

EQUALITY AND FAIRER SCOTLAND BUDGET STATEMENT 2020-21



Scottish Government
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EQUALITY AND FAIRER SCOTLAND BUDGET STATEMENT 2020-21

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FOREWORD

CABINET SECRETARY FOR SOCIAL SECURITY AND OLDER PEOPLE



This year's Equality and Fairer Scotland Budget statement is published against the immediate backdrop of a significant threat to our progress towards a fairer and more equal nation, where all our people's human rights are progressively realised – Scotland's exit from the European Union, contrary to the wishes of the majority of its people.

Simultaneously, we are facing the unprecedented challenge of the global climate emergency and the imperative to take action to address it, while protecting and supporting those who will be most affected – the most vulnerable and disadvantaged in our society.

Therefore while this document sets out substantial work, across all the portfolios of the Scottish Government, to achieve greater equality and social justice, we are clear that we must continue to raise the bar and work to ensure that our actions are as impactful as possible.

That is why the First Minister has put in place programmes of work to continue to challenge us to go further. Her National Advisory Council for Women and Girls has made suggestions that will help us to make continued progress towards gender equality – and this budget includes resources to substantively take forward their recommendations.

Similarly the National Taskforce for Human Rights Leadership is now guiding work to put human rights at the heart of all that we do. Over time this will provide a crucial underpinning to human rights in Scotland, helping us to respect, protect and fulfil them.

But there is always more to do. The budget this year also includes resources to develop a strategic programme to embed equality and human rights across the Scottish Government. This reflects our clear understanding that these are not niche concerns but fundamental underpinnings for policy making and delivery across the public sector in Scotland – and essential prerequisites to delivering the outcomes set out in our National Performance Framework.

The challenges that we face are stark but our focus on achieving an equal and fair Scotland is unwavering. Indeed without equality and fairness at their heart, our efforts to meet those challenges will not be successful.

A handwritten signature in black ink, appearing to read 'S Anne Somerville'.

Shirley-Anne Somerville
Cabinet Secretary for Social
Security and Older People

CHAPTER 1

Strategic Introduction

2020-21

INTRODUCTION

The Scottish Budget aims to achieve a national vision of wellbeing, as encapsulated in the National Performance Framework, with a tight financial envelope. It aims to target spend over time to eliminate discrimination, advance equality of opportunity, foster good relations and embed human rights. In practice this means reducing measurable differences in outcomes by protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation) and by socio-economic disadvantage (low income or wealth; deprivation in area, material resources or background) when compared with the rest of the population. It also means ensuring that human rights are progressively realised.

The Scottish Government recognises that embedding equality, human rights and Fairer Scotland duties in policy and action can be transformative.

This year's Equality and Fairer Scotland Budget Statement (EFSBS), acknowledging the close connections between the protected characteristics and socio-economic disadvantage, sets out how the Scottish Budget 2020-21 invests in the physical and social infrastructure required for a strong, sustainable, innovative and inclusive economy. This approach, when combined with the provision of high quality universal services, progressive taxation and a clear focus on tackling the climate emergency and child poverty, means that the Scottish Budget continues to represent a strong social contract between the Scottish Government and the people of Scotland.

STRATEGIC CONTEXT TO THE BUDGET

The 2020-21 Scottish Budget sets out in detail the strategic context for this year's budget. It comprises strategic funding decisions to enact policies that may affect many disadvantaged groups and individuals, directly or indirectly, and comes at a time of political and financial uncertainty both in terms of the broader UK economy and the settlement for Scotland, which will not be announced until the UK Budget in March 2020. To avoid repetition this has not been set out here, but from an inequality perspective it is necessary to identify three important factors.

