

Race Equality Framework for Scotland 2016-2030

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Race Equality Framework for Scotland

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Foreword



Scotland has a wonderfully diverse society and we are all, each and every one of us, equal citizens and stakeholders of Scotland. Our vision is that Scotland in 2030 is a Scotland where people are healthier, happier and treated with respect, and where opportunities, wealth and power are spread more equally.

The Scottish Government is determined that Scotland should be doing all that it can to advance race equality, tackle racism and address the barriers that prevent people from minority ethnic communities from realising their potential. We are clear about the centrality of equality and human rights to Scotland's future and the importance of inclusive growth, fair work and social justice to our economic success and social wellbeing. The Race Equality Framework's purpose is to put a lens on this work 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.

The Scottish Government has an important leadership role to highlight civic rights and protect its people. However the actions needed to eradicate racism are not just for the Scottish Government alone. Every individual and organisation in Scotland needs to play their role in creating a fair and equal Scotland that promotes and protects *all* people who live here regardless of race, religion, gender or any other differentiating characteristic. This matters to each of us and we all have a role to play across every ethnicity, every sector and every community. It's right that we all work to ensure that people are valued and respected, that we have diversity in our board rooms, across top jobs and in political office. It's right to build communities where minority ethnic people feel safe, protected and included and are given equal and fair access to services and employment.

We know that whilst progress has been made, there is frustration at the extent and pace of change. The publication of this Framework is the first step in shifting gear and making a difference. In the period ahead we will need to work together to further shape our actions and to deliver on the commitments that we outline here. We acknowledge the importance of building trust and confidence and this will involve continued engagement on priorities and feedback to communities on progress over the lifetime of the Framework. Investing in the relationships we have developed with individuals and communities, across civic society more broadly and with public authorities over the past year will be vital to making progress.

We commend the excellent work in local communities and by minority ethnic led third sector organisations who through their campaigns and work to fight racism and advance race equality have provided insight and perspective and presented us with a compelling vision for an equal society for all. Our gratitude goes to everyone who has helped us in this first phase of our work, particularly the many individuals who contributed their time as part of the Community Ambassadors Programme. We hope you can see your influence in this Framework.

We thank the Coalition for Racial Equality and Rights for providing practical support, analysis and coordination to the Scottish Government, including designing the innovative Community Ambassadors Programme which has given hundreds of people the opportunity to contribute to the framework directly.

We thank CEMVO Scotland, BEMIS, the Scottish Refugee Council, Interfaith Scotland, the Equality and Human Rights Commission and the Scottish Parliament's Cross Party Group on Racial Equality for helping us get to this point.

We thank the policy makers across Scottish Government and the public sector who have contributed their expertise and worked with us to develop a bold set of initial actions. We look forward to continuing our work with everyone in the years ahead to make our ambitions for a fairer Scotland a reality; and we look forward to your continued involvement and support. The more diverse the audience we engage with, the greater is our understanding of the issues, and the more effective we will be in our collective response to create by 2030, a Fairer and purposeful Scotland where everyone feels they belong and can achieve their full potential.

Cabinet Secretary for Social Justice, Communities and Pensioners' Rights

Executive Summary

The Scottish Government is determined to show leadership in advancing race equality, tackling racism and addressing the barriers that prevent people from minority ethnic communities from realising their potential. The Race Equality Framework for Scotland sets out how Scottish Government aims to progress this ambition over a fifteen year period from 2016 to 2030.

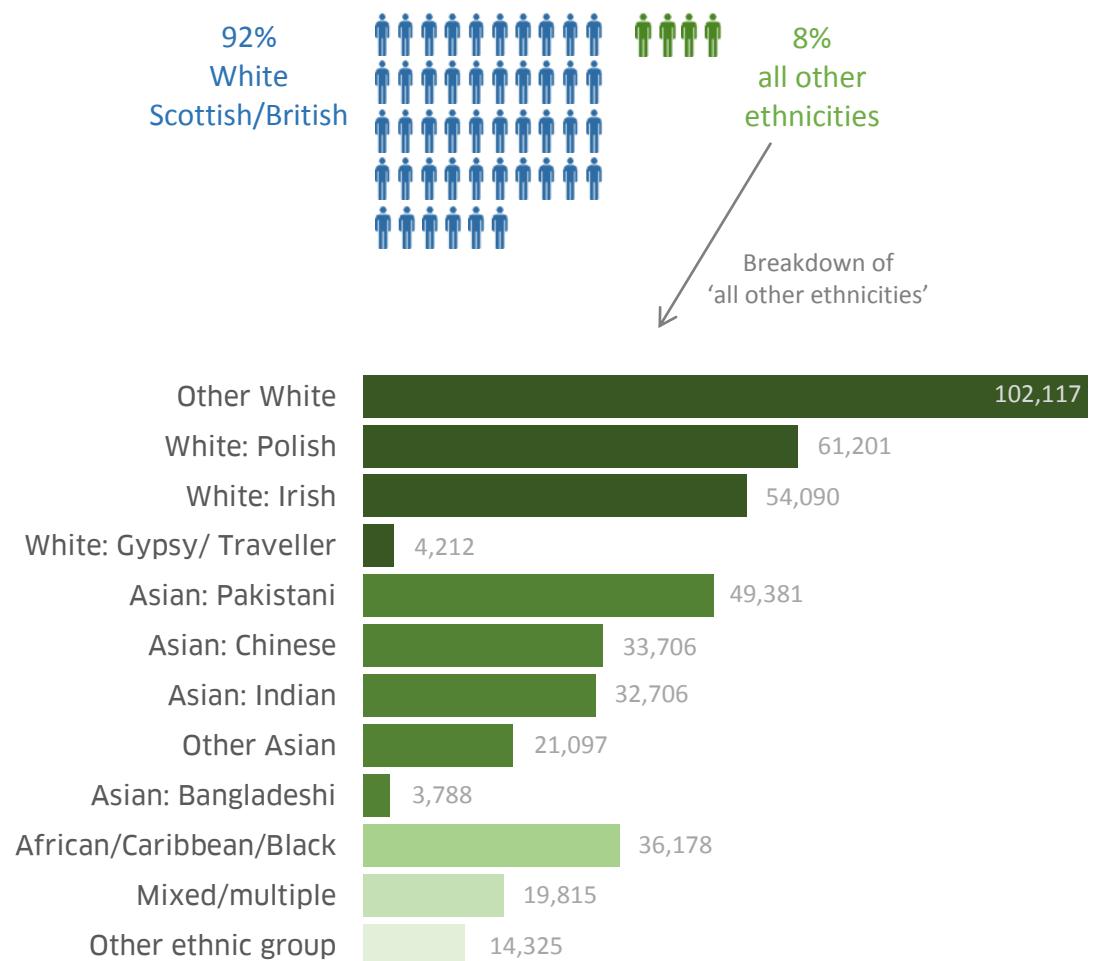
To achieve this, the Race Equality Framework for Scotland will take a long-term, partnership based approach, working with all sections of society including the Scottish Parliament, public sector bodies and agencies, established networks and forums, voluntary sector equality bodies and communities.

The actions needed to eradicate racism are not just for the Scottish Government alone. Every individual and organisation in Scotland needs to play their role in creating a fair and equal Scotland that protects and includes people from all background, whatever their ethnicity may be. This matters to each of us and we all have a role to play across every ethnicity, every sector and every community.

Throughout the development of the Race Equality Framework, we have used a variety of engagement activities to ensure that a wide range of organisations and individuals, from grassroots community organisations to practitioners working in the public sector, had an active role in contributing to the Framework. Each of the six themed Visions and related Goals set out in this Framework have been shaped by this involvement process.

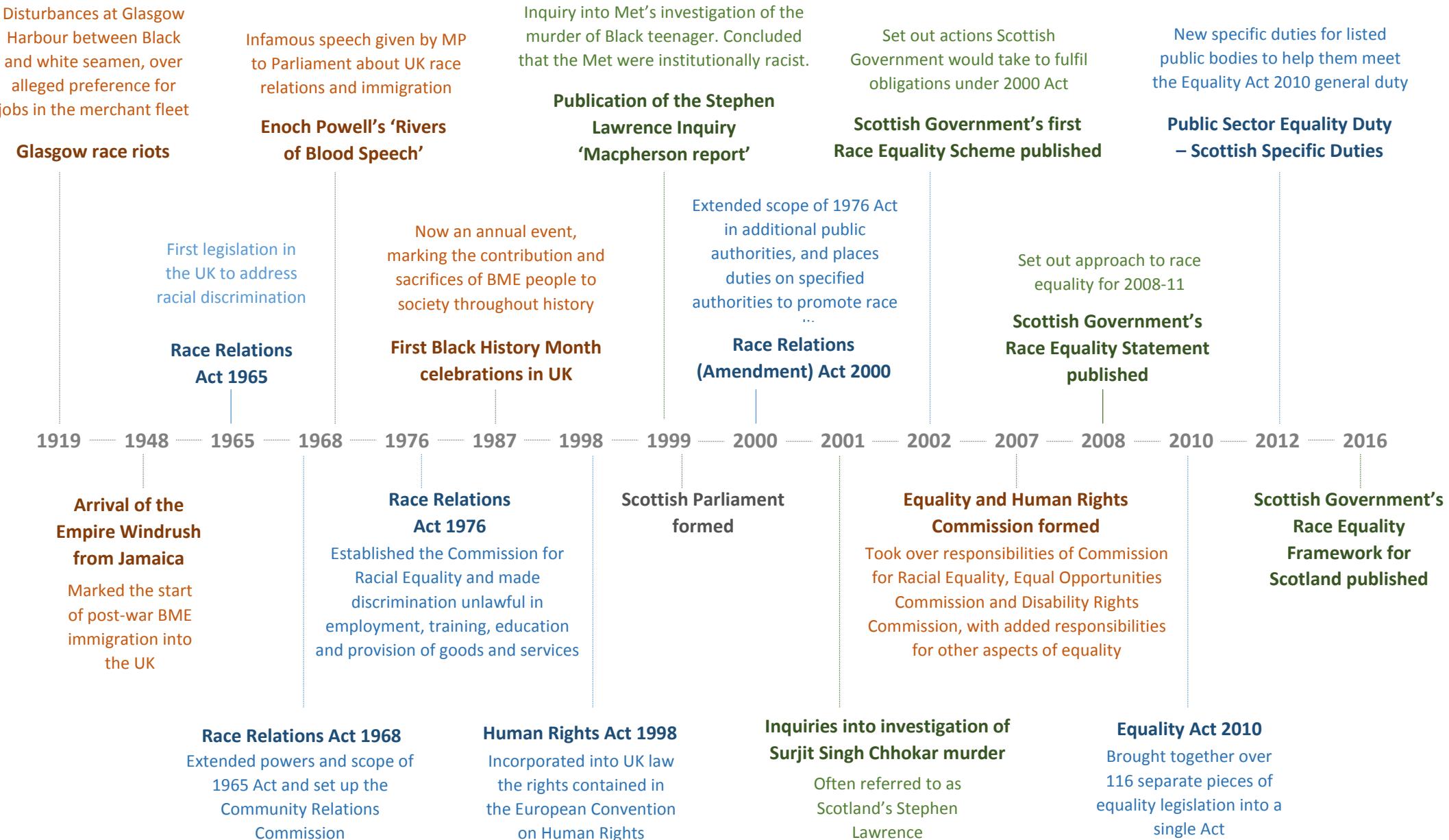
The first of these Visions sets out the overarching ambition for race equality in Scotland which we aim to achieve by 2030 with the other themes covering a cross section of outcomes related to community cohesion and safety; participation and representation; education and lifelong learning; employability, employment and income; and health and home.

Figure 1: Ethnic breakdown of Scotland's population 2011¹



¹ Source:
<http://www.scotlandscensus.gov.uk/documents/censusresults/release2a/scotland/KS201SC.pdf>

Figure 2: 100 years of race equality in Scotland



Introduction

The equality landscape in Scotland has changed considerably since we published our previous strategic approach to race equality, the Race Equality Statement, in 2008.

Both the Equality Act 2010, and the Public Sector Equality Duty it introduced, have re-energised equality work across Scotland - not only within the Scottish Government, but across Scotland's public institutions - by providing a clear single expression of our collective responsibilities. The Scottish Specific Equality Duties, enacted by the Scottish Parliament in 2012, created new opportunities to improve and share good practice. The Scottish Ministers Equality Duty, unique within the UK, provides a platform for common action and a way to bring the public sector together to make this work ever more effective.

UK Equality legislation is considered by many as being the strongest anti-discrimination legislation in the world. This, alongside the Human Rights Act 1998, our international human rights obligations and the proactive equal opportunities provisions in the 1998 Scotland Act, provides Scotland not only with an effective set of protections and rights but also with an excellent platform from which to drive forward equality work.

Outside of the public sector, Scotland's thriving third sector and the minority ethnic voluntary and community organisations within it continue to innovate new positive approaches to race equality. Some private sector organisations have also shown significant commitment to equality. Individuals and communities from across all ethnic groups in Scotland have also played their part in breaking down barriers; working to create safe, cohesive communities, and addressing discrimination and racism from within. This increases chances for minority ethnic individuals and communities to thrive in a Scotland that is seeking to provide opportunities for all its citizens. The Race Equality Framework has been developed with an appreciation of this hard work and the dedication that people across Scotland's public and third sectors continue to invest in promoting race equality and community cohesion and tackling racism.

Nevertheless, fifty years on from the introduction of the Race Relations Act 1965 (the first legislation to address racial inequality in the UK) significant inequalities remain in many areas of life for minority ethnic people. Too many minority ethnic individuals and groups face poorer outcomes than average; including lower employment rates, a higher risk of poverty, under-representation in public life and with racism being a lived and daily experience for too many people. While Scotland has a strong legal framework and innovative public services, too often these services are not treating everyone with the dignity and respect they deserve. No-one in Scotland should experience disadvantage due to structural racism or discrimination on the grounds of colour, nationality, ethnicity or national origin. All must be able to achieve equal outcomes in every area of social, economic, civic and political life.

The Scottish Government is determined to show leadership in advancing race equality and tackling racism, and to use our influence to ensure that this approach is

embraced across Scotland. The Race Equality Framework for Scotland sets out how Scottish Government aims to progress this ambition over the period from 2016 to 2030.

This Framework sits alongside the broader work of the Scottish Government, including the Fairer Scotland discussion, and the evidence gathered to support it will continue to feed into all relevant strategic and policy processes as part of our approach to mainstreaming equality. An overview of some of these key areas of strategy and policy has been provided at Appendix 3.

Developing the framework in partnership

The Race Equality Framework for Scotland has been developed by the Scottish Government with support from the Coalition for Racial Equality and Rights (CRER). This partnership approach also involved the Scottish Government's race equality intermediaries; CEMVO Scotland, BEMIS, the Scottish Refugee Council and Interfaith Scotland. Throughout 2014, all of these organisations contributed to our initial scoping work on identifying key issues and initial themes and were engaged in various ways throughout the development of the Framework.

A variety of engagement activities were used to ensure that a wide range of organisations and individuals, from grassroots community organisations to practitioners working in the public sector, had an active role in contributing to the Framework. The methods used to involve people in the development of the Framework are summarised here, with a full description of our involvement process being provided at Appendix 2.

