholders meets the National Standards for Community Engagement
- Reviewing the outcomes of previous minority ethnic engagement in consultation and involvement in order to address possible weaknesses in practice within policy making which may be limiting its influence
- Identifying and addressing any capacity building needs amongst civil servants responsible for engaging and involving race equality stakeholders

Considerations relating to policy design and delivery

Anti-racist policy making

Anti-racist approaches to policy making would reflect principles such as:

- **Redressing power hierarchies** inherent in current approaches to policy development, including the impact of lack of representation of minority ethnic people in positions of influence and decision making roles
- **Correcting economic, political and social imbalances** created by white privilege and entrenched racial inequalities through positive action and other forms of targeted action
- **Implementing structural and systemic solutions** to racial inequalities – changing policy and practice, as opposed to 'sticking plaster' approaches which treat the effects of structural racism rather than its origins
- **Avoiding the deficit model** which downplays structural racism in favour of explanations related to personal capacity, culturally specific attitudes and behaviours or individual choices (often replicating racist stereotypes and/or minimising the role of racism in creating and maintaining inequalities)
- **Rights based approaches** which recognise that inaction on racism and racial inequalities breaches the rights of minority ethnic people; other potential imperatives for action which may be more palatable and avoid disrupting the racial contract, such as 'the business case' for equality, are counterproductive
- **Intersectional approaches** particularly recognising the specific inequalities facing minority ethnic women[182]
- **Overcoming discomfort or reticence** that policy makers may have around frank discussion of race and racism, and other manifestations of white fragility which could impact policy making
- **Policy making based on robust evidence** about the nature and prevalence of racial inequalities and racism, as well as 'what works' to create change
- **Effective, meaningful involvement of minority ethnic people** and organisations with tangible impacts on policy development
- **Building capacity on race equality and anti-racism**, with recognition that it is not the responsibility of minority ethnic people to 'educate' policy makers
- **Creating interest convergence** by providing strong imperatives for policy makers to come together with race equality stakeholders and identify solutions
- **Prioritising effective, measurable action to secure race equality** over and above the optics of ethos and rhetoric on race equality

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[182] This term is widely misused; although it can be useful in talking about some other combinations of protected characteristic, it is not the same thing as multiple discrimination. It was developed because Black women face a unique set of stereotypes and discriminations that do not apply to either Black men or white women.

Sustainability and continuity

Scottish Government may wish to consider:

- Building stronger evaluation mechanisms into strategy during the development process (the Equality and Human Rights Commission's principles for meaningful evaluation of anti-prejudice work, developed by CRER, are useful for planning evaluation of any aspects of race equality policy)[183]
- Sharing the results of evaluation, with equal value placed on evidence of what works and what does not work; seeing the latter as a learning process rather than a 'failure'
- Benchmarking exercises to gather baseline data on inequalities, from sources which can be regularly revisited through progress monitoring to identify change over time in relation to commitments and actions
- Measures to ensure continuity of knowledge about race equality policy and its implementation within teams and directorates, for example maintaining a detailed progress tracker which can be accessed by all and is part of hand-over if key staff move or leave their position
- In the absence of a sustainable knowledge base on racial inequalities and what works to change them, it is vital that race equality policy development makes the best use of the evidence which can be gathered

Gathering evidence

Scottish Government may wish to consider:

- Renewing the Equality Evidence Strategy when it comes to its end in 2021, informed by a full review of the availability of ethnicity disaggregated data, how this is presented within Equality Evidence Finder and how use of both data and evidence from involvement can be maximised in policy making
- Implementing the data and evidence related recommendations of the Expert Reference Group on Covid-19 and Ethnicity, and considering the implications of these for data beyond health policy where relevant
- Working to improve coverage of ethnicity disaggregated data in relation to the National Performance Framework[184]
- Capacity building activities for policy makers on collating and using ethnicity evidence
- Ensuring that revisions to data collection and publication processes are subject to Equality Impact Assessment in order to avoid creating future data gaps
- Working with stakeholders to improve the coherence, consistency and sustainability of mechanisms for gathering evidence from those with lived

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[183] Duff, C. and Young, C. (2017) What works? Eight principles for meaningful evaluation of anti-prejudice work

[184] For more information, see CRER (2020) Scotland's National Performance Framework – Measuring outcomes for minority ethnic communities

experience of racism (e.g. involving minority ethnic community members and minority ethnic led organisations), as outlined at p.72.

Identifying solutions
Scottish Government may wish to consider:

- High quality capacity building on race equality for policy makers, with a particular focus on how to interpret and prioritise evidence from an anti-racist perspective
- Policy planning processes which begin with the desired outcome and work backwards to identify viable, meaningful, measurable actions
- Requiring all race equality actions to be agreed with the relevant policy area and formally 'signed off' by a named person at an appropriate level of seniority before publication, linking this to implementation and progress reporting

Partnership working to identify solutions
Challenges which need to be overcome in order for the full potential of advisory groups and other partnership approaches to identifying solutions to be realised include:

- The people represented on the group all need sufficient practical experience in the relevant policy area; avoiding involvement for involvement's sake
- Capacity building for policy makers on race equality and anti-racism will often be needed, so that group members have a shared understanding to work from
- Senior civil servant or Ministerial level support needs to be available to the group, so that those with sufficient authority can ensure its work is unimpeded, has access to all relevant information and contacts, and that its recommendations are implemented
- Decisions about how to proceed with making and implementing recommendations need to be focussed on what will work to tackle racial inequality (and as discussed at p.96, civil servants need to feel a sense of leadership and confidence to assert solutions which are evidence based and reflect an anti-racist perspective)
- The temptation to leave aside more innovative or challenging suggestions in favour of suggestions in line with the status quo should be recognised and avoided, but likewise, ambitious but vague or unworkable suggestions should also be set aside