Responding to the UK's exit from the EU – The negotiations on a continued trade and wider relationship with Europe and the rest of the world provides a very difficult, incoherent and uncertain context in which to plan a future for Scotland. Election results for Scotland again showed a clear majority in favour of remaining in the European

Union (EU) and recent analysis has estimated that the damage caused to the Scottish economy¹ by the Withdrawal Agreement² will be significant. Preliminary spatial analysis has shown that the risks presented by EU exit are anticipated to have significant social and economic consequence for all areas of Scotland with many of the most vulnerable communities being in rural locations.³ Analysis of the social impacts of EU exit have also identified far-reaching consequences across protected characteristics and for socio-economically disadvantaged people.⁴

The **Public Sector Equality Duty** (PSED) requires public authorities (including the Scottish Government) to have due regard to the need to: eliminate discrimination, harassment, victimisation; advance equality of opportunity; and foster good relations between persons who share a relevant protected characteristic and persons who do not.

The **Fairer Scotland Duty** (FSD) arises from Part 1 of the Equality Act 2010 and came into force in Scotland from 1 April 2018. It sits alongside the PSED, and places a legal responsibility on the Scottish Government and other public bodies to consider actively how decisions can reduce inequalities of outcome caused by socio-economic disadvantage. This consideration should be informed by evidence of inequalities and the potential impacts of decisions upon disadvantaged groups.

The norms and standards contained in **international human rights** treaties guarantee equality and obligate governments not to discriminate against groups or individuals. With regard to the Scottish Budget this means:

1. Revenue-raising policy has differential impacts on different populations. Revenue must be raised in a way that does not discriminate against any specific group on the grounds of protected characteristics or income (unless justification for the differentiation is reasonable and objective).
2. Allocations and expenditures must not be discriminatory and should be implemented in such a way as to enhance equality.⁵
3. The budget process and documentation should be transparent – allowing people to engage with, and understand, the budget.

Responding to UK financial and political challenges – The UK Government’s past commitment to austerity, welfare reform and tax cuts for higher income households have provided a difficult backdrop for a number of Scottish Budgets. Over a million people in Scotland currently live in relative poverty after housing costs, including one in four children. Rises in poverty⁶ have been firmly linked to these welfare changes⁷

1 <https://www.gov.scot/publications/deal-brexiteconomic-implications-scotland/>

2 <https://www.gov.scot/publications/scotlands-place-europe-assessment-revised-withdrawal-agreement-political-declaration/>

3 <https://www.gov.scot/publications/local-level-brexit-vulnerabilities-scotland-brexit-vulnerabilities-index-bvi/>

4 <https://www.gov.scot/publications/social-equality-impacts-brexit/>

5 Background briefing paper on human rights budgeting and budget analysis by Ann Blyberg for the Scottish Human Rights Commission.

6 <https://www.resolutionfoundation.org/press-releases/child-poverty-risks-hitting-record-levels/>

7 <https://www.equalityhumanrights.com/sites/default/files/cumulative-impact-assessment-report-executive-summary.pdf>

with rising in-work poverty linked to a UK political economy⁸ which accommodates precarious and low paid work. Income inequality in Scotland also rose in the period 2015-18, with the top 10% of the population now having 27% more income than the bottom 40% combined.⁹ Against this backdrop, the Scottish Government is committed to building a country which is both more prosperous and more equal. In 2018-19 we invested over £1.4 billion in support targeted at low-income families, which includes over £100 million to mitigate impacts of UK welfare cuts. In this budget we continue our progressive tax plans, prioritising spend to mitigate some of the worst impacts of welfare reform and continuing to promote fair work and fair pay.

Continued leadership in approach – At the beginning of this parliamentary session, the First Minister set out a commitment to equality of opportunity, fulfilling rights and tackling inequalities. This has been a strong theme throughout the parliamentary session. Establishing, encouraging and responding to the First Minister’s Advisory Council for Women and Girls and the First Minister’s Advisory Group on Human Rights Leadership has built on this commitment, with both groups offering consistent challenge to government.

This year there will be further work to embed equality and human rights across the public sector. This is set out in detail in the Social Security and Older People chapter but in summary this will include a review of the Public Sector Equality Duty to improve practice and understanding around equality impact assessments; continued work to use the Fairer Scotland Duty assessments to maximise the positive impact of all strategic decisions on people and places experiencing socio-economic disadvantage; further work to deliver against the ‘Race Equality Action Plan’, the ‘British Sign Language (BSL) Action Plan’ and the ‘Fairer Scotland for Disabled People Delivery Plan’ as well as participation in a gender equality beacon collaborative and continued work with the lesbian, gay, bisexual and transgender communities.