Fairer Scotland Conversation

In 2015 the Scottish Government invited all of Scotland to have their say on what a fairer Scotland should look like in 2030, and the steps that should be taken to make this vision a reality. Minority ethnic communities were invited to participate and many did so. What people told us through this work has also influenced the vision, goals and actions in this Framework. The Race Equality Framework has a timeline that deliberately aligns with the timeline for delivering a Fairer Scotland.

Community Ambassadors Programme

We wanted to take forward the Race Equality Framework for Scotland in an open, transparent, inclusive and participatory way and ensure that the experience, needs and priorities of minority ethnic community members were fed into the policy development process. Each of the visions and goals set out in the Framework were shaped by involving minority ethnic individuals and communities, through our Community Ambassadors Programme.

To participate in the programme, there was an open invitation to grassroots organisations and others to nominate minority ethnic community representatives (Community Ambassadors). These individuals received training and support to conduct structured community discussions with community members. Community Ambassadors used a workbook to facilitate and record these discussions, to gather

solution focused information about community members' needs and priorities on race equality in Scotland.

The feedback from these workbooks was then transferred into an evidence database which, along with the evidence from our other engagement activities including Strategic Action Forums and an open survey, was used as the initial basis for scoping and developing the Framework's content. (see Appendix 2 for more detail on these activities). Each voice and opinion was important to us and equally valued with every contribution being treated in exactly the same way, whether it came from a member of the public or an organisation, an academic or a professional working in the public sector.

Using the initial themes scoped out with our race equality stakeholders, we further developed our evidence base on a broad range of topics from community cohesion and safety, through to education, to employment to housing and cross referenced with the evidence provided at the Strategic Action Forums and through other engagement activities. This enabled us to arrive at the Visions and Goals that make up the Framework.

We have not set out the full evidence base within this Framework document but instead, the full range of information used is being published separately. The evidence base used in developing the Framework, including evidence from involvement and desk based research, is available through a range of papers published on the CRER website at www.crer.org.uk. This evidence base can be shared and used widely throughout Scotland to inform policy and practice.

The Framework's approach

The Scottish Government is determined that Scotland should be doing all that it can to advance race equality, tackle racism and address the barriers that prevent people from minority ethnic communities from realising their potential. The Race Equality Framework for Scotland has been developed with an understanding of the urgent need to avoid and eradicate institutional racism wherever it is found. We recognise that much progress has been made. However in order to ensure public confidence that our policy and public institutions are working for the good of all our citizens we need to deal with the systems and practices that, even if unwittingly, perpetuate and fuel inequality. That means understanding the norms, values and behaviours that influence culture and practice within organisations and wider society, and tackling the factors which sustain discriminatory or biased practice.

In light of this, our work in developing the Framework has been underpinned by key principles, which involve:

- **Creating awareness of how race equality benefits the whole of society**
 - Developing a society wide awareness that this is not a marginal issue for Scotland, that society is undermined when racial discrimination and racism is allowed to persist, and that action to promote race equality benefits the whole of society

- Developing a detailed understanding of racial inequality and racism
 - Accepting that understandings of racial inequality and approaches to tackle racism in society need to be nuanced, contextual and fluid; and that an approach is required that tackles structures, behaviours and attitudes which contribute to or sustain inequality and discrimination in all its forms, including institutional, social and personal
 - Acknowledging that racial inequality is a product of discrimination and disadvantage; measuring progress on race equality therefore means measuring the impact that current and historical racism and discrimination have on the groups of people who have been affected by this
- Promoting policy and practice that is evidence based
 - Encouraging interventions based on robust information about what works to tackle racial inequality and racism and which build in evaluation from the start
- Complementing mainstreaming approaches with lawful positive action
 - Undertaking additional, targeted work where needed to address the impact of current and historical disadvantages faced by minority ethnic people
- Valuing capabilities and capacities
 - Encouraging asset based approaches that recognise the capabilities and capacities of minority ethnic individuals and communities, and which value diversity and discourage stereotyping
 - Accepting that capacity building can only go so far towards tackling inequality, and must be complimented by action to tackle the social, institutional and structural factors that underpin racism and disadvantage
- Looking at race equality from intercultural and intersectional perspectives
 - Understanding that individuals and communities have dynamic, fluid identities and world views which relate to many facets of their lives, and that racism and racial inequality can combine with other types of

discrimination and disadvantage to affect people's life experiences, needs and perspectives

Since our first long term equality strategy in 2000, we have put equality and tackling inequality at the heart of key government strategies. The promotion of equality is reflected in our National Outcomes, our Equality Outcomes and is at the heart of the very Purpose of Government, 'to focus government and public services towards creating a more successful country, with opportunities of all of Scotland to flourish, through increasing sustainable economic growth.'

The Race Equality Framework for Scotland sets out the Scottish Government's long term ambition and our approach to promoting race equality and tackling racism and inequality between 2016 and 2030. The Framework applies to the areas of policy that the Scottish Government is itself responsible for, for instance education, health and housing. Some policy areas are reserved to the UK Government, for instance immigration policy and the Framework does not apply in these areas.

We will continue to support a mainstreaming approach. We will work to change organisational cultures and practices so that an equalities perspective becomes an integral part of the formulation, design and delivery of policy, legislation and services and becomes embedded into the fabric of the Scottish Government itself.

Mainstreaming complements lawful positive action² that is designed to address long-term disadvantage experienced by specific groups.

This approach will have benefits for race equality today, and forms the foundations of a preventative approach which will help to protect future generations from the impacts of racism and racial inequality, delivering a Scotland that is fair for all.

To achieve this, the Race Equality Framework for Scotland will take a long-term, partnership based approach, working with all sections of society including the Scottish Parliament, the EHRC, public sector bodies and agencies, established networks and forums, third sector and all communities. Amongst the stakeholders involved in developing the Framework there was a strong feeling that previously, short-term 'quick fixes' have not worked, and that long-term action needs to be taken on the ground across organisations and sectors to ensure progress. Therefore, this Framework sets out both what Scottish Government will do and its expectations of the ways in which other stakeholders and partners can contribute by working in partnership to progress race equality in Scotland over a fifteen year period.

² Throughout the Framework, 'positive action' refers to positive action permitted under Section 158 of the Equality Act 2010. This is action taken to enable people with protected characteristics to overcome disadvantage, to meet the needs of people with protected characteristics or enable their participation. Additional positive action powers set out under Section 159 of the Equality Act 2010 allow organisations to take account of protected characteristics in making decisions on the appointment or promotion of two equally qualified candidates. Whilst organisations taking positive action as a result of this Framework may opt to use the powers under Section 159, the work undertaken in support of the Framework will focus on the powers under Section 158.

Visions and Purpose

Our aim was to create a Race Equality Framework based on the priorities, needs and experiences of Scotland's minority ethnic communities. We worked to engage as many people as we could through the process with a particular focus on those whose voices are not heard as often. We also worked to capture the expertise of people within public services, voluntary sectors and academia.

The Framework outlines how we will work in partnership with our agencies and other key stakeholders to address a wide range of opportunities for progress in six themed Visions. The sections of the Framework each cover one of these themed Visions, exploring the goals Scottish Government aims to meet. The first of these Visions sets out the overarching ambition for race equality in Scotland which we aim to achieve by 2030.

Section	Area of work	Vision
1	Overarching Work	<p>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.</p> <p>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</p>
2	Community cohesion and safety	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
3	Participation and representation	Minority ethnic participation and representation is valued, effective, fair and proportionate at all levels of political, community and public life
4	Education and lifelong learning	Everyone has the opportunity to learn in an inclusive environment without disadvantage in relation to racial inequality or racism
5	Employability, employment and income	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
6	Health and home	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

Implementing and monitoring

The Race Equality Framework sets out a long-term, partnership based approach for promoting race equality and tackling racism and inequality over a fifteen year period from 2016 to 2030. As stated previously, it sets out both what Scottish Government will do and its expectations of the ways in which other stakeholders and partners can contribute by working in partnership to progress race equality in Scotland over this period.

Maintaining progress on the Framework over its 15 year life span will be vital to ensure its success. Responsibility for this will ultimately lie at Ministerial level. However, we are mindful of the need to secure the future of the Framework beyond the current Parliamentary cycle, which comes to an end following the Framework's publication. It is also important to align the Framework to the Scottish Government's National Performance Framework so that race equality can be further mainstreamed across our work, in addition to the targeted activity the Framework sets out.

Moving into the implementation and monitoring phase we therefore plan to build on the same participatory, partnership approach used in developing the Framework. We will broaden our engagement with a wide range of organisations and individuals, from grassroots community organisations to practitioners working in the public sector, academia and policy makers to develop this approach over the first six months of the Framework's life. Our first Goal within this Framework describes our ambition to establish an accountable approach to support and drive forward the implementation of the Race Equality Framework and planned actions in more detail.

The work to progress the actions set out within the Framework will be ongoing within Scottish Government and across our partner organisations throughout 2016 and beyond. In developing our approach to implementation and monitoring, we will particularly consider how the Framework can remain responsive and flexible to accommodate new evidence and change in the demographic and policy environments over the later phases of the Framework's life span and to reflect the progress made to date.

In many cases, this work may be undertaken through collaborative initiatives, commissioned work or through our partner organisations. A vast range of potential solutions and challenges were explored through the involvement and evidence gathering we carried out, and within the Framework itself we have focussed on many of these specifically. However, detailed information on the full range will be made available to all of those involved in implementing the Framework so that they can be incorporated on a practical, ongoing basis.

Additionally, some of the issues identified through our evidence gathering fall under the remit of specific public sector organisations or other agencies, and therefore are best handled by these organisations rather than through the Framework. This should inform the development of their own work on race equality, and should prove particularly useful for the setting of the new Equality Outcomes which listed public authorities will be developing for publication in 2017.

The following sections outline more information on our visions and goals for race equality in Scotland, and how we will work towards these.

1. Overarching work

Our Overarching Vision for 2030:

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.

Strategic areas of work including policy and planning should provide the foundation for promoting race equality within the work of Scottish Government and other public bodies. Making progress in these areas is essential in order to achieve the overarching vision set out here. The success of many of the visions for specific policy areas set out later in the Framework depends on having the right strategic environment.

Capacity building on race equality within Scotland's public sector organisations and effective support for voluntary and community groups working to progress equality are two key elements of this. It is essential to build an understanding of how policy and practice impacts people from minority ethnic communities into all of this overarching work. Without this understanding, structural and institutional racism can develop, making inequalities and discrimination harder to tackle.

Our key goals:

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

The publication of this Framework is only the first step in a fifteen year process, so ensuring that the intentions set out here can be achieved and expanded upon effectively is vital.

In our engagement with both communities and practitioners, there was a clear desire for the Framework to have strong mechanisms for implementation and monitoring.

As we have outlined previously, to ensure that we can meet the expectations set out in the Framework, our first goal will be to establish a partnership based approach to implementation and monitoring.

To achieve this goal, we will:

- Develop our overarching approach to implementation and monitoring in partnership with key stakeholders, including governance and review arrangements, over the first six months of the Framework's life cycle
- Develop implementation planning mechanisms to cover the initial four year phase of work, with ongoing reviews and updates of the Framework built into longer term planning over the 15 year period
- Develop progress reporting mechanisms establishing a transparent, accountable approach to monitoring
- Work with stakeholders to further explore intersectional issues around the goals and actions set out in the Framework

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

The Scottish Specific Public Sector Equality Duties provide a strong administrative and practical basis for embedding race equality in the work of Scotland's public sector. A range of work is already being undertaken by Scottish Government to strengthen and join up public sector approaches to meeting the Equality Duties. However, evidence gathered from Scottish Government research³ and the work of the Equality and Human Rights Commission⁴ shows that there are opportunities to build on this work by linking up agendas, building capacity and sharing information.

To achieve this goal, we will:

- Support the wider public sector to improve equality practice through the work of the Scottish National Equality Improvement Project (SNEIP)
- Work with public authorities to improve the gathering, monitoring and use of ethnic data in policy and practice
- Collect and share examples of innovative race equality workplace practices , including best practice in the use of positive action
- Explore opportunities to further consider the role that external scrutiny can and should play in supporting improvement on equality issues through discussions with audit and inspection bodies about future development of approaches to scrutiny

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

³ Scottish Government (2013) Public Sector Equality Duty Implementation of Scottish Specific Duties: Views from public authorities. Available from: <http://www.gov.scot/Publications/2013/12/2072>

⁴ A range of projects undertaken by EHRC Scotland around the Public Sector Equality Duties can be found here: <http://www.equalityhumanrights.com/about-us/devolved-authorities/commission-scotland/public-sector-equality-duty-scotland/scotland-public-sector-equality-duty-projects>

It is vital that we develop the full diversity of talent we have in Scotland, nurturing and growing leaders at all levels, both in our communities and in our organisations to drive forward the goals and visions within this Framework. To that end, the Scottish Government acknowledges that it has an important role to play to foster this commitment and will continue to engage with senior public body leaders to promote equality and diversity issues through senior management forums, equality and human resources networks and with Scottish Government sponsors.

As stated previously, the Scottish Specific Equality Duties provide a strong administrative and practical basis for embedding race equality in the work of Scotland's public sector. However, in order to meet the Duties effectively public bodies need to have well-informed staff who are confident in their ability to tackle issues around racism and inequality.

Workers in the public sector need to have a focus on identifying and meeting needs, which is important for service users of all ethnicities, and also need to be able to confidently and competently tackle racism where it occurs.

There are additional goals throughout the Framework which will contribute to this through specific goals around both capacity building and workforce representation for staff, including in the policing, education and health sectors at the relevant sections.

To achieve this goal, we will:

- Ensure that public sector service delivery is respectful, person-centred and responsive to the challenges, barriers and discrimination experienced by minority ethnic service users by working with public sector partners to look at what can be done to:
 - Review current approaches to training and development on race equality including within higher education programmes designed for future public sector workers
 - Embed race equality effectively into induction and CPD for public sector staff
- Work with the Scottish Councils Equality Network to explore potential ways in which Scottish Local Authorities could contribute towards meeting the goals and visions of the Race Equality Framework
- Engage with senior public body leaders to promote race equality and diversity issues through their senior management forums, equality and HR networks and with Scottish Government sponsors
- Explore with partners across the Public Sector the potential opportunities to improve on translation and interpretation practice, so that service users can be supported more reliably and consistently

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

Evidence based policy on equality is at the heart of the Scottish Government's approach. We are working to make this achievable for data users across the public sector through our online Equality Evidence Finder,⁵ the Equality Evidence Toolkit⁶ and by creating bespoke reports which reveal the main messages from national data sources. However, despite ongoing improvements in data gathering and use, there are still gaps to be addressed in the evidence base on race equality and more work to be done to consolidate and make it user friendly.

Figure 3: Scottish Government Equality Evidence Finder

The screenshot shows the homepage of the Scottish Government Equality Evidence Finder. At the top, there is a navigation bar with links for Home, About, Topics, News, Publications, Consultations, and a search bar. Below the navigation is a sidebar with links for People and Society, Equality, Equality Evidence, Evidence Finder, and other categories like Age, Disability, Ethnicity, Gender, Religion, Sexual Orientation, Transgender, and Glossary. A feedback survey link is also present. The main content area features a heading 'Evidence Finder' with a brief description of how to use it. It includes sections for 'Alternative navigation' and 'Further information'. A large grid titled 'Equality Evidence' displays data points for various policy areas across seven equality characteristics: Age, Disability, Ethnicity, Gender, Religion, Sexual Orientation, and Transgender. The grid rows include Business, Enterprise & Tourism; Children & Families; Crime & Justice; Culture; Demographics; Employability, Skills & Lifelong Learning; Health, Social Care & Sport; Housing & Regeneration; Income & Poverty; Labour Market; Local Government; Rural & Environment; School Education; Third Sector; and Transport & Travel. Most cells in the grid contain small icons representing the data source or category.