Setting anti-racist actions
Actions designed from an anti-racist perspective might be expected to:

- Reflect anti-racist principles, as set out at p.86
- Express the change to be achieved in the lives of people from minority ethnic communities

- Feature milestones, targets or similar specified goals
- Clearly link to progress indicators, ideally in numeric / percentage based terms, which can be robustly measured through data or ongoing research

Designing effective strategic plans

An effective strategic plan on race equality might be expected to have the following qualities:

- Synergy across all relevant policy areas, with both specific actions arising from the strategy and actions within mainstream areas of policy or other strategies which reflect the content and aims of the strategy (balancing targeted and mainstreamed approaches)
- An attached delivery plan with performance indicators, measurable targets and milestones, timescales and responsibilities[185]
- Mechanisms for implementation, evaluation, monitoring and progress reporting which are embedded in work plans and/or objectives
- Strong accountability, transparency and scrutiny arrangements

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[185] It should be noted that responsibility for achieving targets and milestones must belong to senior staff in positions of influence and power. If these prove challenging to achieve through delivery mechanisms, it must be their responsibility to identify why and support staff at lower grades to redress this. Dr. Stephen Ashe has identified that "…the pressure to meet certain targets will be pushed downwards onto staff, many (if not most of whom), will endure the daily realities of racism and other modes of oppression." See Ashe, S. (2021) Writing Recommendations in Search of Social Justice

Strengthening implementation

Scottish Government may wish to consider:

- Mandatory personal and/or departmental objectives linked to implementation of a strategy
- Inclusion of risk and mitigation sections (identifying reasons why actions might fail and assigning means of mitigating along with assigning responsibility for this)
- Formation of groups with a scrutiny function, both internal and including external stakeholders
- Assigning responsibility for actions to specific post holders
- Monitoring and progress reporting mechanisms
- Proactive leadership on implementation at all levels of the organisation
- Requiring verbal and written reports on implementation in regular departmental reporting processes
- Measures to improve continuity and sustainability of implementation, particularly where staff move around and responsibility must transfer to another team member

Reporting on progress

Scottish Government may wish to consider:

- Reporting on each action individually, for clarity
- Demonstrating the change over time in the issue which an action or commitment aims to address
- Where a commitment has not been met, explaining why and what else is being done to address the relevant inequalities
- Reporting on an annual basis to allow a cycle of monitoring and reporting to develop

Appendix 2: Methods

This appendix sets out the evidence gathering, analysis and narrative drafting methods used in undertaking the review.

Evidence gathering

To inform the review, CRER gathered all accessible documents on race equality policy published by Scottish Government since the inception of the Scottish Parliament. Additional documents of potential relevance, such as articles and research papers, were recorded where these were identified in the course of gathering relevant documents. These provided additional contextual background.

Document gathering methods comprised of a web search using specific key words, a similar web archive search, compiling hard copies of older documents not available in electronic format already held by CRER, a Freedom of Information Request to all national agencies of the Scottish Government and liaison with National Libraries of Scotland to fill gaps in availability of documents.

Key Scottish Government/Executive race equality strategies and progress reports on race equality were the central focus of evidence gathering. In total, 39 of these were collated, with a further one identified but unavailable (a hard copy was held by National Records of Scotland, but access was not possible due to Coronavirus lockdown restrictions).

The remainder of the evidence gathered included:

- Strategies, schemes and action plans related to race equality produced by national agencies of the Scottish Government
- Documents detailing consultation with minority ethnic communities regarding race equality policy
- Research documents regarding public policy and race equality in Scotland
- Articles and news releases regarding policy on race equality in Scotland's public sector

The resulting evidence gathering database contained 996 entries. Of these, 183 were discounted because despite the mention of key words, the content was not substantive enough to inform the review.

Documents produced by national agencies were filtered to identify those of most relevance to the aims of the review.

The remaining documents were filtered in a similar way, providing contextual information which assisted in analysis of the key national strategies and progress reports.

A separate evidence gathering exercise was undertaken to collate and analyse statistical evidence on racial inequalities.

Analysis and drafting

The key national strategies were analysed using a spreadsheet with tailored fields. These are referenced within the report introduction. 817 commitments and actions were listed in categories corresponding to the priority areas set out in the Race

Equality Framework for Scotland 2016-2030. Coding was used to identify recurring themes within each category. For each commitment and action, spreadsheet fields were used to record examples relating to practice, performance measurement and progress. This was analysed and used to develop narrative for each section of the review report.

Documents from national agencies were analysed following filtering and used to develop narrative for Section 1. These are not referenced, in order to anonymise the findings.

Two consultation documents were identified as comparable and were analysed to create the thematic comparison table within Section 1.

Analysis of the contextual documents gathered informed the development of narrative throughout the report. Emphasis was placed on documents which demonstrate evidence on the effectiveness of race equality work, particularly from an anti-racist perspective. A specific subset of these documents relating to developing equality policy was used to develop narrative for Section 2. Contextual documents are referenced throughout the document accordingly.

Statistical evidence on racial inequalities was analysed and used to develop narrative for section 1 of the review report. Statistical reference tables relating to this analysis are provided at Appendix 3.

Four CRER staff were involved in evidence gathering, analysis and drafting over the period January to March 2021. Three of the four staff worked together on editing and final content.

Appendix 3: Statistical Reference Tables

The ethnicity categories used throughout are derived from data sources.