TACKLING CHILD POVERTY

Living in poverty, or in less favourable social and economic circumstances than others in the same society, is associated with a wide range of adverse outcomes. In 2017 the Scottish Parliament unanimously agreed to ambitious targets to tackle child poverty and in March 2018 ‘Every Child Every Chance’, the first Tackling Child Poverty Delivery Plan, set out the actions that the Scottish Government would take in 2018-22 to deliver progress on these ambitions.

The 2020-21 Budget continues to take forward an ambitious range of actions to tackle poverty and reduce inequality by impacting on the three drivers of child poverty. On the **income from employment** driver we commit funding to a continued focus on employability and fair work including specific schemes for parents. We also commit funding to improved skills for school leavers and work progression, and policies to enable parents to work if they choose to do so through provision of early learning and childcare places and developing appropriate transport strategies. On **costs of living**

⁸ <https://www.jrf.org.uk/report/poverty-scotland-2019>

⁹ <https://www.gov.scot/publications/poverty-income-inequality-scotland-2015-18/>

there is continued funding to increase provision of affordable housing, tackle fuel poverty, reduce childcare costs through funded early learning and childcare, tackle food insecurity, and reduce the cost of the school day. And in relation to **income from Social Security** there is the ‘game-changer’ Scottish Child Payment alongside a range of other payments which are likely to impact on low-income households with children.

In June 2019, the [annual report](#) on tackling child poverty showed that around £527 million was spent by Scottish Government in 2018-19 on children in poverty. This figure will be analysed and updated for the 2019-20 financial year in the next annual report on child poverty due by the end of June 2020. Providing figures in the child poverty, report in June allows the use of accurate, settled and transparent spend figures from the previous financial year alongside appropriate details of policies and programmes.

Tackling the Climate Emergency

Scotland’s world-leading climate change legislation sets a target date for net-zero emissions of all greenhouse gases by 2045. This year’s Programme for Government backed this with a range of actions that Scotland will take to transition to net-zero and end their contribution to global climate change. The recently established Climate Emergency Response Group (CERG) already shows the sort of collaboration across public, private, third sector and diverse communities that will be needed to be successful in this aim. The Scottish Government is resolute that the transition to net-zero needs to be just and that no one is left behind. A Just Transition Commission¹⁰ has been established to advise Scottish Ministers on how to apply Just Transition principles to Scotland. The impact of the 2020-21 Budget on tackling climate change has been set out in the accompanying Carbon Statement.

REPORT STRUCTURE

The EFSBS is a supporting document to the Scottish Budget 2020-21 and should be read alongside the rest of the budget reports and tables.

The first three chapters of this year’s statement provide a strategic overview. This includes an introduction to the EFSBS (Chapter 1); an overview of equality budgeting and Fairer Scotland assessments (Chapter 2); and an overview of Scottish Government as an employer (Chapter 3). The remainder of the statement provides a summary chapter for each of the 12 Ministerial portfolios. These outline how consideration under the PSED and FSD of evidence around inequality has informed the budget decisions reached in each portfolio.

The Scottish Government changed to a new model for administration costs last year. All budget lines for 2019-20 and for 2020-21 include the Total Operating Costs (including staff resource).

Alongside the Scottish Budget 2020-21 and the EFSBS, there will be a separately published distributional analysis of income tax changes across income groups and with respect to protected characteristics.