In some areas of policy, there is still very little up-to-date, robust statistical data or research that relates to ethnicity. There can also be problems with sample size, or disaggregation which only covers a narrow range of classifications (for example 'white' and 'non-white'). Whilst the latter is appropriate for understanding the impact of colour-based prejudice or bias, or exploring the differing experiences of white and non-white ethnic groups collectively (which is a vital aspect of racial inequality), it can disguise inequalities between different groups within these white and non-white

⁵ Scottish Government Equality Evidence Finder:
<http://www.gov.scot/Topics/People/Equality/Equalities/DataGrid>

⁶ Scottish Government Equality Evidence Toolkit: <http://www.gov.scot/Publications/2015/03/6567>

categories. This is especially important when looking at areas like health inequality, where some types of health condition disproportionately affect people from specific ethnic groups.

To achieve this goal, we will:

- Build on the current Evidence Finder approach to continue to bring together a comprehensive range of evidence on ethnicity which can be used in policy development and review throughout Scotland's public sector, working in partnership with experts across sectors to identify relevant content and improve presentation
- Identify opportunities to improve the range and scope of the disaggregated ethnicity data available and make this available to policy makers across Scottish Government and the wider public sector
- Ensure that ethnicity statistics and social research findings are effectively used to inform action, including through building it into the implementation process for the Framework

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

Scotland's minority ethnic voluntary sector encompasses a range of vibrant, diverse organisations, from local grassroots projects to advice and service providers, campaigning groups, strategic organisations and everything in between. The Scottish Government greatly values the contribution made locally and nationally by these organisations, and the individuals who work and volunteer within them. This was echoed by participants from both voluntary and public sectors who participated in our Strategic Action Forums.

In the current climate, with financial pressures affecting Government, organisations and individuals, this vitally important sector faces many challenges. In response to this, the Scottish Government will continue to support minority ethnic organisations, and will aim to ensure that its investment in that work through funding streams such as the Promoting Equality and Cohesion Fund makes an effective contribution to race equality in Scotland. We recognise that this could lead to significant change in the type of work which is funded, but any decisions around this will follow the key principles of this Framework, especially in regard that funded work be evidence based, that it promotes positive action and intercultural approaches and that it encourages asset based approaches.

To achieve this goal, we will:

- Review Scottish Government's approach to funding work on race equality to drive forward the actions within the Race Equality Framework and to meet Ministerial priorities for equality

- Build on our understanding of the contribution that minority ethnic voluntary organisations make to communities and public services in Scotland to support our Race Equality Framework and to inform future funding processes

2. Community cohesion and safety

Our Vision for 2030:

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

The Scottish Government is determined to lead the way in Europe in extending togetherness and highlighting Scotland's broad solidarity by demonstrating the integral role and belongingness of minority ethnic communities in Scotland. The commitment to equality within Scotland's society as well as its institutions and structures has been a focus of much of our previous work linked to race equality, for example the One Scotland campaign and activities around the National Outcome 'We take pride in a strong, fair and inclusive national identity'.

The relationship between community cohesion, safety and discrimination was clearly underlined throughout the evidence gathered for the development of the Framework. In particular, individuals from both community groups and public bodies who took part in involvement activities stressed that the day to day realities of discrimination and racism are the key underlying factors which negatively impact on a sense of togetherness, add to isolation and weaken bonds. The importance of ensuring all people have a stake in their community through creating opportunities to participate in local decision making, jobs and education was also raised along with opportunities for new positive approaches to race equality in policing and justice. People asked for more to be done to recognise the contribution made by local grassroots community groups and volunteers who work actively to broaden mutual networks of support that underpin healthy, happy, connected, vibrant, supportive and safe communities.

We want to build cohesion and connectedness, and will work with partners to strengthen approaches to reducing prejudice and discrimination, promote community cohesion, improve support for people who have faced racism and support activities which increase safety and confidence in the criminal justice system.

Our key goals

6. There is greater cohesion between all communities in Scotland

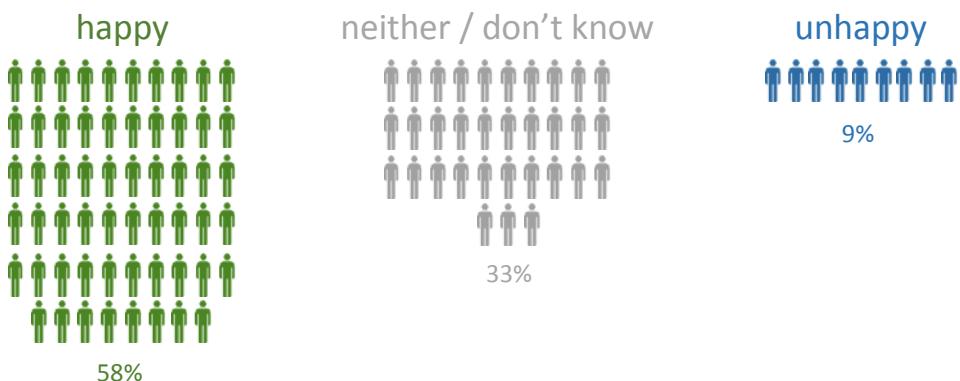
Many people from minority ethnic communities in Scotland were born here or have lived here for most of their lives. Scotland is home, too, for recent migrants and the generations within these communities that will be born in future years.

However, there is evidence that not everyone accepts minority ethnic people as an equal part of Scotland's society.⁷ This is a major barrier to community cohesion in Scotland.

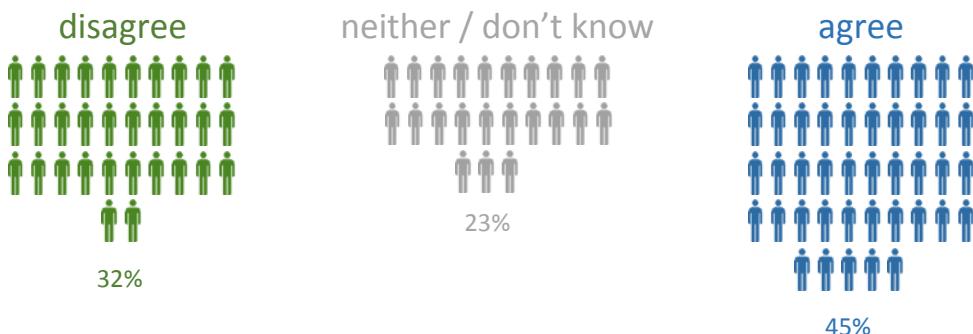
⁷ See, for example, the Scottish Social Attitudes Survey 2010; SCSR (2010) Scottish Social Attitudes

Figure 4: Scottish social attitudes 2010⁸

How would you feel if a close relative of yours married someone who was Black or Asian?



Scotland would begin to lose its identity if more Black and Asian people moved here?



Increasing community cohesion is vitally important to tackling racism and racial inequality, and to building a strong, fair and inclusive national identity. Action is needed to ensure we meet this ambition and to build a Scotland where all feel a shared sense of belonging, with effective approaches based on evidence about what works to make communities more cohesive.

In addition to this targeted action, many other areas of work within the Framework are expected to have a positive impact on community cohesion; in particular, the provisions on improving workforce representation (in the Employability, Employment and Income section) and the provisions within the section on Participation and Representation.

survey 2010: Attitudes to discrimination and positive action. Available from:

<http://www.gov.scot/Resource/Doc/355763/0120175.pdf>

⁸ Source: <http://www.gov.scot/Publications/2011/08/11112523/0>

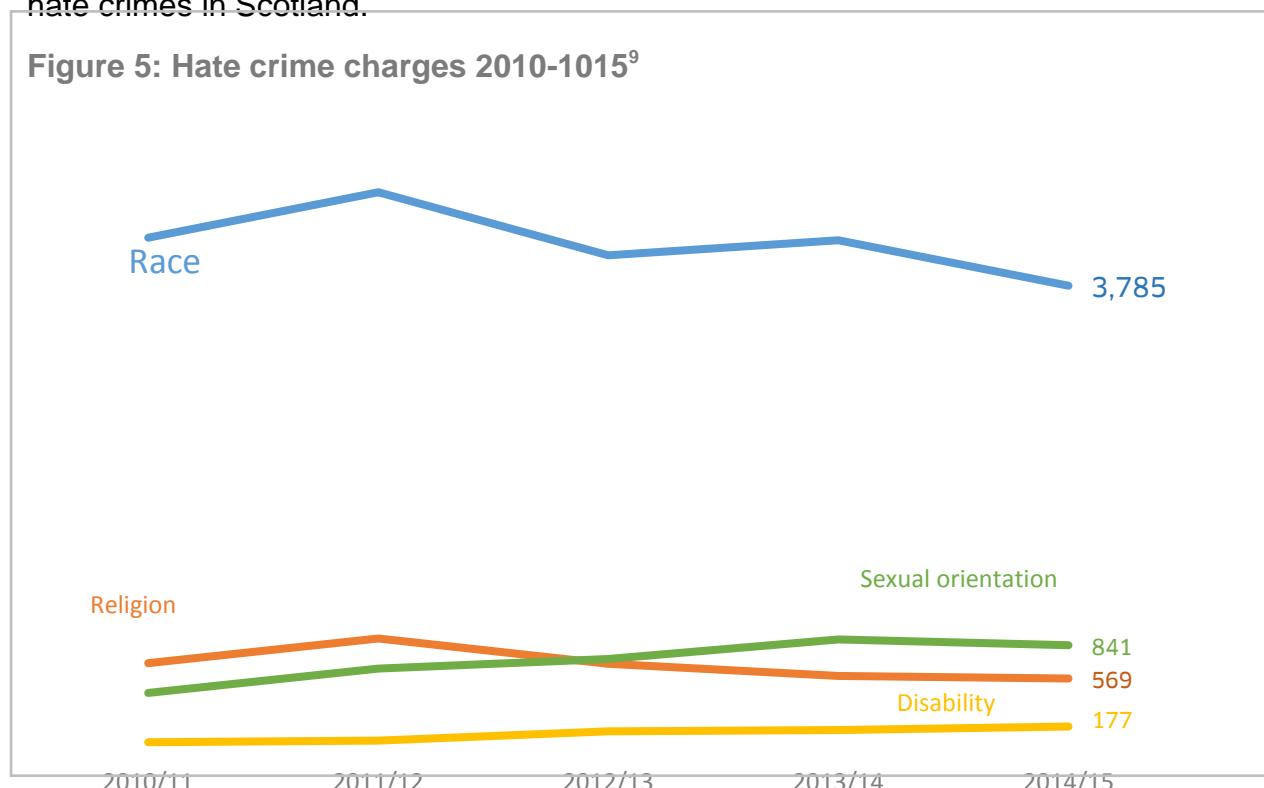
To achieve this goal, we will:

- Undertake work to better understand the context of community cohesion in Scotland and identify effective practice in community cohesion work, using the results to inform collaborative approaches with key partners in the public and third sectors
- Explore ways to support public bodies in implementing the ‘fostering good relations’ element of the Public Sector Equality Duties with regard to race equality and community cohesion

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

The Scottish Government takes a zero tolerance approach to racist harassment and hate crime. No one should have to face these issues in Scotland today, yet in 2014 - 15 there were 3,785 charges relating to racist hate crime, the equivalent of 72 hate crimes per week. Race hate crimes continue to make up the largest proportion of hate crimes in Scotland.

Figure 5: Hate crime charges 2010-1015⁹



We are clear that hate crime and prejudice have no place in 21st century Scotland, and are committed to preventing and eradicating them. As part of our approach to this, in 2015 we established an Independent Advisory Group on Hate Crime,

⁹ Hate crime reported to the Procurator Fiscal in Scotland.

Source: <http://www.copfs.gov.uk/images/HateCrimeinScotland2014-15.pdf>

Prejudice and Community Cohesion to look in more depth at these issues across the range of characteristics which hate crime legislation applies to in Scotland.¹⁰

Whilst much activity has been undertaken by Scottish Government and Police Scotland in recent years to encourage people to report hate crime, under-reporting is still an issue. Increasing confidence in the criminal justice system and ensuring initiatives like Third Party Reporting work effectively may be part of the solution to this.

A particular issue which came through strongly in our community engagement activities was concern about the use of stop and search powers, and their potential impact on people within minority ethnic communities. While available data for stop and search activity in Scotland does not indicate that there is disproportionate searching of those from minority ethnic groups, it is recognised that methods of data collection have not been as effective as they could be and this is being taken forward as part of Police Scotland's on-going improvement around the use of stop and search.

The Advisory Group on Stop and Search which reported to Scottish Government in August 2015 did not specifically examine stop and search issues for minority ethnic groups, however it did include guidance on how ethnicity monitoring should be conducted in its Draft Code of Practice on Stop and Search. To ensure the system is effective, its implementation and impact needs to be monitored and evaluated on an ongoing basis.

To achieve this goal, we will:

- Ensure effective engagement of minority ethnic communities, particularly young people, in considering what more can be done to tackle issues of discrimination and hate crime, to ensure their lived experience informs this work
- Work with Police Scotland and other key stakeholder to identify ways of encouraging better reporting of hate crime, including exploring potential improvements in the Third Party Reporting system
- Ensure effective engagement of minority ethnic communities in the development of Scottish Government's Strategic Police Priorities
- Work with Police Scotland and other key stakeholders, including the Scottish Police Authority, equalities and human rights organisations and organisations representing the interests of children and young people, to develop an effective process for monitoring and evaluating the impact of stop and search practice on minority ethnic communities

¹⁰ Race, religion, disability, sexual orientation and transgender identity.

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

Various activities have been undertaken to look at issues of community confidence in Policing services, including recent work by Her Majesty's Inspectorate of Constabulary in Scotland (HMICS). Nevertheless, a range of individuals involved in the development process for the Framework expressed concerns about relationships between minority ethnic communities and the Police. These perceptions show that more action is needed to ensure minority ethnic communities have trust in Police Scotland, and can be assured of a high quality Police service which responds to their needs.

To achieve this, practical knowledge on racism, race equality and cultural awareness is needed within the Police Force. This was raised in our engagement activities both by community members and by practitioners who participated in our Strategic Action Forums. This knowledge could be most appropriately delivered through enhancing the existing training available to Police staff to ensure they are equipped to tackle racism, engage with communities effectively and promote equality and community cohesion in the delivery of police services.

To achieve this goal, we will:

- Work with the Scottish Police Authority and Police Scotland to promote effective equality and intercultural competency training within initial training for the police workforce, combined with appropriate CPD for those already in post

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

Representation of minority ethnic communities within the Police workforce was raised as a key factor by both community and public sector participants in our engagement activities; both groups felt that having more minority ethnic police would have a positive impact on community relations.

Aside from the potential benefits of improved service provision, increasing minority ethnic representation in the Police workforce is necessary from an employment equality point of view. In 2015, only 1% of Police Scotland's workforce were from a minority ethnic background.