Community Cohesion and Safety

Figure 1: Strength of feeling of belonging to community 2012 – 2019 (%)[186]

	Very strongly	Fairly strongly	Not very strongly	Not at all strongly
2012				
White	35	43	15	6
Other ethnic minority groups	17	45	22	13
2013				
White	37	41	16	6
Other ethnic minority groups	23	41	24	9
2014				
White	37	41	16	5
Other ethnic minority groups	19	40	20	17
2015				
White	34	43	16	6
Other ethnic minority groups	19	44	25	11
2016				
White	35	42	16	5
Other ethnic minority groups	21	43	25	7
2017				
White	35	44	15	5
Other ethnic minority groups	23	40	26	6
2018				
White	37	42	16	5
Other ethnic minority groups	25	47	21	4
2019				
White	35	43	15	5
Other ethnic minority groups	19	42	22	11

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[186] Scottish Household Survey Data Explorer

Figure 2: Attitudes to discrimination and positive action 2002 - 2015 (%)[187]

Question	2002	2006	2010	2015
Percent of respondents who say equal opportunities have gone too far for minority ethnic groups	18	23	23	16
Percent of respondents who say it is probably or definitely unfair for a company who had few black and Asian people in senior jobs to decide to give black and Asian people it employed extra opportunities to get training and qualifications	*[188]	41	48	41
Percent of respondents who would be unhappy/very unhappy if their close relative formed a long-term relationship with someone who was black or Asian	17	11	9	5
Percent of respondents who agree with the statement 'people from ethnic minorities take jobs away from other people in Scotland'	20	27	31	27
Percent of respondents who do not personally know anyone who is from a different racial or ethnic background to themselves	26	24	19	19
Percent of respondents who would prefer to live in an area where most people are similar to themselves	46	49	43	33
Percent of respondents who agree or agree strongly with the statement that 'Scotland would begin to lose its identity if more black and Asian people came to live in Scotland?'	*	46	45	34
Percent of respondents who agree with the statement 'Sometimes there is good reason for people to be prejudiced against certain groups'	26	29	28	22

Figure 3: Experiences of discrimination and harassment 2015-2019 (%)[189]

	Yes Discrimination	No Discrimination	Yes Harassment	No Harassment
2015				
Ethnicity - White	7	93	6	94

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[187] Scottish Government (2003) Attitudes to Discrimination in Scotland, Scottish Government (2006) Attitudes to Discrimination in Scotland 2006, Scottish Government (2010) Scottish Social Attitudes Survey 2010: Attitudes to Discrimination and Positive Action and Scottish Government (2015) Scottish Social Attitudes 2015: Attitudes to discrimination and positive action

[188] No question asked on this issue in this year.

[189] Scottish Household Survey Data Explorer, Scottish Government (2017) Scotland's People Annual Report, Scottish Government (2016) Scotland's People Annual Report, Scottish Government (2015) Scotland's People Annual Report

Ethnicity - Other ethnic minority	17	83	13	87
2016				
Ethnicity - White	6	94	6	94
Ethnicity - Other ethnic minority	18	82	14	86
2017				
Ethnicity - White	6	94	6	94
Ethnicity - Other ethnic minority	19	81	11	89
2018				
Ethnicity - White	8	92	6	94
Ethnicity - Other ethnic minority	17	83	11	89
2019				
Ethnicity - White	7	93	6	94
Ethnicity - Other ethnic minority	19	81	17	83

Figure 4: Hate Crime Statistics 2010 – 2020[190]

Year	Total number of charges of race crimes
2010-11	4178
2011-12	4547
2012-13	4034
2013-14	4160
2014-15	3820
2015-16	3721
2016-17	3367
2017-18	3278
2018-19	2921
2019-20	3038

Figure 5: Perceptions of local crime: In the local area it is common that people are physically attacked because of their skin colour, ethnic origin or religion 2008-2013 (%)[191]

Year	Agree
2008-09	7.2
2009-10	8.3
2010-11	9.1

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[190] Crown Office and Procurator Fiscal Service (2020) Hate Crime in Scotland 2019-20
[191] Scottish Government – Scottish Crime and Justice Survey [dataset]

2012-2013[192]	6.9

Figure 6 : Worries of Being Harassed: Worried about being insulted, pestered or intimidated on the basis of your ethnic origin or race 2012-2020 (%) [193]

Year	Agree
2012-13	2.9
2014-15	3.7
2016-18[194]	5.6
2018-20	4.5

Participation and Representation

Figure 7: People who agree with the statement 'I can influence decisions affecting my local area', 2007-2019 (%)[195]

Years	Other minority ethnic	White
2007	19	20
2008	19	22
2009	18	22
2010	24	21
2011	23	22
2012	16	22
2013	24	22
2014	23	23
2015	30	23
2016	29	23
2017	32	22
2018	21	20
2019	17	18

Education and Learning

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[192] From 2016, responses from two survey years are combined to provide more robust estimates
[193] Scottish Government – Scottish Crime and Justice Survey [dataset]
[194] From 2016, responses from two survey years are combined to provide more robust estimates
[195] Scottish Government (2020) Equality Evidence Finder

Figure 8: Pupil Ethnicity, 2006[196]

Ethnicity	Number	Percent
White - UK	644,649	92
White - Other	10,357	1.5
Mixed	5,458	0.8
Asian - Indian	2,388	0.3
Asian - Pakistani	9,129	1.3
Asian - Bangladeshi	515	0.07
Asian - Chinese	2,275	0.3
Asian - Other	2,199	0.3
Black - Caribbean	110	0.02
Black - African	2,090	0.3
Black - Other	464	0.07
Occupational Traveller	207	0.03
Gypsy / Traveller	428	0.06
Other Traveller	91	0.01
Other	2,284	0.3
Not known / not disclosed	19,747	2.8
Total	702,391	**100**

Figure 9: Pupil Ethnicity, 2019[197]