¹⁰ <https://www.gov.scot/groups/just-transition-commission/>

CHAPTER 2

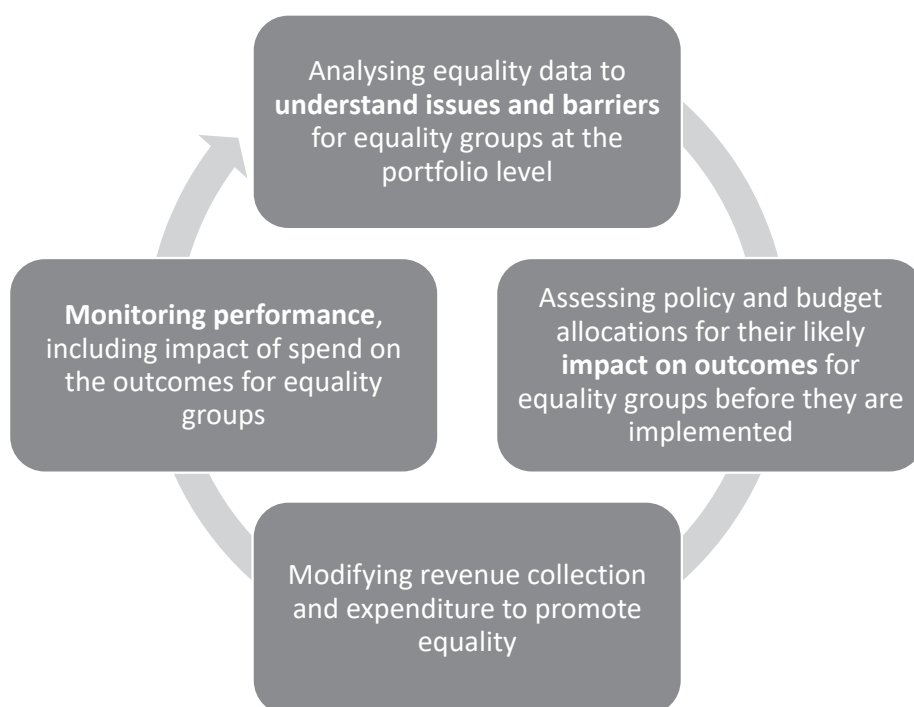
Evolving Equality and Fairer Scotland Budgeting

INTRODUCTION

The publication of the Equality and Fairer Scotland Budget Statement (EFSBS) alongside the Scottish Budget 2020-21 highlights the consistent commitment of the Scottish Government to examine the impact of the Scottish Budget on the diversity of Scotland's population. The designation of this document as the Equality and Fairer Scotland Budget Statement recognises the close connections between the protected characteristics and socio-economic disadvantage.

This chapter sets out the process taken in this year's EFSBS but also describes the broader context of equality assessment throughout the budget year. Work in this area is complex and challenging and there is an element of trial and error as we seek to identify and roll out tools and approaches within the limits of technical feasibility and our practical resource capacity.

Figure 2.1: Assessing the impact of budgets throughout the policy cycle



THE EQUALITY BUDGET ADVISORY GROUP

The Equality Budget Advisory Group (EBAG) has supported the Scottish Government's efforts to bring equality considerations into budget preparations since the early years of devolution. They are tasked with working with the Scottish Government to improve equality assessment and to help identify the range of products that could be utilised to improve articulation of the budget over time. The work of EBAG remains extremely helpful to the Scottish Government in developing its equality assessment, and we remain grateful to its members for their challenge, time and insight.

ASSESSING THE IMPACT OF THE BUDGET

The publication of the EFSBS is an important milestone in the budgeting year, but as Figure 2.1 shows, it is not the only time when analysis of public budgets and spend is relevant. We are continuing to improve our understanding of inequality in outcomes and its relationship to budgets and spend throughout the budget cycle.

In summer 2019 the Scottish Government published informal guidance¹ to help policymakers answer six key questions for their policy areas when thinking about policy development and their corresponding budgets:

1. What outcome is the policy and associated budget decision aiming to achieve?
2. What do you know about existing inequalities of outcome in relation to the budget area?
3. How will your budget decisions impact upon different people and places?
4. How will your budget decisions contribute to the realisation of human rights?
5. Could the budget be used differently to better address existing inequalities of outcome and advance human rights?
6. How will the impact of the budget decisions be evaluated?

This guidance was made available online to the public sector. It was highlighted to senior officials in the Scottish Government as well as to parliamentary committees to help to drive change.

Although the guidance sets out a relatively simple six-step process, it is important to acknowledge that, in practice, this is a highly complex task requiring commitment to consider inequality at all stages of policy development. This starts from horizon scanning to identify the challenges that require a policy response, and continues into the shaping and development of policy, to budget allocation, to implementation and spend and then to a policy evaluation to clarify 'what difference did the spend make?'