To achieve this goal, we will:

- Work with the Scottish Police Authority and Police Scotland to promote positive action to increase the number of minority ethnic entrants to the police workforce, and to improve opportunities for development and promotion, to reflect the minority ethnic population in Scotland

3. Participation and representation

Our Vision for 2030:

Minority ethnic participation and representation is valued, effective, fair and proportionate at all levels of political, community and public life

Increasing social and community participation is a key focus for Scottish Government. The Programme for Government 2015/16 set out our ambitions for strengthening the influence of communities on decision making processes. This agenda has been taken forward in a number of ways, for example the Fairer Scotland discussions which went out to communities, the implementation of the Community Empowerment Act 2015, investment in participatory budgeting and the Empowering Communities Fund.

The Community Ambassadors Programme, created to engage minority ethnic communities with the development of this Framework, is one example of how policy making can be founded on the priorities and needs of communities. Many of the organisations and individuals involved in the Programme have been actively involved in identifying improvements or solutions to policy problems for many years. It's important to ensure that these efforts are recognised and repaid with an appropriate influence in formal decision making and policy development.

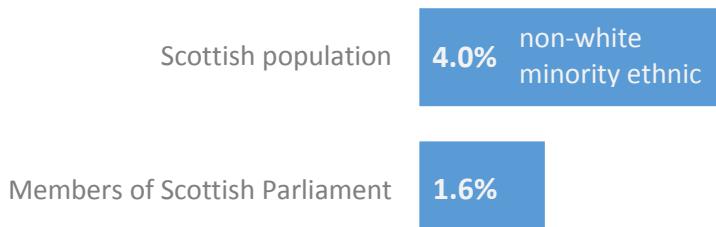
Beyond Scottish Government policy development, however, our evidence gathering activities identified a wide range of areas where minority ethnic people require greater representation and participation to ensure individuals and communities are recognised and their voices are present and heard, and to achieve equality with the majority ethnic population in opportunities such as public appointments.

As Government, we must also do our part to help minority ethnic communities have equal chances to participate across civic and creative life in Scotland, for example in formal and informal volunteering, arts, leisure and heritage. This is an essential part of making a better Scotland which values and benefits from the creativity and involvement of all its people.

Figure 6: Political activity 2013¹¹



Figure 7: Visible minority ethnic representation 2011¹²



Our key goals:

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

Minority ethnic communities have proportionately lower levels of representation throughout Scotland's political, governance and decision making structures. This ranges from representation as elected politicians to representation on public boards and through community planning structures. There is a lack of data on

¹¹ The relevant question asked: 'In the last few years, have you ever done any of the things on this card as a way of registering what you personally thought about an issue?' Items included: contacted an MP or MSP, government department or local council; responded to a consultation document or attended an event as part of a consultation exercise; attended a public meeting; contacted radio, TV or a newspaper; signed a petition; raised an issue in an organisation you belong to; gone on a protest or demonstration; spoken to an influential person; formed a group of like-minded people or joined an existing organisation; actively taken part in a campaign (for example, leafleting, stuffing envelopes); or given money to a campaign or organisation.

Source: <http://www.equalityhumanrights.com/about-us/our-work/key-projects/britain-fairer/supporting-evidence/participation-influence-and-voice-domain>

¹² Sources: <http://www.scottish.parliament.uk/parliamentarybusiness/28683.aspx>; <http://www.scotlandscensus.gov.uk/documents/censusresults/release2a/rel2ashtable2.pdf>

representation on local level structures such as community councils, however it is generally believed that representation is low in these structures too.

The Scottish Government believes that fair, proportionate representation at both local and national levels is essential to achieving race equality. It is important that the individuals and communities who are at greatest risk of poor outcomes are enabled to contribute to decision-making in order to reach relevant solutions and build capacity and wellbeing. This is not an alternative to tackling the structural causes of disadvantage, but can be seen as part of the process, so that communities are supported to develop stronger voices to engage with systems in addressing the structural causes of injustice and inequalities on their own terms. We are committed to ensuring our own organisational development approach, to strengthen participation within policy making, helps to grow understanding of race equality issues and the importance of ensuring the voices of minority ethnic communities are heard across the work of Scottish Government.

Improving community engagement in Scotland is a long standing priority of the Scottish Government. Legislative developments including the Scottish Specific Public Sector Equality Duties and the Community Empowerment (Scotland) Act 2015 have reflected the need to better involve communities, including communities of interest and minority ethnic communities, in policy and decision making processes. The Community Empowerment Act will strengthen the voices of communities. For example, Participation Requests provide a new mechanism for community bodies to seek to engage with public bodies on their own terms in order to improve outcomes, and will give them a right to be heard.

However, further work is required to make sure that engagement does not exacerbate disadvantage, delivers societal benefits and meets communities on their terms, not ours. Stakeholders who participated in the development of the Framework expressed frustration about gaps in public sector engagement practice. The Scottish Government will support efforts to broaden representation and participation.

To achieve this goal, we will:

- Through our Public Boards and Corporate Diversity Programme, continue to drive forward activity to improve the diversity of Scotland's boardrooms, including outreach activity with disabled people and minority ethnic communities
- Co-produce with equality stakeholders and communities a plan of action to increase diversity in elected office
- Further review the Scottish Government grant funding process to see what more can be done to promote equal opportunities, for example by making action to progress board diversity a requirement of funding
- Review the existing consultation good practice guidance through an equalities lens. This will include a focus on improving consultation (including digital engagement) with all equality groups, including addressing concerns raised by minority ethnic communities

- Work to ensure that the Honours system recognises the contributions made by people across all of Scottish society, including those from minority ethnic individuals. We will consider the use of targets so that lists are representative of Scotland's minority ethnic population at large

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

At a local level, community planning processes have a huge impact on the everyday lives of minority ethnic people. The Scottish Government works closely with community planning partners to ensure communities are at the heart of these processes. The provisions of the Community Empowerment Act 2015 have increased this focus considerably. However as the Act is implemented, it will be vital for community planning partners to ensure that minority ethnic communities are engaged effectively. This can be a challenge for organisations and structures which are used to operating with a focus on communities defined by locality or geography, so additional action will be required to ensure community planning effectively engages communities who can be excluded by 'top down' processes that start with the agenda of the public organisations. There is a need to promote race equality so that minority ethnic individuals can take a proactive role in neighbourhood improvements.

To achieve this goal, we will:

- Further encourage Community Planning Partnerships to embed effective minority ethnic community participation as part of good community planning; and to consider the needs, circumstances and aspirations of minority ethnic communities in the priorities they set for improving local outcomes and tackling inequalities in their area and in their actions to deliver improvement on these priorities
- Review the role of third sector interfaces in linking minority ethnic community groups into community planning structures, with recommendations for improvements based on the findings of the review, to inform future development
- Work with stakeholders with expertise in race equality and community engagement to develop a relevant resource to sit alongside the National Standards for Community Engagement which addresses the issues raised in the framework development process around public sector engagement with minority ethnic communities
- Work with stakeholders and minority ethnic communities to develop the statutory guidance for Participation Requests ready for the Community Empowerment Act coming into force in late summer 2016

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

Evidence from our Community Ambassadors Programme and Strategic Action Forums suggests local minority ethnic communities and voluntary sector groups are adding huge value to mainstream public services and that informal volunteering and other forms of community action are taking place on a wide scale. Informal volunteering includes, for instance, helping out within religious or community institutions; informal community action includes initiatives like local community clean up campaigns. These activities are informal because they are not linked to a formal community group or voluntary organisation.

This type of activity has benefits both for society in general, and for the individuals taking part. However, these benefits are often not properly understood or acknowledged.

Individuals participating in the Action Forums called on Scottish Government and its partners to work with local minority ethnic communities to develop solutions to tackle a whole range of problems impacting local areas, harnessing ideas from communities themselves. Scottish Government believes that, with a better evidence base, informal community action could provide a wealth of best practice examples, solutions and opportunities. This would help to better target service provision, opening up opportunities and access to both informal and formal volunteering and community action in Scotland.

To achieve this goal, we will:

- Consider whether there is a need for a programme of research into informal minority ethnic led approaches to community action that identifies the benefits and impact of this work for individuals, communities and wider society

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

Governance and decision making, whilst vitally important, are not the only arenas where evidence suggests inequality in participation for minority ethnic people. Heritage (including the historic environment), creativity (including the arts and creative industries), sports and media are particular areas where increased engagement of minority ethnic groups could have many benefits in terms of social cohesion, reduced levels of isolation and the realisation of creative potential and undiscovered talent and fostering good relationships at a community level.

The rich heritage and history of Scotland is celebrated, studied and debated constantly. In reality, minority ethnic communities and individuals have always been intertwined in that history. However, their stories are seldom shared and often poorly represented. Scottish Government is committed to ensuring that minority ethnic histories are an integral part of Scotland's story. In terms of Black History, this

includes acknowledgement of Scotland's involvement in the transatlantic slave trade. It also includes exploring how colonialism shaped Scotland both economically and socially, and how the impact of these global events can still be seen in the inequalities faced by minority ethnic communities today.

The whole of Scotland's society should know the broader story of Scotland's history and role in the world in order to create social and cultural equality, and to promote a strong, pluralistic national identity for Scotland. Community cultural projects such as storytelling, community radio, music festivals and local news stories provide opportunities for sharing a diversity of perspectives and facilitating new shared meanings. More broadly, it is important to encourage a sense of equal ownership for all communities in our national heritage and historic environment, including through greater recognition of the intangible cultural heritage of communities. Scottish Government strongly believes that Scotland's history and heritage belongs to all Scotland's people.

However, in terms of broadening participation, Scotland's vibrant culture and sports sectors have much to offer for audiences, amateurs and those in search of professional careers. As well as ensuring fair access to these activities, improved participation would contribute to the physical and mental wellbeing of individuals involved. There are additional opportunities to promote community cohesion through enabling interaction and increasing diversity of both staff and participants.

Realistic, balanced portrayal of minority ethnic communities in the media is also key to building a more inclusive Scotland. We believe that this can be supported by increasing the representation and influence of minority ethnic individuals within the media workforce at all levels.

To achieve this goal, we will:

- Continue to support engagement with minority ethnic communities in the Themed Years and Scotland's Winter Festivals, the refreshed 2016/17 Youth Music Initiative and Scotland's first Youth Arts Strategy, Time to Shine in order to increase and widen the participation of Scotland's minority ethnic population in culture activities
- Encourage our funded bodies and other key partners (e.g. Historic Environment Scotland, Creative Scotland, VisitScotland, Local Authorities, National Performing Companies and organisations which manage our national collections) to share good practice around targeted marketing and promotion and also to consider other opportunities to proactively work together to promote their programmes to minority ethnic communities
- Engage with Scotland's minority ethnic communities around their involvement in the culture and heritage sectors - at board/senior level, at management/operational level, as artists and performers, volunteers, visitors and audiences

- Encourage our funded bodies and other key partners (e.g. Historic Environment Scotland, Creative Scotland, VisitScotland, Local Authorities, National Performing Companies and organisations which manage our national collections) to review their strategies to ensure that arrangements are in place to help broaden the participation of minority ethnic communities, and where gaps are identified to address these
- Advance work with Sportscotland, the Equality and Human Rights Commission (EHRC), and other partners to reduce inequality and increase participation of minority ethnic communities in physical activity and sport, in line with our Active Scotland Outcomes Framework and building on the recent report published by Sportscotland into equality in Scottish sport
- Work to improve ethnic diversity in the media workforce and how minority ethnic communities are represented and portrayed including through Scottish Government's proactive negotiations on the BBC Charter renewal

4. Education and lifelong learning

Our Vision for 2030:

Everyone has the opportunity to learn in an inclusive environment without disadvantage in relation to racial inequality or racism

Our ambition is to make Scotland the best place to grow up and to make sure that everyone has the opportunity to learn in an inclusive environment which supports race equality. The Scottish Government is committed to ensuring that children's rights as underpinned by the UN Convention on the Rights of the Child (UNCRC) are at the heart of this Framework.

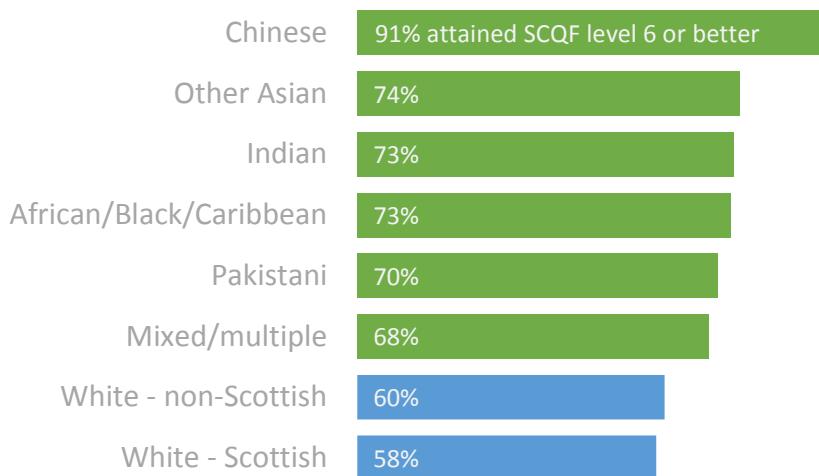
The National Improvement Framework for Education demonstrates that excellence and equity in education are key to realising positive outcomes for all children in Scotland. A recent report by the Organisation for Economic Co-operation and Development (OECD)¹³ highlighted that such Scottish educational initiatives as Curriculum for Excellence and Getting It Right for Every Child support an inclusive education system, and we will continue striving to support innovative and effective practice.

Ensuring that minority ethnic children and young people are able to realise their potential with equity and equality was a high priority for the stakeholders involved in our Community Ambassadors Project and Strategic Action Forums. A renewed focus on supporting learning environments, relationships and curricular content that challenge racial inequality and racism is essential if minority ethnic students are to have a positive early learning and childcare, school and further and higher education experience, without disadvantage.

Curriculum for Excellence, the curriculum for Scottish schools, aims to provide the right context to enable children and young people to develop as informed and responsible global citizens with a knowledge of Scotland and its place in the world and an understanding of a wide range of beliefs and cultures. Racism can be addressed across the curriculum - for example in expressive arts, health and wellbeing, literacy and English, religious and moral education and social studies.

¹³ OECD (2015) Improving Schools in Scotland: An OECD Perspective.
<http://www.oecd.org/education/school/Improving-Schools-in-Scotland-An-OECD-Perspective.pdf>

Figure 8: School attainment 2013/14¹⁴



Our key goals:

14. Innovative, inclusive and effective approaches to education (whether through teaching or pupil support) which take account of the individual needs and experiences of pupils in all ethnic groups are embedded throughout Scotland's education system

Statistically, minority ethnic pupils in Scotland's schools have higher rates of attainment overall. However, these statistics are only part of the picture; the learning experience in Scottish schools is about more than just exam results. Scottish Government is committed to ensuring that all pupils benefit from an equitable, supportive educational experience which promotes equality and builds confidence for children and young people.

The results of our stakeholder engagement suggest that there are many areas where changes in practice could create a more positive learning experience for minority ethnic pupils in Scotland's schools. Ensuring that learning materials and lesson planning reflect diversity without promoting stereotypes was felt to be key. Incorporating minority ethnic histories within the curriculum, including the impact of transatlantic slavery and colonialism, was a particular interest.

Some race equality work has been taken forward by Education Scotland, for example a peer learning seminar on how young people can become ambassadors for equality, tackling racism and other forms of discrimination, complemented by education policy guidance. Scottish Government aims to support and build on these approaches, encouraging evaluation to identify what works.