Ethnicity	Number	Percent
White - Scottish	544,241	78
White - Other	63,291	9
White - Gypsy/Traveller	1,387	0.2
White - Polish	15,681	2.3
White - Irish	1,492	0.2
Mixed	10,066	1.44
Asian - Indian	6,598	1
Asian - Pakistani	14,101	2
Asian - Bangladeshi	1,195	0.2
Asian - Chinese	4,327	0.6
Asian - Other	4,208	0.6
Caribbean/Black	1,298	0.2
African	8,550	1.2
Arab	3,435	0.5
Other	4,081	0.6
Not known/not disclosed	13,917	2
Total	697,868	100

[196] Scottish Government (2010) Pupil census 2010 supplementary tables [dataset]
[197] Scottish Government (2019) Pupil census 2019 supplementary tables [dataset]

Figure 10: School leavers in a positive initial destination 2009-2019 (%)[198]

Ethnicity	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
White - Scottish	n/a	n/a	89.5	90.3	91.5	91.9	91.3	92.7	93	94.9	93.2
White - non-Scottish	n/a	n/a	89.9	92.1	92.8	92.1	92.5	93.8	94	95.8	93.3
Mixed or multiple ethnic groups	87.1	88.9	86.4	92	93.6	92.8	92.7	92.4	93.6	n/a	92.3
Asian - Indian	93.3	94.2	93.9	91.2	96.6	96.3	96.9	*	97.2	n/a	*
Asian - Pakistani	88.7	89.5	92.7	92.4	93.2	95.2	92.5	95.6	93.5	93.8	97.2
Asian - Chinese	95.2	94.3	98.3	98.8	98.8	97.1	95.9	*	96.4	97.2	*
Asian - Other	91	89.6	94.4	95.7	97	96.2	95.1	95.3	93.9	97.1	95.0
African/ Black/ Caribbean	89.3	92.1	94.8	91.9	96	94.4	92.3	93.7	96	*	94.7
All other categories	77.8	81	91.9	92.1	91.9	91.2	87.9	94	92	*	93.4
Not Disclosed/Not known	79.6	84.5	87	88.1	88.5	90.1	88.8	90.7	89.6	96.4	91.2

[198] Scottish Government (2020) Summary Statistics for Attainment, Leaver Destinations and Healthy Living

Employment and Employability

Figure 11: Aged 16-64 employment rate, April 2004- March 2020 (%) [199] [200]
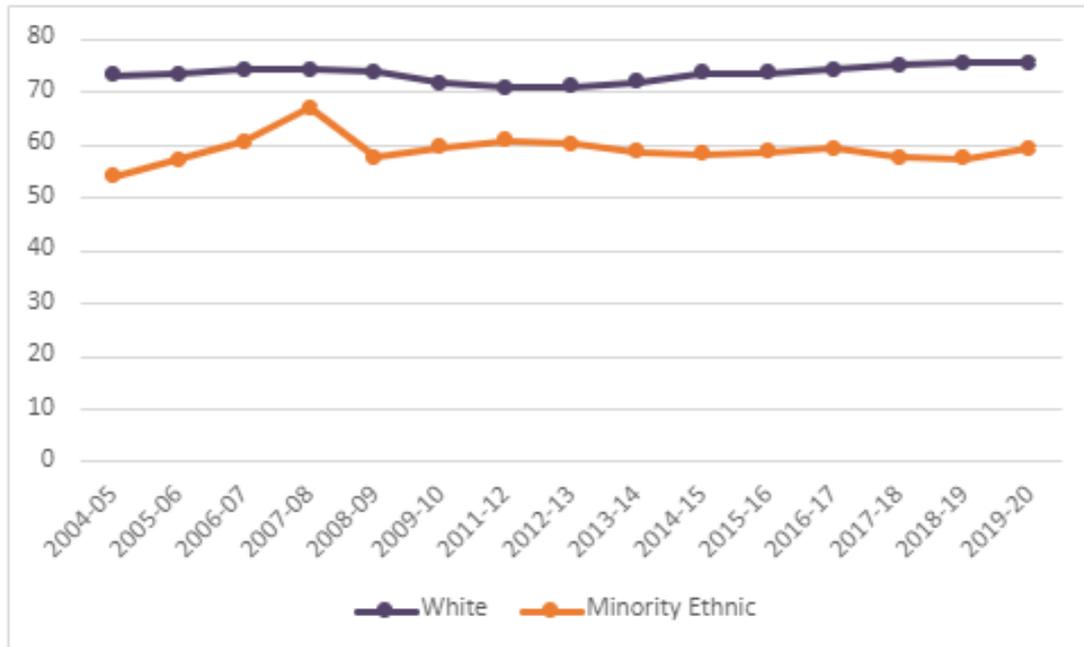
[199] Data extracted from NOMIS based on Annual Population Survey, Scotland: April 2004 – March 2020

[200] Missing figures for 2010-2011.