It is fully understood that the better the assessment processes and the better the evidence, the better chance there is of policies being well conceived and achieving their intended outcome. But, this has to be balanced against a reality where policy assessment

¹ <https://www.gov.scot/publications/improving-peoples-wellbeing-6-key-questions-ask-making-budget-decisions/pages/1/>

and impact on outcomes happens within complex societal structures with incomplete data at national, local and community level. This means that inferring any causality between policy, action and outcome is fraught with difficulties. At all stages there is a chance of unintended outcomes and for the most well-intentioned policy to misfire for certain segments of the population.

This chapter describes current practice and future developments to improve equality budgeting and is structured under these six key questions.

Identifying the outcomes that a policy aims to achieve

In 2018 the revised National Performance Framework (NPF) was published with the overarching purpose to: ‘focus on creating a more successful country with opportunities for all of Scotland to flourish through increased wellbeing, and sustainable and inclusive economic growth’. Tackling inequality in outcomes is central to the purpose, National Outcomes and values in the NPF and is a starting point for equality budget considerations. In June 2019 a National Wellbeing report² provided an overview of performance highlighting some key inequalities. This was supported by a further report considering the NPF outcomes for disabled people.³

In order to understand equality budgeting, individual policy teams need to be able to identify which National Outcomes they are contributing to. But, they also need to be much more detailed and specific in identifying what they are trying to achieve with their spend. Understanding inequality in these outcomes by protected characteristic, by socio-economic disadvantage and by place can then be used to help shape the policy and the spend.

The Scottish Budget 2020-21 identifies four key cross-cutting priorities to guide spending decisions: improving wellbeing, reducing child poverty, tackling climate change and building sustainable and inclusive growth. Within Scotland, we describe the NPF as our ‘wellbeing framework’, recognising that for Scotland to become ‘a more successful country with opportunities for all to flourish through increased wellbeing’ requires progress towards all of the National Outcomes, and application of the NPF values. Taking a wellbeing approach to the budget therefore means prioritising spend which delivers on multiple outcomes across the NPF, and focuses on improving opportunities for all. It also means attending to the conditions that are required to ensure wellbeing into the future, and for future generations, not only for the present.

This year’s process asked portfolios to set out more detail on the National Outcomes they contribute to, and how their priorities progress these National Outcomes, with evidence where available. This is an initial step to help make the links between National Outcomes and individual budget lines. A template structure and central guidance was used to encourage consistency in approach.

² https://nationalperformance.gov.scot/sites/default/files/documents/NPF_Scotland%27s_Wellbeing_May2019.pdf

³ <https://www.gov.scot/publications/scotlands-wellbeing-measuring-national-outcomes-disabled-people/>

Describing existing inequalities of outcome in relation to the budget area

The portfolio chapters set out the key inequalities in outcomes they are seeking to address through budgets. But, knowledge of inequality by outcomes can be patchy. Some areas have very good understanding of all aspects, others may have good understanding of some aspects but less developed evidence of others e.g. understanding socio-economic disadvantage but having poor data on race, or having a good knowledge of outcomes for disabled people but not for sex/gender.

Data on the full range of protected characteristics in Scotland is made available through the newly launched and user-friendly [Equality Evidence Finder](#) website.⁴ Policy development during the year and this year's EFSBS have made the most of advances in data to articulate more clearly the inequality of outcomes that need to be addressed by different portfolios. For example, during 2019 a number of reports have helped drive understanding around inequality, such as:

- [Gender Pay Gap Action Plan analytical annex](#) – This report examines the range of structural issues behind gender inequality in the workforce (published to accompany the Action Plan in March 2019).⁵
- [Tackling Child Poverty Delivery Plan – first year progress report](#) – This report sets out progress on the first Tackling Child Poverty Delivery Plan, 'Every Child Every Chance'. It includes a child poverty measurement framework (Annex B) and a separate report on child poverty within minority ethnic households (Annex C).⁶
- [Welfare reform report](#) – This report examines the effects of UK Government social security reforms introduced since the Welfare Reform Act of 2012.⁷
- [Brexit vulnerabilities](#) – This project identifies areas of Scotland that are expected to be most vulnerable to the consequences of Brexit, and what drives those risks.⁸