¹⁴ Percentage of school leavers achieving 1 or more at SCQF level 6 or better.
Source: <http://www.gov.scot/Publications/2015/06/2579/4>

Stakeholders from both communities and professional groups involved in developing the Framework expressed concern about potential inequalities in financial support for learning. This was particularly raised in relation to the Educational Maintenance Allowance. More evidence is required to identify whether these are meeting the needs of minority ethnic learners.

To achieve this goal, we will:

- Engage minority ethnic stakeholders in a review of relevant resources available to practitioners within Curriculum for Excellence
- Work with Education Scotland to encourage Local Authorities to engage with minority ethnic communities in the decision making process for L3 choices (the second additional language) within Scottish Government's 1+2 Language Policy
- Work with the National Parent Forum of Scotland to ensure that the experiences and views of minority ethnic parents and pupils are reflected within the NPFS review of the impact of parental engagement policy and legislation, and continue to support early learning and childcare settings and schools in Scotland to fully involve parents from minority ethnic communities in the life of the establishment and in their children's learning
- Continue to work with delivery partners to ensure the Education Maintenance Allowance programme is promoted so that young people and parents (including those from minority ethnic communities) are aware of the programme, as a means to help 16-19 year olds overcome financial barriers to access and remain in learning

15. Minority ethnic pupils are provided with careers guidance that helps to improve transition into employment and tackles occupational segregation in relation to race

Effective careers guidance is essential for young people preparing to leave school. Minority ethnic school leavers in Scotland have high rates of moving on to a 'positive destination' such as further or higher education, however the initial positive destination does not always lead to sustained, high quality employment.

The results of our stakeholder engagement work also suggest that more could be done to encourage minority ethnic young people to consider wider ranges of potential post-school education and career paths. This could help to tackle occupational segregation affecting minority ethnic groups.

To achieve this goal, we will:

- Work with Education Scotland and Skills Development Scotland to ensure that the all age careers service delivered in Scotland meets the needs of all people including those from minority ethnic communities

- Along with national partners, ensure the Career Education Standard 3-18, the Work Placements Standard and the Guidance for School/ Employer Partnerships supports delivery of the best quality careers guidance for minority ethnic young people, transitions to employment and, as part of their broader career education, contributes to tackling occupational segregation
- Work with Education Scotland and national partners to ensure that the experiences and views of minority ethnic parents and pupils are reflected when the Career Education Standard 3-18 and Work Placement Standard are revisited as part of Developing the Young Workforce commitments

16. Minority ethnic pupils have confidence in, and are effectively supported by, approaches in schools to prevent and respond to prejudice based bullying and racist behaviour or incidents

Scottish Government's latest national policy on relationships and behaviour, 'Better relationships, Better learning, Better behaviour', contains priority actions that support local authorities and schools to further improve relationships and behaviour in their learning communities. This is central to the delivery of Curriculum for Excellence and the implementation of 'Getting it Right For Every Child' (GIRFEC). There is a range of strategies and programmes which schools can and do use to improve relationships and behaviour. Equality for minority ethnic learners is considered as part of the holistic approach to this. These strategies and programmes can link into approaches to preventing and responding to racist behaviour and incidents, which research has shown vary across Scotland.¹⁵

The self-evaluation tool 'How Good is Our School 4'¹⁶ was launched in September 2015 and will come into force for all schools in August 2016. This includes a Safeguarding quality indicator and a specific quality indicator on ensuring wellbeing, equality and inclusion which will support schools to effectively evaluate their own practice and support self-improvement.

The Scottish Government launched 'A National Approach to Anti-bullying for Scotland's Children and Young People' in 2010. The approach forms part of our wider attempts to improve the health and wellbeing of our children and young people. The approach sets out a common vision and aims to make sure that work across all agencies and communities is consistently and coherently contributing to a whole school approach to anti-bullying in Scotland. We are updating our National Approach to ensure that all sectors and communities, at a national and local level, are consistently and coherently contributing to a holistic approach to anti-bullying, including prejudice based bullying.

This revised guidance will set the agenda for future years to support our ongoing work to ensure children and young people feel safe and secure and are able to build up strong and positive relationships with their peers and adults both within the school environment and also in the wider community. The updated guidance will be published in spring 2016.

¹⁵ EHRC (2015) Prejudice-based bullying in Scottish schools: a research report.

<http://www.equalityhumanrights.com/publication/prejudice-based-bullying-scottish-schools-research-report>

¹⁶ Available from: http://www.educationscotland.gov.uk/Images/HGIOS4_tcm4-870533.pdf

Scottish Government will seek to support this work, and will consider the recommendations of previous research as part of this.

To achieve this goal, we will:

- Continue to support anti-bullying services, to build confidence and capacity to address bullying effectively, aligned to the National Approach to Anti-bullying for Scotland's Children and Young People and taking into account race equality considerations
- Continue to work closely with Education Scotland to provide support around promoting positive relationships with children and young people, and resources around anti-bullying strategies (including around prejudice based bullying)
- Continue to work closely with Education Scotland to support local authorities to review, develop, plan and implement policy frameworks on positive relationships and behaviour from a race equality perspective, linked to related key policies and frameworks
- Work with Education Scotland on reviewing and further developing its process of inspection, taking into account race equality considerations

17. Scotland's educators are confident and empowered to promote equality, foster good relations and prevent and deal with racism

Scotland's approach to teacher training and career-long professional learning encourages teachers to actively learn and develop the skills to meet pupils' needs and tackle the wide variety of challenges that can arise in the classroom. The General Teaching Council for Scotland's Standard for Full Registration,¹⁷ which is the baseline standard of competence which applies to teachers throughout their careers, includes specific references to equality issues. In particular, it requires teachers to commit to the principles of democracy and social justice through fair, transparent, inclusive and sustainable policy and practices in relation to a range of equality characteristics, including ethnicity. It also requires them to value and respect social, cultural and ecological diversity and to promote the principles and practices of local and global citizenship for all learners.

A wide range of resources and learning opportunities has been developed to support practitioners to embed equality, some of which have had a focus on race equality. There is also now more emphasis on equality in inspection and self-evaluation. The self-evaluation tool 'How Good is Our School 4'¹⁸ referred to earlier includes a specific quality indicator on ensuring wellbeing, equality and inclusion to support schools to effectively evaluate their own practice and to support self-improvement. This should encourage schools to take opportunities to improve practice by identifying gaps and developing more effective approaches. In order to ensure that

¹⁷ Available from: <http://www.gtcs.org.uk/professional-standards/the-standards/standards-for-registration.aspx>

¹⁸ Available from: http://www.educationscotland.gov.uk/Images/HGIOS4_tcm4-870533.pdf

all practitioners have access to high quality learning and development around race equality and anti-racism, Scottish Government will support further developments in this area over the lifetime of the Framework.

To achieve this goal, we will:

- Ensure that equality and intercultural competency training resources are developed and made available to practitioners at all stages of their careers - through initial teacher education, induction and career long professional learning

18. Scotland's education workforce better reflects the diversity of its communities

Scottish Government believes that fair, proportionate representation of minority ethnic people within Scotland's education workforce would have numerous benefits. As well as creating more equality in access to professional, good quality employment opportunities, this would have an impact on all pupils during their time in early learning and childcare, at school and beyond, demonstrating an inclusive and socially cohesive environment in educational establishments and providing role models for young people. For those involved in educating our children, it's also vital to ensure career progression pathways are in place.

To achieve this goal, we will:

- Work with the newly established Strategic Board for Scottish Education, which includes representatives of the Scottish Government, the Early Learning and Childcare Quality and Workforce Group, the teacher education universities, the teacher unions, local authorities and other education stakeholders, to consider how to address equality and diversity issues in the Scottish education workforce - in particular the gender balance and the ethnic diversity of the workforce

19. Minority ethnic people experience better outcomes in completing further and higher education, and in transitioning to the labour market after completion

Despite high attainment levels at school and rates of entry to further and higher education after school, statistically, minority ethnic people are not receiving the labour market advantages which should be expected from their positive educational outcomes. Unemployment and underemployment are relatively high for minority ethnic groups, including for minority ethnic graduates.

Lack of access to high quality jobs for minority ethnic people impacts on a range of other inequalities, in particular the higher rates of poverty experienced by minority ethnic groups. Ensuring that further and higher educational attainment leads to labour market advantages is essential to address racial inequality.

To achieve this goal, we will:

- Through college and university Outcome Agreements, ensure that minority ethnic people do not face barriers to full participation and successful outcomes across Further (FE) and Higher Education (HE) that other students might not face
- Ensure that minority ethnic people continue to be represented across FE and HE proportionately to the general population, and continue to experience positive outcomes in completing courses
- Ensure access to effective careers guidance and employability support for minority ethnic people in FE and HE to enable positive transitioning to the labour market after completion

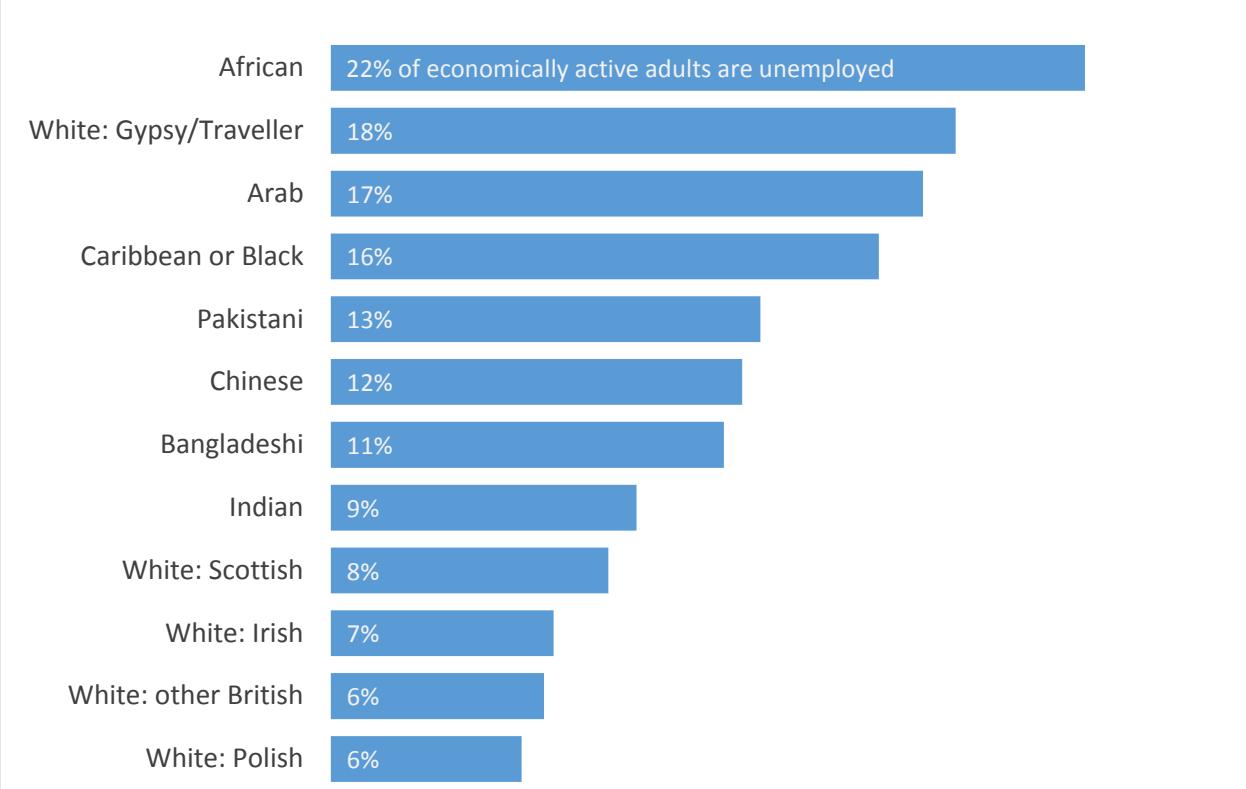
5. Employability, Employment and Income

Our Vision for 2030:

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

Outcomes for minority ethnic people in accessing the labour market, experiences within the workplace and issues around poverty and income are closely interlinked. Across these areas, both quantitative and qualitative evidence suggests that further action is needed to remove barriers, tackle discrimination and promote equality.

Figure 9: Unemployment 2011¹⁹



Despite decades of UK legislation aimed at tackling racial discrimination and inequality in the workplace, unemployment rates in Scotland are still significantly higher for non-white minority ethnic groups compared to white ethnic groups, including the majority white Scottish population. There are also significant issues around occupational segregation, pay and experiences at work, including racial harassment in the workplace. We are committed to taking additional action to tackle

¹⁹ Economically active adults are those who are employed or are looking for work. It excludes groups such as students and retirees. Source: <http://www.gov.scot/Publications/2015/03/8716>; <http://www.gov.scot/Resource/0047/00476601.xls>

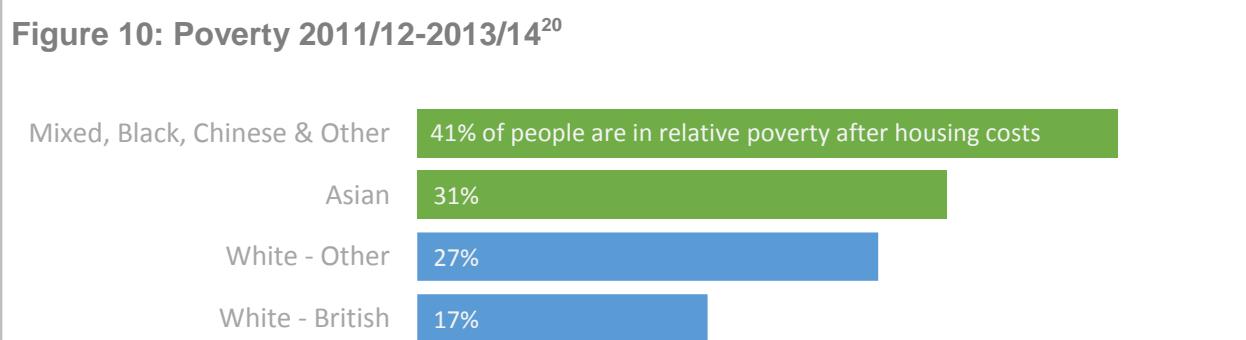
labour market and workplace inequalities in Scotland, particularly within the public sector.

The Fair Work Convention, established by the Scottish Government in April 2015, has set out its vision that, by 2025, people in Scotland will have a world-leading working life where fair work drives success, wellbeing and prosperity for individuals, businesses organisations and society.

The Scottish Parliament's Equal Opportunities Committee undertook an Inquiry on Race, Ethnicity and Employment in 2015/16 which uncovered very similar concerns to those raised in our own evidence gathering activities. We have responded to the Equal Opportunities Committee separately, however the Framework's implementation work on employability, employment and income will also take account of the Inquiry's findings.

Minority ethnic communities also experience the highest rates of poverty in Scotland. The potential routes out of poverty for minority ethnic families and individuals are reduced by barriers, many of which are connected to structural and direct forms of racism. It is essential that these barriers are tackled, and that the impacts of living on a low income are mitigated as much as possible. Scotland's new powers on social security under the Scotland Bill 2015-16 may enable further action on this and we will consider the potential to use these powers to tackle racial inequality once they are in place.