Figure 12: Aged 16-64 employment rate, April 2004- March 2020 (%) [201] [202]
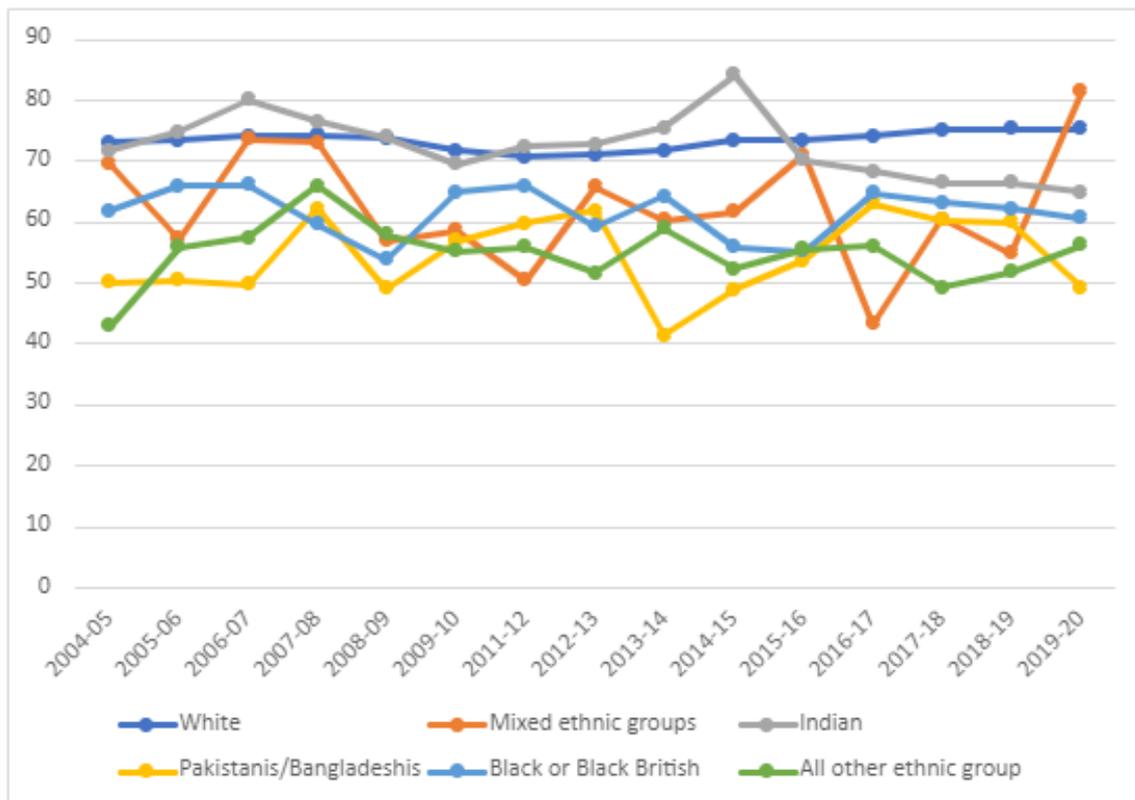
[201] Data extracted from NOMIS based on Annual Population Survey, Scotland: April 2004 – March 2020

[202] Missing figures for 2010-2011.