Gaps in evidence remain, including data for small groups and data that looks at people who are socio-economically disadvantaged as distinct from living in a deprived area. For example we know that about two in every three income-deprived people do not live in a deprived area.⁹

4 <http://www.equalityevidence.scot/>

5 <https://www.gov.scot/binaries/content/documents/govscot/publications/strategy-plan/2019/03/fairer-scotland-women-gender-pay-gap-action-plan/documents/analytical-annex/analytical-annex/govscot%3Adocument/analytical-annex.pdf>

6 <https://www.gov.scot/publications/tackling-child-poverty-delivery-plan-first-year-progress-report-2018-19/pages/10/>

7 <https://www.gov.scot/publications/2019-annual-report-welfare-reform/>

8 <https://www.gov.scot/publications/2019-annual-report-welfare-reform/>

9 <https://www.gov.scot/publications/scottish-index-multiple-deprivation-2020/>

There are ongoing efforts to make the most of the population surveys implemented by the Scottish and UK Governments. For example, the findings of the Scottish Household Survey,¹⁰ Scottish Crime and Justice Survey,¹¹ and Scottish Health Survey¹² as well as data from the UK surveys like the Labour Force Survey,¹³ Family Resources Survey¹⁴ and Understanding Society.¹⁵ However, we know that understanding of small populations as well as intersectionalities tends to be more difficult in sample surveys.¹⁶ The Scottish Government is working with partners to develop a safe and secure platform to link and explore administrative data sources for research purposes.¹⁷ Administrative data is not sampled so should be able to improve evidence for small population groups for some policy areas.

But there is also a lot that can, and is, being done by building qualitative data and consulting with people with lived experience. Good examples include the ongoing peer research work with Gypsy/Traveller communities,¹⁸ the development of Social Security Scotland's experience panels,¹⁹ and the work that early learning and childcare (ELC) officials did to understand the barriers to take-up of funded ELC.

Understanding how budget decisions will impact upon different people and places

Understanding of budget decisions primarily builds on the legally required equality impact assessments (EQIAs) for new or revised policies and, for strategic decisions, Fairer Scotland Duty assessments.

However, at a strategic level there are some other approaches that can also be considered as described below.

Equality Impact Assessment

Equality impact assessment (EQIA) documents should show the impact of applying a proposed new or revised policy or practice, against the needs of people who share one or more of the protected characteristics set out in the Equality Act 2010. EQIAs help to demonstrate that due regard has been given to the needs of the Public Sector Equality Duty (PSED) and requires that proposals have been adjusted to avoid or prevent negative impact(s).

Some of them do this well. However, we know that there is substantial variation in the quality of EQIAs and therefore the Scottish Government has recently refreshed and published its internal guidance for all staff on the completion of equality impact assessments. That guidance underlines the need for all staff to ensure that new and

10 <https://www2.gov.scot/Topics/Statistics/16002>

11 <https://www2.gov.scot/Topics/Statistics/Browse/Crime-Justice/crime-and-justice-survey>

12 <https://www2.gov.scot/Topics/Statistics/Browse/Health/scottish-health-survey>

13 <https://www.ons.gov.uk/surveys/informationforhouseholdsandindividuals/householdandindividualsurveys/labourforcesurvey>

14 <https://www.gov.uk/government/collections/family-resources-survey--2>

15 <https://www.understandingsociety.ac.uk/>

16 A sample survey asks questions from a random number of households. When a population sub-group is small, they are less likely to appear in the sample and unless a minimum are interviewed the findings cannot be reported.

17 <https://esrc.ukri.org/research/our-research/administrative-data-research-scotland-adr-scotland/>

18 <https://www.gov.scot/policies/gypsy-travellers/>

19 <https://www.gov.scot/policies/social-security/engagement-on-social-security/>

existing policies are impact assessed as required by law – the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012 (regulation 5) – and provides resources such as good practice examples and where to find advice on the process. The Scottish Government has also developed, and is actively promoting, an animated resource (Mountains for All) for all staff which sets out good practice in the EQIA process.