Figure 10: Poverty 2011/12-2013/14²⁰



²⁰ Figures aggregated from 3-years of data from 2011/12 to 2013/14 inclusive. The 'Mixed', 'Black/Black British', 'African', 'Caribbean', 'Chinese' and 'Other' ethnic groups all have sample sizes that are too small to reliably report on their own. Thus they have been combined into a single category so that they can be reported. Source: <http://www.gov.scot/Topics/Statistics/Browse/Social-Welfare/IncomePoverty/CoreAnalysis>

Our key 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

Ensuring fair and proportionate representation across the labour market is vitally important. This is not just about increasing application rates. In fact, there is evidence to suggest that application rates from minority ethnic groups for public sector jobs are already fairly representative, and instead the under-representation is linked to minority ethnic candidates not being appointed at interview stage.

Organisations, particularly in the public sector, need to consider how they can proactively tackle the continuing inequalities in the workforce. This means carefully examining current practices in recruitment, retention and career progression to ensure that institutional and personal discrimination do not feature.

In addition to taking action to support a more representative public sector workforce, Scottish Government can contribute to creating equality in the wider labour market by encouraging partnership working and using our influence with agencies and other publicly funded bodies to encourage good practice. This work also needs to recognise that for minority ethnic women, the disadvantages experienced in terms of both gender and race intersect to create extra barriers, which need to be tackled.

To achieve this goal, we will:

- Respond to the Fair Work Convention Framework and its recommendations, and address the issues raised in the engagement process of the development of the Race Equality Framework including recruitment, retention, career progression, occupational segregation and in work poverty
- As part of our response to the Fair Work Convention Framework, establish approaches to drive good practice for all equality groups in the workplace
- Review current approaches to supporting in work training, including Individual Learning Accounts; within this, we will identify the level of take up amongst minority ethnic learners and ensure that any future approaches consider how under-represented groups could better access these

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

Tackling poverty is a priority for Scottish Government across all communities. However, with minority ethnic groups twice as likely to experience poverty as the majority ethnic population, there is a clear link between race and poverty which must be examined if racial inequalities are to be tackled. In particular, minority ethnic communities must have access to effective support and advice, including financial

advice and support from community based services like credit unions. This includes support to maximise take up of social security benefits for those who are eligible.

To achieve this goal, we will:

- Ensure that our response and approach to Social Justice considers measures to tackle poverty across all ethnicities reflecting the public input into our National Conversation on 'A Fairer Scotland' and building on the First Minister's Poverty Adviser's report 'Shifting the Curve'
- Work to fill the gaps in current knowledge on how and to what extent minority ethnic people are accessing the benefits they are entitled to and work to ensure that relevant policies developed to address benefits take up and provide access to advice services (including financial advice) are equality impact assessed, with a programme of activity developed to address the results
- Implement the powers being devolved as a result of the Scotland Bill 2015-16 in a way that makes full use of those powers to tackle poverty across all ethnicities
- Make all possible efforts to assess, understand and where we can, mitigate the impact of any UK policies out with our control which have a financial impact on minority ethnic people with low incomes as part of on-going work around improvements to the Equality Budget Statement and Spending review processes
- Stipulate in future funding and procurement arrangements for money advice services that grant recipients collect data and monitor how far their services meet the needs of people across all ethnicities; we will use this information to feed into future policy development
- Work with the Credit Union Working Group to take forward its recommendations, ensuring that this work takes account of needs across all ethnicities

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

Practical measures such as access to appropriate childcare provision are vital to ensure that minority ethnic families have economic and social equality. The Scottish Government is committed to developing high quality, flexible early learning and childcare which is accessible and affordable for all. We have increased the entitlement for all 3 and 4 year olds from 475 hours a year to 600 hours a year; and aim to almost double this by the end of the next Parliament. We have also extended this entitlement to over a quarter of 2 year olds who will benefit most, including those who are looked after, under a kinship care or guardianship order; and, those from low income households based on free school meal criteria.

The aim of this is to improve outcomes for all children, especially those who will benefit most; and, to support parents to work, train or study, especially those who need routes into sustainable employment and out of poverty.

To achieve this goal, we will:

- Work to develop policy and practice so that early learning and childcare meets the needs of parents and children across all ethnicities
- Consider the feasibility of collecting accurate ethnicity information on children within early learning and childcare as part of our current data transformation work
- Work with key stakeholders to promote greater diversity during our expansion of the early learning and childcare workforce

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

Our evidence gathering and stakeholder involvement processes demonstrated clearly that recent migrants face additional barriers to employment, on top of the barriers relating to structural and personal racism faced by the wider minority ethnic population in Scotland.

In particular, challenges associated with recognition of overseas qualifications and experience, levels of English language proficiency and employer perceptions of these issues are impacting the ability of recent migrants to access employment.

There are also areas in which school leavers from minority ethnic backgrounds could be better supported. As well as our previously stated commitment to ensuring that careers guidance meets the needs of minority ethnic young people, we must ensure that they have equal access in practice to different post-school destinations, including Modern Apprenticeships which have historically had low levels of participation from minority ethnic groups.

Scottish Government aims to ensure these barriers are removed as far as possible.

To achieve this goal, we will:

- Work with Skills Development Scotland (SDS) in their delivery of the Equality Action Plan for Modern Apprenticeships in Scotland, to ensure that the number of individuals from minority ethnic backgrounds who are apprentices increases to equal the population share by 2021. This will be reviewed annually
- Develop a long-term 2020 vision for our contracted employment programme which will be devolved from April 2017 by identifying specific client needs and delivering a fully integrated and aligned service. We will use feedback from race

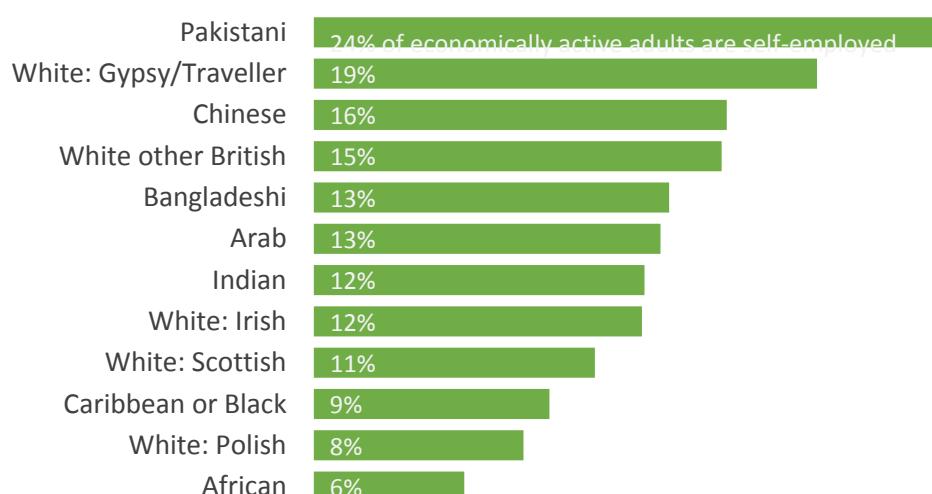
equality stakeholders to continue to examine the inclusion of ESOL provision, work experience and mock interviews for minority ethnic clients

- Include measures to improve access to high quality advanced, vocational and conversational ESOL provision, linked to both employability schemes and with employers across all sectors to promote uptake for staff in post within the Implementation plan for the refreshed ESOL Strategy
- Work with partner organisations through the Refugee Integration Forum and New Scots working groups to explore what more we can do on the recognition of overseas qualifications including commissioning a short project to review and update the recommendations of the 2010 'Scoping Study on Support Mechanisms for the Recognition of Skills, Learning and Qualifications of Migrant Workers and Refugees' within the current context

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

In addition to representation within the workforce generally, minority ethnic participation in the labour market also manifests itself in entrepreneurship and business ownership. The rates of self-employment vary widely between minority ethnic groups, with some communities being over-represented (for example, Pakistani communities) and others under-represented (for example, African communities). There is a lack of available qualitative evidence on the proportions of minority ethnic social enterprises, however it is believed that there may be under-representation.

Figure 11: Self-employment 2011²¹



²¹ Economically active adults are those who are employed or are looking for work. It excludes groups such as students and retirees. Source: <http://www.gov.scot/Publications/2015/03/8716>; <http://www.gov.scot/Resource/0047/00476601.xls>

There is also a lack of evidence on uptake of available support for business owners and entrepreneurs from minority ethnic communities, and whether the support on offer meets peoples' needs. This is a gap which needs to be filled.

To achieve this goal, we will:

- Map information and data needs around self-employment and minority ethnic enterprise in order to better understand minority ethnic entrepreneurship to inform a programme of future activities
- Ensure effective engagement of minority ethnic communities in the development of the Scottish Government Social Enterprise Strategy to ensure issues relevant to race are considered as part of this wider review
- Consider future approaches to gathering and reporting data on ethnicity in relation to social enterprises

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

The Scottish Government has developed robust reporting processes for public sector employers through the Scottish Specific Public Sector Equality Duties, with a duty to collect employee equality monitoring information and use this information to tackle inequality in employment practices. The results of these monitoring activities suggest that even in the public sector, minority ethnic people are disproportionately rejected at job interviews in comparison to white Scottish applicants.

Indeed, many Scottish public bodies have very low proportions of minority ethnic staff in comparison to national and local demographic profiles. To develop a representative workforce, the majority of Scotland's public bodies will need to invest additional effort - including tackling discrimination and looking at opportunities to take positive action.

The Scottish Public Sector Equality duties require listed public bodies to have due regard to whether procurement award criteria should include considerations to enable them to better perform the equality duty. The Scottish Government has worked with the Equality and Human Rights Commission to promote this²² so that public bodies are aware that there is an opportunity to advance equality of opportunity through public procurement contracts.

To achieve this goal, we will:

- Review the Scottish Specific Equality Duties and their role in improving race equality in employment across the public sector in Scotland

²² <http://www.gov.scot/Topics/Government/Procurement/policy/corporate-responsibility/CSR/SSPAP/Equalities>

- Work to ensure that by 2025 the Scottish Government's own workforce reflects the minority ethnic population in Scotland at every level
- Consider the role that targets might play to address under representation of minority ethnic staff within the public sector
- With partners, consider scoping a programme of work around improvements in workplace equality practice which might include:
 - Work to better understand the issues around the reasons for appointment deficit at interview
 - The use of equality impact assessment of HR practice and policy including around progression and retention
 - Best practice in positive action

6. Health and Homes

Our Vision for 2030:

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

Health and wellbeing are strongly linked with family life and the home environment, and equality in these areas of life is vital to improving life chances. Evidence on ethnicity is lacking in many of these areas, however for health and housing in particular, we know that improvements could be made to better meet the needs of minority ethnic people.

Health and housing were considerable areas of focus for stakeholders participating in the development of the Framework, particularly in terms of improving equality in service provision across these sectors.

Through our Healthier Scotland National Conversation we also heard about what matters to people when thinking about their health and the future of health and social care services and many of the emerging common themes resonated with those identified by minority ethnic communities - in particular in relation to leading healthy lives; access to services; wellbeing, mental health and social connectedness, and person-centred care.

We aim to encourage action based on the evidence available around health and housing to improve outcomes for minority ethnic communities, and as a longer term action will consider ways of improving the evidence base across areas such as social work and social care.

Figure 12: Women's self-assessed health 2011²³

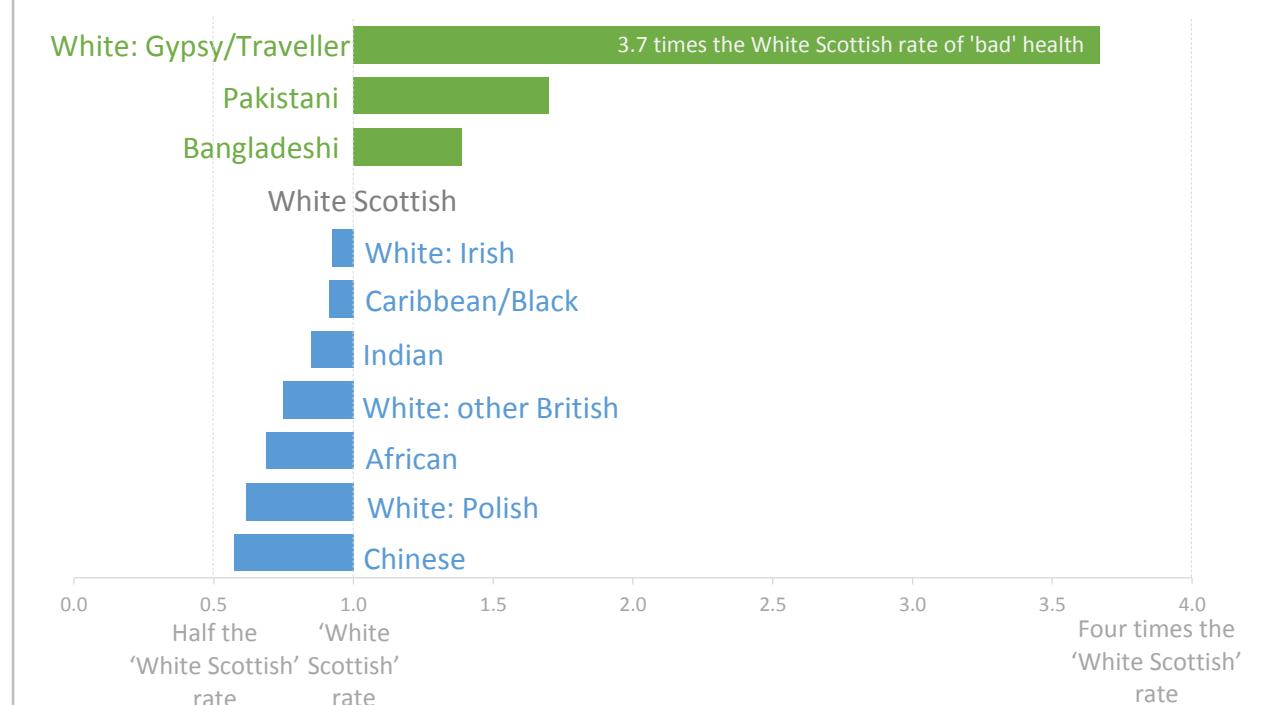
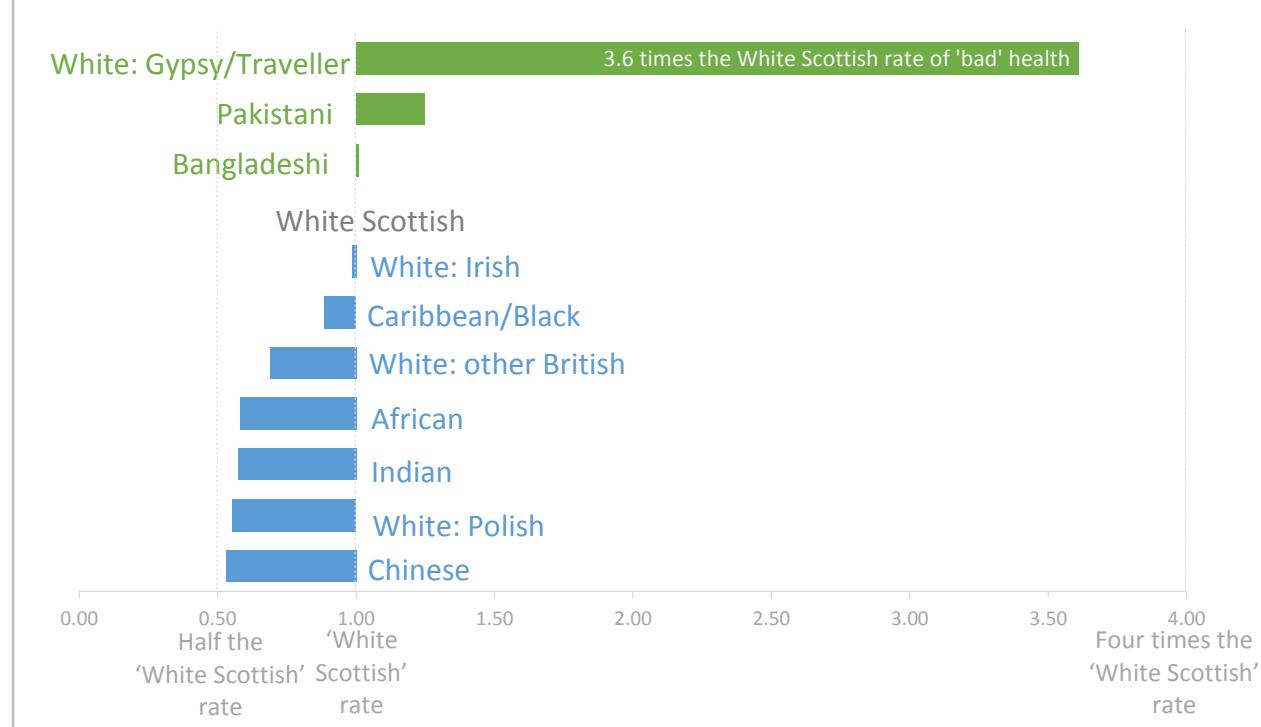


Figure 13: Men's self-assessed health 2011



²³ The 2011 Census asked 'How is your health in general?' The response categories were: 'Very Good', 'Good', 'Fair', 'Bad', 'Very Bad'. This analysis considers those who answered either 'Bad' or 'Very Bad' to have 'poor general health'. The analysis employs age-standardised rates to compare people of similar age, which avoids the often misleading direct comparisons between populations with very different age structures.