Figure 13: Aged 16-64 employment rate, April 2004- March 2020 (%)[203] [204]
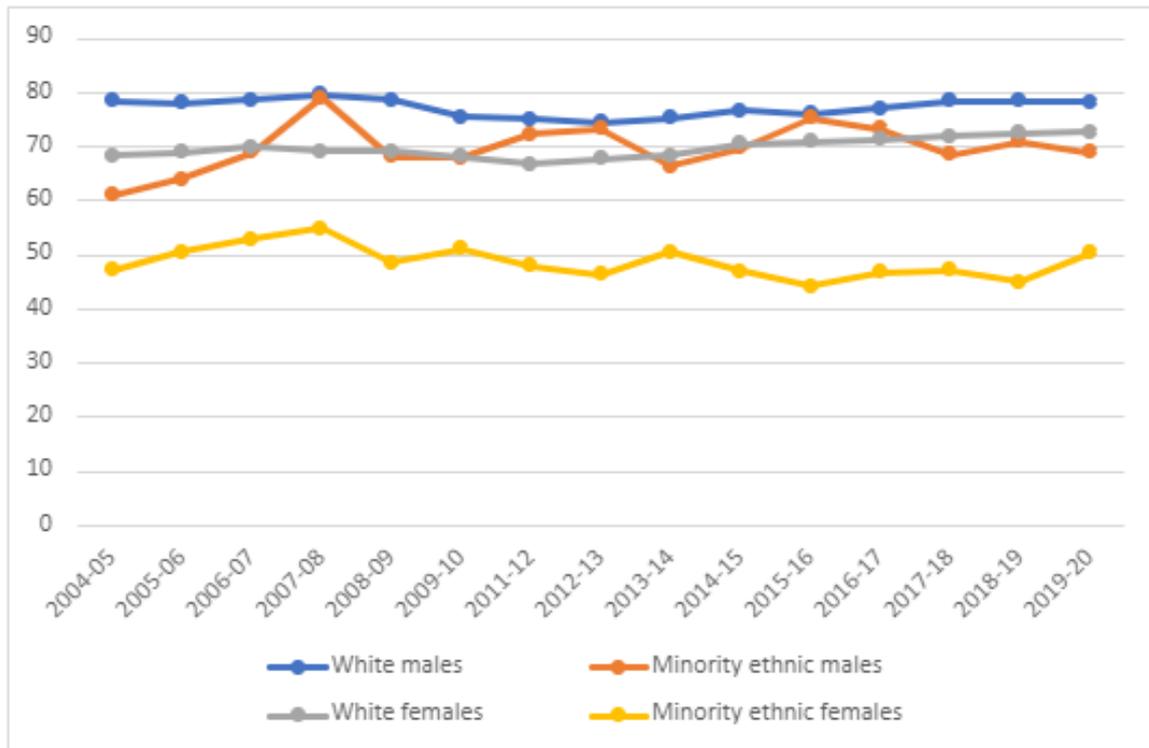
Figure 14: Aged 16-64 employment rate, by gender and ethnicity, April 2004- March 2020 (%)[205] [206]
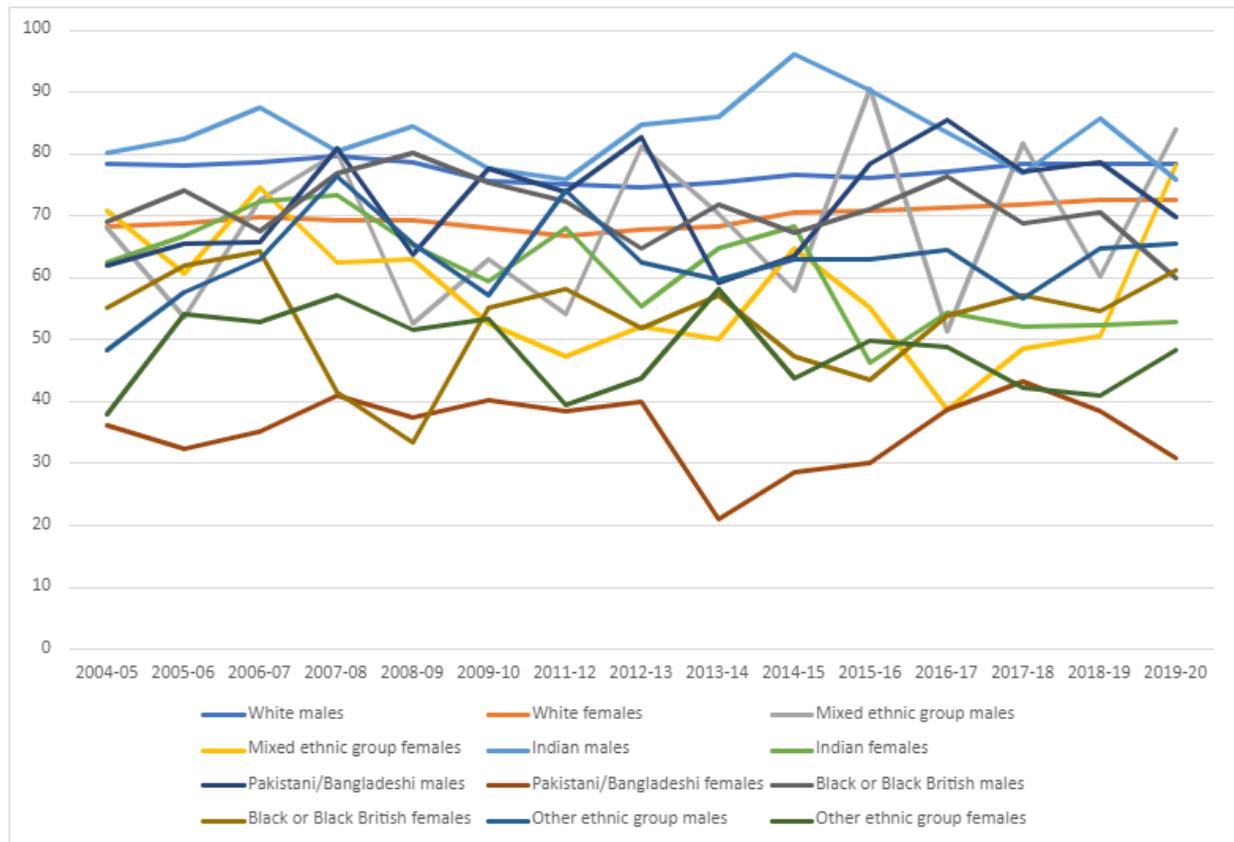
Figure 15: Work place learning, 2011-2019 (%) [207]

Years	Ethnic minority	White
2011	33.2	27.9
2012	36.9	27.8
2013	28.7	29.2
2014	29.5	27.8
2015	26.6	25.8
2016	18.3	22.9
2017	19.2	23.2
2018	17.3	22.8
2019	17.5	24

[205] Data extracted from NOMIS based on Annual Population Survey, Scotland: April 2004 – March 2020

[206] Missing figures for 2010-2011.

[207] Scottish Government (2020) Equality Evidence Finder

Income / Poverty

Figure 16: Relative poverty after housing costs by ethnic group (%), 2013-2020[208]

	2013-18	2014-2019	2015-20
White-British	18	18	18
Asian or Asian British	34	39	41
White-Other	26	25	24
Mixed, Black or Black British and Other	38	38	43

Figure 17: Percentage of working age adults in relative and absolute poverty after housing costs 10-year average, 2007-17 (%) [209]

Ethnicity	Relative poverty rate	Severe Poverty
White – British	17	12
White – other	25	18
Mixed/Multiple ethnic groups	27	23
Asian – Indian	22	18
Asian – Pakistani	45	31
Asian – other	42	35
Asian – Chinese	51	43
Black/African/Caribbean/Black British	39	32
Other ethnic group	30	24

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[208] The Scottish Government (2020) Poverty and Income Inequality in Scotland 2016-19; The Scottish Government (2019) Poverty and income inequality in Scotland: 2015-2018; The Scottish Government (2021) Poverty All Data [dataset]

[209] Scottish Government (2018) Number, proportion and composition of people in poverty by ethnic group [dataset]