We know that some longstanding policy and spend areas may not have been assessed for impact on either equality or socio-economic disadvantage for many years. It should, however, be noted that Regulation 5 requires that a listed authority must make such arrangements as it considers appropriate to review and, where necessary, revise any policy or practice that it applies in the exercise of its functions. Therefore the expectation is that sooner or later all policies will either be revised or replaced (and thus be caught by the EQIA process).

A programme of work has recently been initiated to review the PSED and this work is due to have advanced significantly by Summer 2020. This may therefore provide a good opportunity to take stock more broadly of the effectiveness of our existing impact assessments and consider where there might be scope to improve our approach.

In 2019 a pilot project looking to increase the understanding of gender issues in policy development was undertaken. This training programme was primarily based in the Economy portfolio with materials made available more widely. The project was evaluated and the training programme was found to be successful although it was felt that it could have benefited from more input from senior leaders. This issue was further identified by the First Minister’s National Advisory Council for Women and Girls in their 2018 report, identifying the need for a gender beacon collaborative to progress and share good practice.²⁰ The Scottish Government has accepted this recommendation.

EBAG held deep dives in 2019 with a range of policy areas to help them think about the data and processes that they use to understand impact. Policy areas considered were early learning and childcare, the National Performance Framework, tax and revenue, local government, and social care. The new work plan for 2020 will focus deep dives on housing, transport, planning and economic development as well as follow-up discussions with social care.

As noted above, the best source of data for understanding costs, benefits and barriers to policy implementation is speaking with people with lived experience. Consultation and engagement is a key part of the Scottish approach and, as the portfolio chapters discuss, one that is being increasingly adopted as a core part of policy development.

Fairer Scotland Assessment

Over the last year the Scottish Government has published a range of Fairer Scotland Duty Assessments (FSDAs). Assessments for two major areas of new government spend exemplify how the Scottish Government has actively considered approaches to reducing inequalities of outcome when making budgetary decisions.

²⁰ <https://onescotland.org/wp-content/uploads/2019/01/2018-Report.pdf>

The implementation of a **Scottish National Investment Bank** by 2020 is aligned with the Scottish Government's commitment to inclusive and sustainable economic growth, with investment of £2 billion over 10 years. Missions are prescribed to guide the purpose of the bank towards a more ethical, socially-just and environmentally-aware investment strategy.²¹

- The FSDA drew on focused advice from a panel of experts in tackling poverty and social lending and investment, on how the Bank's lending can reduce the inequality associated with socio-economic disadvantage. Measures they recommended included: working to proliferate financial products and instruments to address barriers to finance among disadvantaged entrepreneurs in Scotland; introducing loan covenants to support small businesses to embed Fair Work conditions, community benefit clauses to high-value investments or requiring borrowing firms to join a business network; developing metrics to assess the Bank's contribution to reducing socio-economic disadvantage and including representation of the voice of those with lived experience of poverty on the Bank's Advisory Group.

From August 2020, entitlement to funded **early learning and childcare** will almost double to 1140 hours for all three and four year olds and eligible two year olds. This represents a means to reduce the poverty-related attainment gap, enable more parents to be in work, training or study, and increase family resilience.

- The accompanying FSDA focused on how the delivery and implementation of this expansion could maximise the anticipated reductions in inequality. Evidence from stakeholders at framing workshops identified an expanded communications strategy, development of a toolkit for providers, exploring roles for trusted professionals and employers, and sharing best practice in workshops for local authorities as measures that could enhance uptake of the expanded offer among disadvantaged families.

Further examples of assessments, all of which will have implications for the 2020-21 Budget and subsequent budgets, are outlined in Annex A.

The Fairer Scotland Duty is subject to a three-year implementation period which will conclude in April 2021. It is now just over a year and a half since the Fairer Scotland Duty was introduced. As the implementation period progresses, the Duty is increasingly being linked into core parts of Scottish Government business such as the Programme for Government and legislation. It is also encouraging to see the wider level of interest in the duty, most notably in relation to the Welsh Government's decision to introduce a socio-economic duty.