Source: <http://www.gov.scot/Publications/2015/08/7995>

Our key goals:

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

Although minority ethnic groups are less likely to report having long-term limiting health conditions and disabilities, there are differences between minority ethnic groups with worse outcomes for some groups on particular indicators. Minority ethnic groups are also 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. There is also evidence that minority ethnic women in some communities report experiencing poor health to a greater degree than the men in their communities. This is especially the case for older women.

These mixed results suggest that targeted interventions are needed to tackle the inequalities which exist for particular minority ethnic groups on particular indicators of health and wellbeing.

To achieve this goal, we will:

- Promote preventative approaches through tackling unhealthy behaviours and health and wellbeing ‘myths,’ and encourage healthy living in ways that appeal to minority ethnic communities (including through partnership working with statutory and mainstream services, peer education and advocacy); and improve health literacy through alignment with Making it Easy, A Health Literacy Action Plan for Scotland.
- Ensure effective engagement of minority ethnic communities in the Healthier Scotland engagement programme to ensure issues relevant to race equality are considered as part of this wider review
- Ensure effective engagement with minority ethnic communities in the development of the Scottish Government Mental Health strategy to ensure issues relevant to race equality are considered as part of this wider review
- Ensure effective engagement with minority ethnic communities in the developing Our Voice framework, so that minority ethnic voices are heard and meaningfully involved in improving health and social care services

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

It's important that people are able to access appropriate services when they need them, so to ensure that needs are met, we need to have an understanding of the specific issues affecting minority ethnic communities within health and social care. There are differences in prevalence rates, health outcomes, treatment access patterns and service user needs between ethnicities and across types of impairment

or health area, including mental health and both physical and sensory impairment, learning disabilities, long term health conditions and maternity and ante-natal care. Some health conditions disproportionately affect people of specific ethnicities, and some courses of treatment have been found to be less effective for people of specific ethnicities. There is also a need to ensure social care services are provided appropriately, especially for older people in minority ethnic communities. Feedback highlights the importance of being listened to and treated equally and fairly with respect for dignity and human rights as part of a person centred approach.

To support this, several programmes of work are being undertaken in Scotland to improve the currently patchy evidence base on ethnic health and care inequalities, in particular through the work of the Scottish Migrant and Ethnic Health Research Strategy (SMEHRS) group. Scottish Government aims to support this work by working with partners to embed good practice on evidence gathering throughout the integrated Health and Social Care Partnerships.

Stakeholders who took part in the development process for the Framework felt that the Scottish health care system needs to build more specialism around these issues, and that health services in general need to be more responsive to the circumstances and needs of minority ethnic people. Taking account of the particular needs of different service-users in regard to their particular characteristics and circumstances was identified by Scottish Government as part of the key principles underpinning health and social care integration in Scotland; this work will support those principles.

To achieve this goal, we will:

- Promote the embedding of race equality in new health and social care partnership integrated models
- Work with Health and Social Care Partnerships, NHS Scotland's Information Services Division (ISD) and other stakeholders to develop cohesive, effective practice on improving approaches to gathering, collating and publishing ethnicity data on health and social care at a national level
- Work with EHRC, Health and Social Care Partnerships and race equality stakeholders to develop recommendations around:
 - Promoting race equality from prevention to treatment and aftercare, with respect for intersectionality and individual needs (including cultural and linguistic needs)
 - Involving minority ethnic communities in developing holistic, user friendly health and social care services which recognise specific 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

In order to achieve the previous goal, workers in the health and social care sector need to have the right interpersonal approaches and knowledge to enable them to

identify and meet needs. Health and social care workers understand the importance of a flexible, person centred approach; no two people are exactly the same, and service provision must reflect this. Where service users have additional requirements linked to language, culture or understanding of services, these need to be met effectively. Additional learning and development may be required for workers to be able to confidently carry out this approach.

A good understanding of issues around racial inequality and racism is also necessary to deal with any incidents which may occur in a health and social care environment. Both service users and staff from minority ethnic backgrounds are at risk of facing both direct and subtle forms of racism; public service organisations need to be able to take appropriate action where this occurs.

To achieve this goal, we will:

- Ensure that every NHS Board can demonstrate that it requires all staff to participate in training on equality, diversity and human rights, including race equality and intercultural competency training
- Encourage social services employers to provide opportunities for their staff to participate in training on equality, diversity and human rights, including race equality and intercultural competency training

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

National Health Service Scotland (NHSS) Boards employ a higher proportion of minority ethnic staff in Scotland than most others in the public sector. In some cases, this may be partly boosted by international recruitment. However, the workforce profile in NHSS across occupations and grades is often still not proportionate to the number of minority ethnic people living in the relevant area.

Statistics for social care staff suggest relatively low representation; we also know that, more broadly, the local authorities for which many social care staff work generally have very low numbers of minority ethnic staff. The social care workforce is complex and spread across the public, private and voluntary sector; Scottish Government will identify potential means of exploring workforce representation in this sector with relevant bodies.

To achieve this goal, we will:

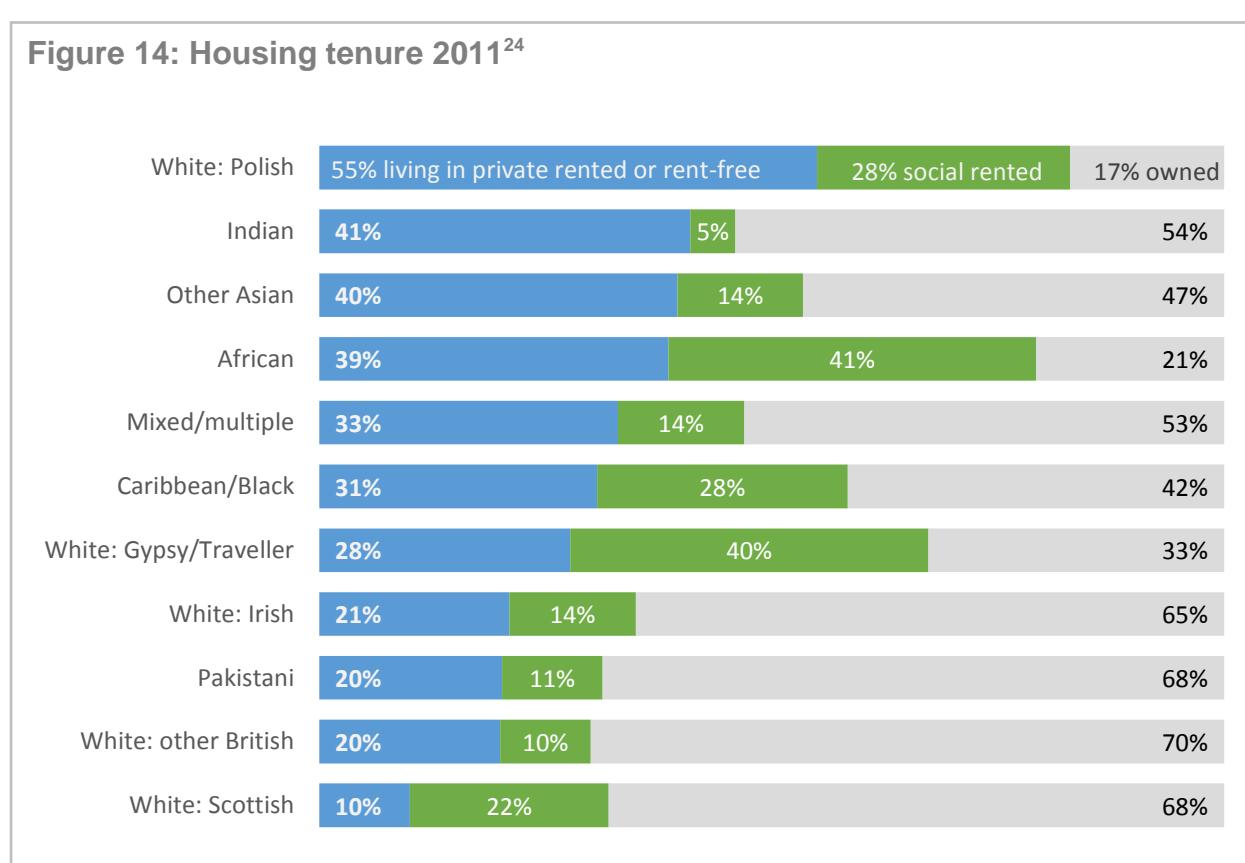
- Work with relevant bodies to take positive action to encourage a greater representation of the minority ethnic population within the workforce of NHSScotland

- Ensure that relevant bodies who will be able to contribute to future work to encourage a greater representation of the minority ethnic population within the social services workforce are identified and engaged with

30. Minority ethnic communities experience fewer housing inequalities

The Scottish Government is committed to tackling the long-standing housing inequalities faced by minority ethnic communities, including statistically higher rates of overcrowding for some communities. Improving access to social housing is also important, as minority ethnic people are disproportionately renting accommodation from private landlords; the private rental sector is generally more expensive, sometimes of a poorer quality, and, although subject to legal obligations, in many ways less stringently controlled than social housing. Issues around immigration status may cause additional difficulties for some individuals and families.

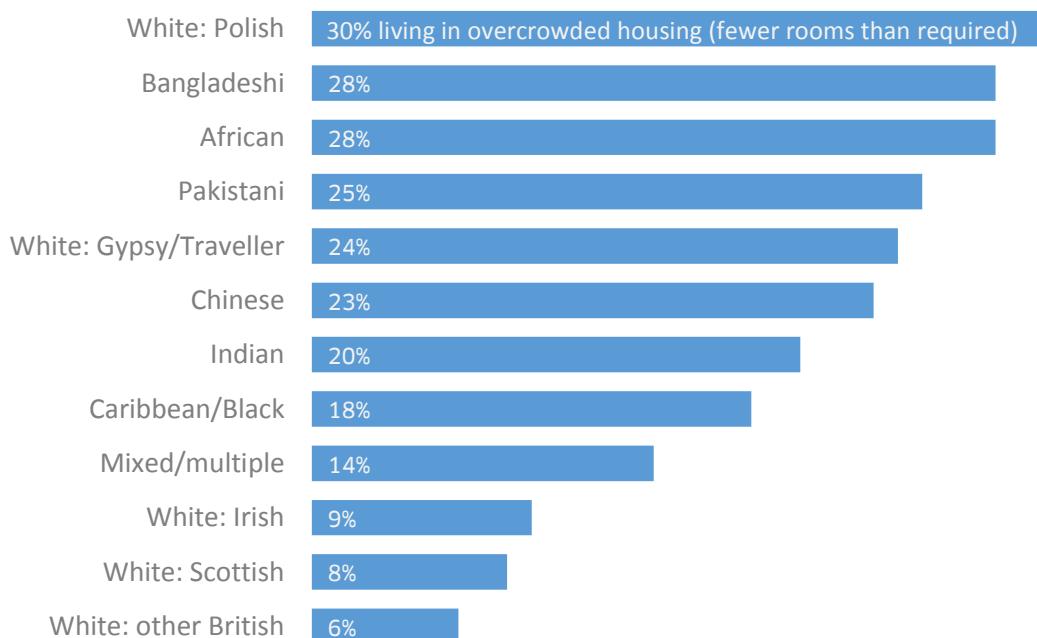
Figure 14: Housing tenure 2011²⁴



²⁴ For an explanation of how overcrowding is calculated, see www.scotlandscensus.gov.uk/variables-classification/occupancy-rating

Source: <http://www.gov.scot/Publications/2015/03/8716>

Figure 15: Overcrowding 2011²⁵



Stakeholders involved in the development of the Framework felt that more needed to be done to identify whether minority ethnic communities are benefitting equally from the social housing system, and also wanted to see closer relationships between housing associations and their minority ethnic tenants.

To achieve this goal, we will:

- Work in partnership with the Scottish Housing Regulator and other stakeholders to make the best use of available housing data and research to identify issues affecting minority ethnic communities and promote race equality
- Strengthen minority ethnic tenant participation and influence in the housing sector by enabling effective engagement with minority ethnic communities to ensure that their experiences and views are reflected in the review of the Scottish Social Housing Charter

²⁵ Source: <http://www.gov.scot/Publications/2015/03/8716>

Concluding Remarks

The Race Equality Framework provides a means by which effective action can be put in place in the period ahead, and the actions it outlines will be taken forward over the first phase of work to achieve our visions across all six themes.

As set out in the introduction, we will work closely with partner agencies and stakeholders to develop practical approaches which ensure the work we do meets our goals. Our approach will draw upon and take advantage of the strengths of our existing race equality infrastructure and legislation, our partnerships with communities and our commitment to equality. The ethos of this Framework is consistent with the stated vision and purpose of the Scottish Government to deliver a fairer and more socially just Scotland and is underpinned by the principles of prosperity, fairness and participation. The Framework forms the core of an on-going process which puts these principles into practice.