Figure 18: Children in relative poverty after housing costs (%), 2010-2019[210]
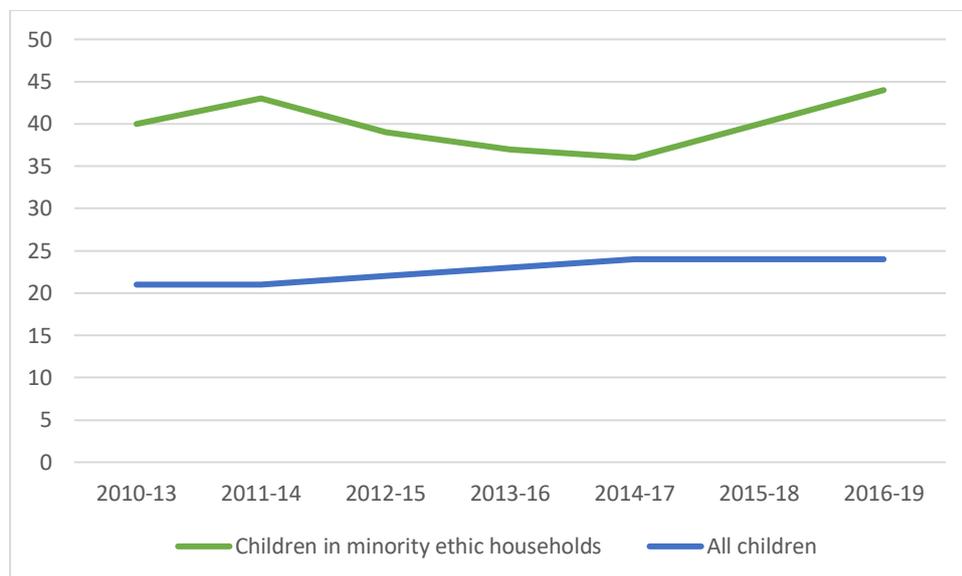
Figure 19: Children in absolute poverty after housing costs (%), 2010-2019[211]
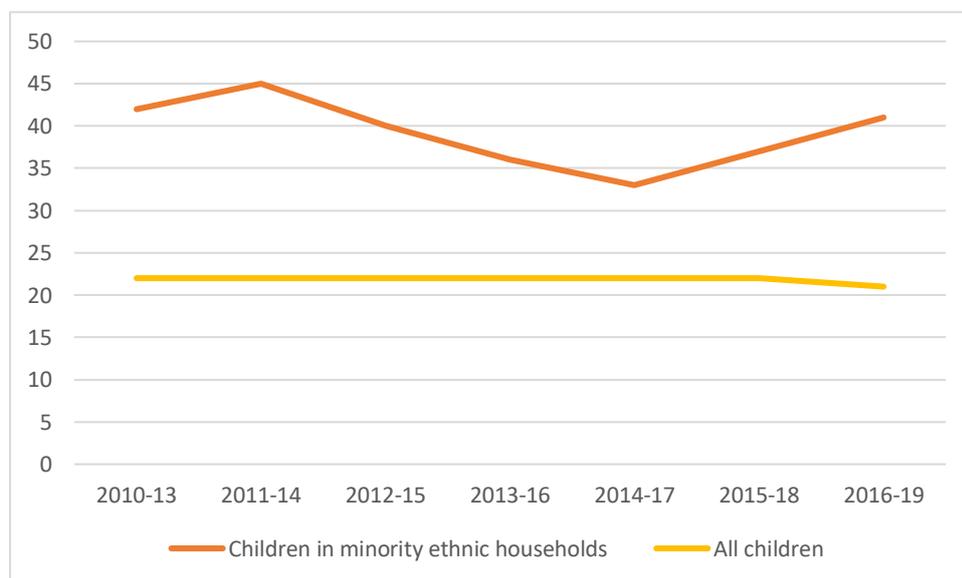
[210] Scottish Government (2019) Every Child Every Chance, First Year Progress Report 2018-19, Annex C; Scottish Government (2020) Tackling Child Poverty Delivery Plan Second year progress report 2019-20
[211] Ibid

Figure 20: Children in combined material deprivation and low income after housing costs (%), 2010-2019[212]
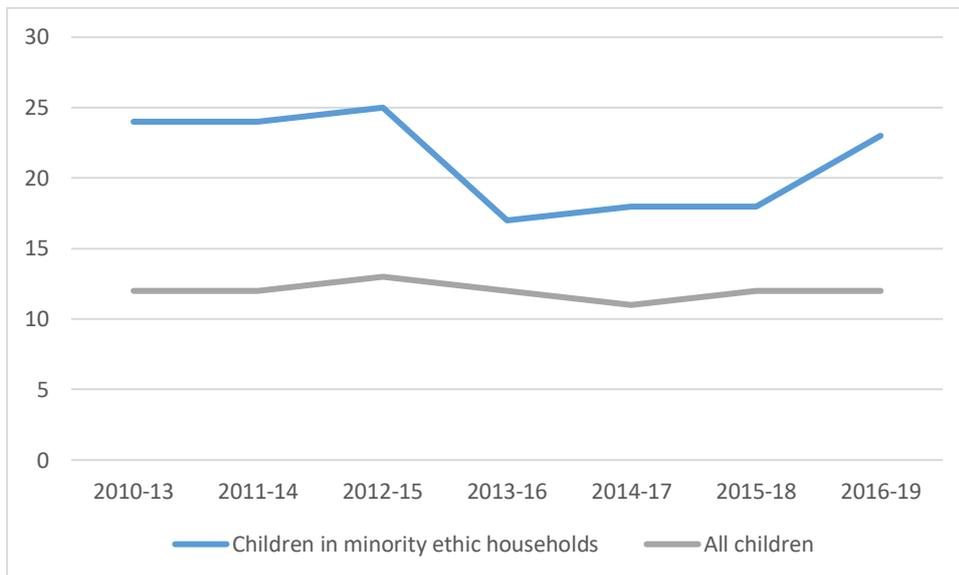
Figure 21: Proportion of ethnic groups in Scotland's 15 percent most deprived data zones[213], 2011 (%)[214]