We have worked to engage as many people as we could through the process of developing the Framework with a particular focus on involving people with lived experience of racism and racial inequality. We also worked to capture the expertise of people within public services, voluntary sectors and academia. We want to use the same approach to shape the implementation phase. The Scottish Government has learned a great deal from the people who have taken part in shaping the Framework and the engagement process provides us with a clear mandate and clear view of the practical approaches we need to take into the phase ahead, including the need to:

- Be strategic but realistic
- Work in partnership
- Be inclusive
- Be accountable
- Ensure we monitor and provide oversight and are able to demonstrate measurable improvement

Moving into the implementation and monitoring phase, we will continue to engage a wide range of organisations and individuals (from grassroots community organisations to practitioners working in the public sector, academia and policy makers) to develop this approach over the first six months of the Framework's life. Our first Goal within this Framework describes our initial approach to implementation and monitoring of the Race Equality Framework, with plans to support and drive its progress.

The work to progress the actions will be on-going within Scottish Government and across our partner organisations throughout 2016 and beyond. Our approach to implementation will look at how the Framework can remain responsive and flexible to accommodate new evidence and change in the demographic and policy environments over the later phases of the Framework's life span and to reflect the progress made to date. We will continue to engage communities and people with direct experience of inequality and discrimination and develop effective engagement

methods. We believe that this collaboration will make a considerable contribution to the ultimate success of the Framework.

Importantly, we have said that what we will do and when it will be delivered will be clear and progress will be measurable. This is important not only for us to show visibly our commitment to making progress but also so that others can learn from what has been done. Our approach is ambitious and the way ahead will be challenging; we know we have to be ambitious to deliver a Scotland where racism and racial inequalities no longer exist and where we have achieved our vision of a Scotland where opportunities, wealth and power are spread more equally.

Appendix 1

Overview of visions and key goals

Vision	Key Goals
Overall 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.	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
Community Cohesion & Safety 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	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.
Participation & Representation Minority ethnic participation and representation is valued, effective, fair and proportionate at all levels of political, community and public life	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

	<p>valued.</p> <p>13. Promote inclusiveness and participation by making better connections between minority ethnic communities, organisations and institutions involved in culture, sports and media</p>
Education & Lifelong Learning Everyone has the opportunity to learn in an inclusive environment without disadvantage in relation to racial inequality or racism	<p>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.</p> <p>15. Minority ethnic pupils are provided with careers guidance that helps to improve transition into employment and tackles occupational segregation.</p> <p>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.</p> <p>17. Scotland's educators are confident and empowered to promote equality, foster good relations and prevent and deal with racism.</p> <p>18. Scotland's education workforce better reflects the diversity of its communities.</p> <p>19. Minority ethnic people experience better outcomes in completing further and higher education, and in transitioning to the labour market after completion</p>
Employability, Employment & Income 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	<p>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</p> <p>21. Ensure robust policy responses that support race equality in relation to income and poverty</p> <p>22. Ensure access to appropriate early learning and childcare for minority ethnic families</p> <p>23. Reduce barriers and provide support for minority ethnic people who are new to the labour market, including school leavers and new</p>

	<p>migrants.</p> <p>24. Minority ethnic entrepreneurs and business owners have equal access to business and enterprise support.</p> <p>25. Scotland's public sector workforce is representative of its communities.</p>
Health & Homes 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	<p>26. Minority ethnic communities and individuals experience better health and wellbeing outcomes.</p> <p>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.</p> <p>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.</p> <p>29. Scotland's health and social care workforce better reflects the diversity of its communities.</p> <p>30. Minority ethnic communities experience fewer housing inequalities.</p>

Appendix 2

Overview of the involvement process

Involving people in development of a Race Equality Framework for Scotland

The Scottish Government has taken unprecedented steps to involve communities and stakeholders in the policy development process for the new Race Equality Framework for Scotland.

Working closely with the Coalition for Racial Equality and Rights (CRER), an in depth approach to engagement and involvement has been taken from the earliest stages of the development process. The aim was to create a Race Equality Framework based on the priorities, needs and experiences of Scotland's minority ethnic communities, with expertise contributed by the public and voluntary sectors and academia to ensure that the Framework is practical and deliverable. Views from wider society were also incorporated through an open survey.

In contrast to traditional methods of consultation, where the draft publication that is offered for comment may be in its final stages, the Race Equality Framework for Scotland was developed entirely based on the results of stakeholder engagement, cross referenced with evidence from desk based research.

The involvement process took place through these main areas of activity:

- Community Ambassadors Programme
- Reference Planning Groups
- Strategic Action Forums
- Survey on race equality in Scotland
- Additional work to engage stakeholders who may not have participated in these, for example through the Scottish Parliament Cross Party Group on Racial Equality and the Black Leadership Network

This paper provides an overview of the first four of these areas of activity, which are the most easily quantifiable. In total, these activities have reached an estimated 650 - 700 people (allowing for the fact that some people participated in more than one of these).

Community Ambassadors Programme

The Community Ambassadors Programme is an innovative community engagement mechanism developed by CRER in partnership with the Scottish Community Development Centre which has been used to link members of minority ethnic communities into the development of the Scottish Government's new Race Equality Framework for Scotland.

Through the Community Ambassadors Programme, minority ethnic community representatives nominated by grassroots organisations and groups across Scotland

received training and support to conduct structured focus groups with community members. The focus groups used a structured workbook to gather solution focused information about community members' needs and priorities on race equality in Scotland.

The information recorded in the workbooks was transferred into an evidence database which, along with the evidence from the Strategic Action Forums and Survey, was used as the initial basis for scoping and developing the Framework's content. A report was developed to provide feedback to Community Ambassadors and participants on the overall results of the Community Ambassadors Programme.

Sixty two Community Ambassadors undertook the initial training, with 42 workbooks returned. These Community Ambassadors supported 347 members of minority ethnic communities to have their voices heard in the policy development process. The Community Ambassadors also had an input from their own viewpoint as part of their training, bringing the number of community members involved through the programme to 389.

Community Ambassadors completing the programme represented the following 33 organisations (some organisations nominated Community Ambassadors from more than one of their projects):

Active Life Club	RCCG Potter's House
African Caribbean Women's Association	Refugee Women Strategy Group
African Scottish Development Organisation	RNIB Scotland minority ethnic project
Amina Muslim Women's Resource Centre	Roshni
Association of African Communities in Renfrewshire	SCOREscotland
Coalition for Racial Equality and Rights Edinburgh Women's interfaith Group	Scottish Asylum Seeker Residents Association
Karibu Scotland	Shakti Women's Aid
Lanarkshire Chinese Association	Scottish Highlands & Islands and Moray Chinese Association
Lithuanians in Scotland Association	Sikh Sanjog
Maryhill Citizens Advice Bureau Refugee and Asylum Project	Sikorski Club / North Lanarkshire Polish Community Forum
MECOPP (Minority Ethnic Carers of Older People Project)	Stirling Multi Cultural Partnership
Migrant Voice	Thai Buddharam Temple and Cultural Centre
Minority Ethnic Mediation	The Hidden Gardens Trust
PKAVS Minority Communities Hub	The Well
Positive Action in Housing	Waverley Care
	WSREC Equality Response Forum

Participants from a wide range of backgrounds were involved including (but not limited to) Lithuanian, Chinese, Syrian, Algerian, Indian, Pakistani, Polish, Thai, Slovakian Roma and a range of African communities, and also intersectional groups including minority ethnic women, Muslim and Sikh women, young people, older people, carers and disabled people.

Reference Planning Groups

The Scottish Government convened four Reference Planning Groups to assist with planning and evidence gathering in four thematic areas which had been identified through an initial sift of evidence on race equality in Scotland, initial discussions between Scottish Government officials and key race and faith equality strategic partners (BEMIS, CEMVO Scotland, Scottish Refugee Council, and Interfaith Scotland) along with CRER and the EHRC, combined with information on the devolved responsibilities of the Scottish Government:

- Community cohesion and safety
- Participation and representation
- Education, employment and income
- Health, wellbeing, family and home

Each reference planning group brought together a small group of people with particular expertise in these areas from the public sector, the voluntary sector and from academia. CRER assisted with co-ordination. CEMVO Scotland, BEMIS and the Scottish Refugee Council participated in all four groups, and approximately 40 people took part in total. In each case, Scottish Government officials from relevant policy areas were also involved. Each group met once, with opportunities to follow up discussions by email throughout the policy development process.

Reference Planning Group members were asked to:

- Take part in a scoping discussion to help plan a series of four Strategic Action Forums
- Identify key stakeholders working at both senior and operational levels across sectors in the relevant areas, which formed the basis for the invitation list of each Strategic Action Forum
- Assist in gathering research evidence to inform the development of four thematic evidence papers as part of the evidence base for developing the Race Equality Framework

Strategic Action Forums

The Scottish Government organised four full day Strategic Action Forums with support from CRER, bringing together key stakeholders from the public and voluntary sectors and academia to discuss “What works for race equality, how do we know it works and how can we do more of it?” These events were co-chaired by representatives from the Scottish Government’s three race equality partner organisations and CRER alongside Scottish Government officials. Each of the four Action Forums covered one of the thematic areas previously described:

- Community cohesion and safety, co-chaired by CEMVO Scotland
- Participation and representation, co-chaired by Scottish Refugee Council
- Education, employment and income, co-chaired by CRER
- Health, wellbeing, family and home, co-chaired by BEMIS

This approach provided more time to discuss each issue, and made it possible to bring together a range of stakeholders working in specific areas of policy to create a solution focused, in depth dialogue. In total, there were 120 participants across the four Action Forums (this includes a small number of people who attended more than one).

As with the Community Ambassadors Programme, participants' views were recorded by facilitators in a structured workbook format. The information recorded in the workbooks was transferred into an evidence database which, along with the evidence from the other involvement activities, was used to scope and develop the Framework's content. Reports were developed to provide feedback to participants on the overall results of each Action Forum.

Participants were provided with a range of useful papers in advance, including an Interim Evidence Paper for each of the four thematic areas. These were developed by CRER, with assistance from CEMVO Scotland on the first of these. The Interim Evidence Papers were further developed following the Action Forums, setting out the wide range of evidence used in developing the Race Equality Framework in detail. These final Evidence Papers were published alongside the launch of the Framework.

Survey on race equality in Scotland

For the final stage of engagement, a survey was carried out to gather wider views from all interested parties on the issues which should be prioritised by the Framework. It included multiple choice questions assessing levels of confidence in the work currently being done across the Framework's thematic areas and more widely, along with a range of open, qualitative questions designed to allow the maximum freedom for people to suggest what needs to change in order to better progress race equality.

The survey was primarily hosted online, with alternative formats available on request. It was promoted widely by CRER, the Scottish Government and a wide range of other organisations. A total of 175 responses from organisations and individuals were received, and these have been analysed alongside the existing evidence base.

Conclusion

Along with the evidence from desk based research, all of the evidence gathered through the engagement process has been incorporated into four thematic evidence papers, published alongside the launch of the Framework in Spring 2016. This allows the evidence to be shared widely and incorporated into a wider range of policy making and service design processes across the public and voluntary sectors. The

intention is that these papers will form part of a growing body of accessible, practical evidence which can inform the implementation of the Race Equality Framework for Scotland over the next 15 years.

Communication with stakeholders has been ongoing in the lead up to the launch of the Framework. This included providing comprehensive feedback to participants in the Community Ambassadors Programme and Strategic Action Forums, as well as providing information about the launch of the Framework.

The Race Equality Framework for Scotland is intended to be a ‘living document’ and will be subject to regular monitoring and review, with updates where needed to ensure effectiveness in the implementation process. As part of this, the Scottish Government is committed to involving communities and other key stakeholders across the life of the Framework from 2016 to 2030.

Fairer Scotland Conversation

Over 2015 Scottish Government also held a national discussion about what a Fairer Scotland would look like in 2030. The aim was to create opportunities for the widest possible range of voices to be heard. This included a series of events over Autumn 2015 which brought people from across the country to discuss what practical steps we need to take to create a fairer Scotland.

The views and ideas will contribute to the development of a Social Justice Action Plan – to be published in 2016. As part of this work we engaged minority ethnic communities in a range of events which took place all over Scotland including Dundee, Glasgow and Fife and which involved people from a range of African, Refugee and Muslim communities and many others. These views also have influenced the development of the Race Equality Framework. A summary report detailing the key issues discussed as part of Fairer Scotland is available [here](#).

Appendix 3

Strategic, policy and legislative links

This appendix sets out some of the main strategic, policy and legislative areas which have significant links to the Race Equality Framework.

This work will contribute to Scotland's National Outcomes, with particular relevance to the following:

- We have tackled the significant inequalities in Scottish society
- We take pride in a strong, fair and inclusive national identity
- Our public services are high quality, continually improving, efficient and responsive to local people's needs
- We live our lives safe from crime, disorder and danger
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens
- We realise our full economic potential with more and better employment opportunities for our people
- We live longer, healthier lives

It will also link closely with several key strategies, legislation and other areas of work; these will expand over the 15 year lifetime of the Framework:

- Community Justice Strategy 2016
- Curriculum for Excellence
- Developing Scotland's Young Workforce
- Equally Safe – Scotland's strategy on violence against women and girls
- Fairer Scotland
- Fair Work Convention
- Getting it Right for Every Child
- Healthcare Quality Strategy and 2020 Vision for Health and Social Care
- Homes Fit for the 21st Century
- Improvement Framework for Scotland's Public Services
- Independent Advisory Group on Hate Crime, Prejudice and Community Cohesion
- Integration of health and social care
- National Standards for Community Engagement
- New Scots: Integrating Refugees in Scotland's Communities
- Opportunities for All
- Programme of Work aimed at Reducing discrimination and improving attitudes towards Gypsy/Travellers
- Scotland's Economic Strategy
- Scottish National Equality Improvement Project for the Public Sector
- Teaching Scotland's Future

The Framework also has linkages to many other projects and reports relating to race equality and the specific policy areas covered within the Framework. In addition to the wide range of evidence sources detailed in the evidence summaries available from the CRER website ([link](#)), key examples of this work include:

- Joseph Rowntree Foundation's Poverty and Ethnicity in Scotland research programme
- Scottish Parliament Equal Opportunities Committee Inquiry into race, ethnicity and employment
- The Independent Advisor on Poverty and Inequality's report for the First Minister, 'Shifting the Curve'
- The work of the Scottish Migrant and Ethnic Health Research Strategy Group
- The work of the COSLA Strategic Migration Partnership

Finally, a range of legislative areas have specific relevance for the Race Equality Framework. These include:

Scottish Parliament legislation:

- Public Appointments and Public Bodies etc. (Scotland) Act 2003
- Further and Higher Education (Scotland) Act 2005
- The Scottish Schools (Parental Involvement) Act 2006
- Housing (Scotland) Act 2006
- Police, Public Order and Criminal Justice (Scotland) Act 2006
- Housing (Scotland) Act 2010
- Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012
- Offensive Behaviour at Football and Threatening Communications (Scotland) Act 2012
- Housing (Scotland) Act 2014
- Community Empowerment (Scotland) Act 2015

UK legislation:

- Public Order Act 1986
- The Criminal Law (Consolidation) (Scotland) Act 1995
- Human Rights Act 1998
- Scotland Act 1998
- The Crime and Disorder Act 1998
- Racial and Religious Hatred Act 2006
- Equality Act 2010

International legislation and treaties:

- International Convention on the Elimination of All Forms of Racial Discrimination
- European Union Racial Equality Directive 2000/43/EC
- European Convention on Human Rights
- Universal Declaration of Human Rights
- International Covenant on Economic, Social and Cultural Rights
- International Covenant on Civil and Political Rights
- Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment
- Convention on the Elimination of All Forms of Discrimination Against Women
- Convention on the Rights of Persons with Disabilities
- Convention on the Rights of the Child



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