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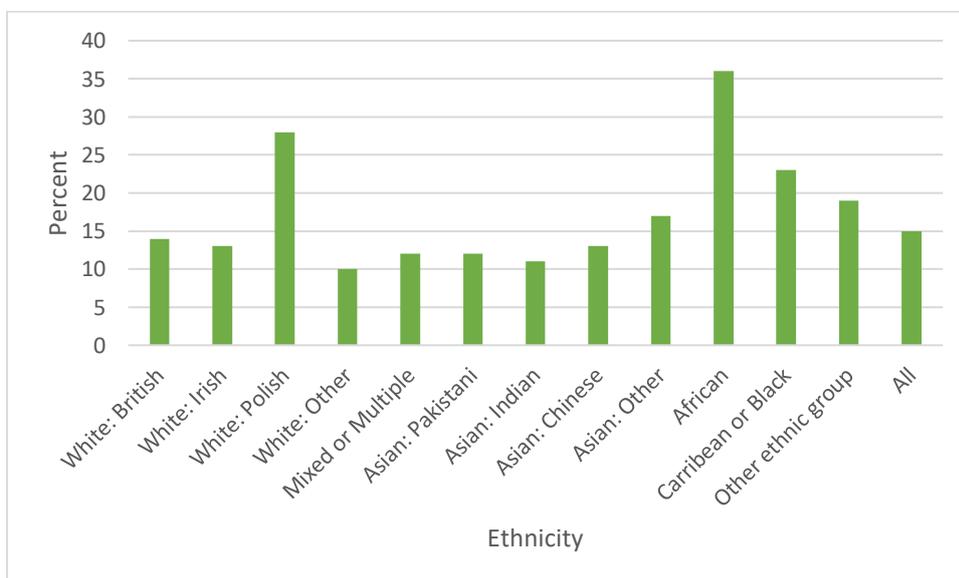
[212] Ibid

[213] There are 6,505 data zones in Scotland and those ranked 1-976 make up the 15 percent most deprived areas.

[214] Scottish Government (2014) Overview of Equality Results from the 2011 Census Release 2

Health and Social Care

Figure 22: Limiting long-term physical or mental health condition: The proportion of adults reporting a long-term mental or physical health condition that limits their day-to-day activities, 2012-2019 (%)[215]

Ethnic Group	Limiting condition	No limiting condition
2012		
White: Scottish	25.2	74.6
White: Other British	23.7	76.3
White: Polish	8.1	91.9
White: Other	15.1	84.8
Asian	10.8	89.2
All other ethnic groups	11.2	88.8
2013		
White: Scottish	24	75.7
White: Other British	21.6	78.1
White: Polish	6.8	93
White: Other	11.5	87.7
Asian	8.1	91.5
All other ethnic groups	11.8	87.3
2014		
White: Scottish	24.9	74.7
White: Other British	21.1	78.4
White: Polish	7.5	92.5
White: Other	15	84.9
Asian	9.2	90.8
All other ethnic groups	12.4	86.4
2015		
White: Scottish	24.5	75.1
White: Other British	23.3	76.3
White: Polish	6.1	93.4
White: Other	12.4	87.6
Asian	14.6	85.3
All other ethnic groups	11.6	87.8
2016		
White: Scottish	26	73.6
White: Other British	23.5	76.3

[215] Scottish Government (various dates) Scottish Survey Core Questions

White: Polish	7	93
White: Other	12.4	87.5
Asian	10.3	89.5
All other ethnic groups	15	84.1
2017		
White: Scottish	25.1	74.6
White: Other British	24.3	75.4
White: Polish	10.6	89.4
White: Other	14.2	85.5
Asian	12.3	86.4
All other ethnic groups	13.1	85.6
2018		
White: Scottish	26.4	73.6
White: Other British	24.5	75.5
White: Polish	11.4	88.6
White: Other	12.1	87.9
Asian	12.9	87.1
All other ethnic groups	18.2	81.8
2019		
White: Scottish	27.6	72.4
White: Other British	27.3	72.7
White: Polish	12.4	87.6
White: Other	15.2	84.8
Asian	13.3	86.7
All other ethnic groups	12.4	87.6

Housing

Figure 23: Housing cost induced poverty by ethnicity[216], 2014-19 (%)[217]

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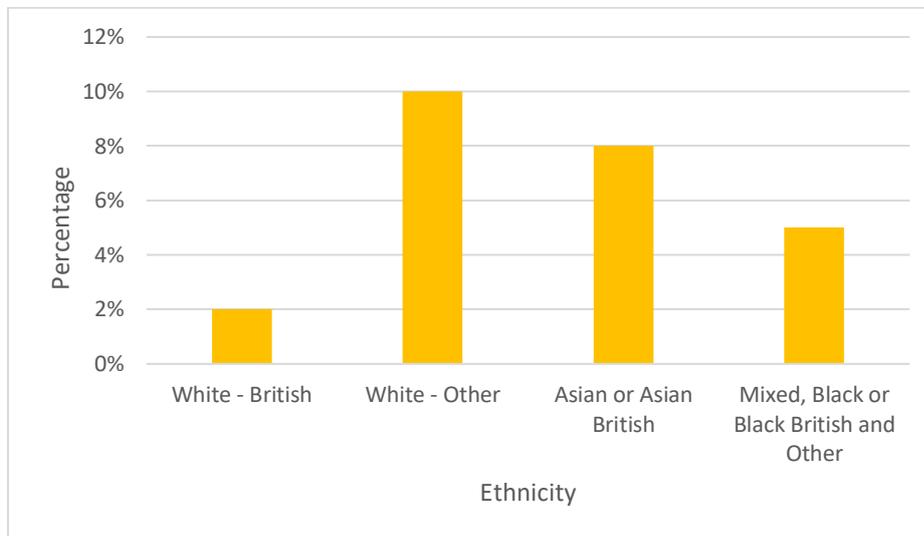
[216] Relative poverty after housing costs minus relative poverty before housing costs

[217] The Scottish Government (2020) Poverty and Income Inequality in Scotland 2016-19