Over the remainder of the implementation period we will continue to work to maximise the strong potential of the Duty to build a significantly enhanced approach and evidence base for tackling inequality in Scotland.

²¹ Mazzucato, M. & Macfarlane, L. (2019). A mission-oriented framework for the Scottish National Investment Bank. UCL Institute for Innovation and Public Purpose, Policy Paper (IIPP WP 2019-02). https://www.ucl.ac.uk/bartlett/public-purpose/sites/public-purpose/files/mission-oriented-framework-for-snib_final.pdf

New EFSBS Tools

Two new tools have been utilised for the budget process this year. They were offered to help portfolio equality leads to develop their analysis if they wished to use them.

The first was an Excel spreadsheet helping budget leads to look at the impact of a spend line across a range of key inequalities by sex, race, disability and socio-economic disadvantage. Andalucía in Spain is seen as one of the international leaders in gender budgeting. They developed a tool called G+ ('gender plus') which tries to identify for each spend line whether it will have a positive, negative or neutral impact on gender inequality. Given that the Scottish Government takes a mainstreamed approach across protected characteristics, the idea of 'gender plus' was developed in this Excel tool to include disability, race and socio-economic disadvantage as well as sex/gender. For each characteristic, five to seven key inequalities were identified with the suggestion that portfolios use the tool to quantify the impact of spend.

The second tool was a template which it was suggested could be completed for spend lines over £100 million to help portfolios think through the objectives of a specific large spend line, the inequalities they needed to address, and how they were tailoring policy and budgets.

In practice, the tools and underlying process had varying success. Some portfolios found that adopting new processes at a time when there was so much political uncertainty and when analysts were already undertaking additional work concerned with the withdrawal from the EU, was too problematic this year. But they were keen to learn from the experiences of other portfolios and consider adopting different processes next year.

Other portfolios did explore the new processes with varying success. The Excel tool in particular was often found to be too simplistic to cope with strategic spend lines and, as a result, some portfolios either did not use them or tried to use them and found that results were just wrong or misleading. One particular issue was that the pre-filled key inequalities in the tool were not always relevant to the portfolio and it may be better in future years for each portfolio to identify their own key inequalities.

The templates' less rigid structure allowed for more explanation and some portfolios found them very useful as a building block for understanding the impact of spend. Two examples are provided in Annex B.

As a result the output from these tools has been utilised to a varying extent in the portfolio chapters. After the budget the tools and processes will be reviewed with portfolio budget leads and EBAG to identify strengths and weaknesses and build on the processes for future years. We welcome feedback on the new approaches trialled this year. You can contact Liz Hawkins (liz.hawkins@gov.scot) or the Chair of EBAG (Dr Angela O'Hagan) via EBAG's secretariat Gillian Achurch (gillian.achurch@gov.scot).

Distributional analysis

For some tax and benefit policies, distributional analysis is a helpful tool to examine the impact of various options. For the last few years a distributional analysis of income tax changes across income groups and with respect to age and disability has been published. There is a clear understanding that revenue should be raised in a way that does not discriminate against any specific group and this type of analysis helps to look at potential impacts.

This capability also exists in other areas. The Commission on Local Tax Reform undertook modelling of various council tax options including distributional analysis by council tax band, income decile and household type.²² New modelling was utilised in Social Security in 2019 to produce an Income Supplement Options report which identified the different options and impacts that were considered as part of the development of the Scottish Child Payment.²³ This modelling is being further extended through the University of Essex's EUROMOD to examine the individual and cumulative impact of some of the policies identified in the Tackling Child Poverty Delivery Plan.

One additional area that we have committed to explore further is cumulative distributional analysis of the budget: adding up direct and indirect taxes, social security and spending on public services. An expert seminar held in October 2018 and hosted by the Chair of EBAG concluded that despite technical challenges in capturing the entire social contract, there are steps that could be taken to extend and improve the analysis currently performed by the Scottish Government. This work is underway and results should be available later in 2020.

Understanding how budget decisions will contribute to the realisation of human rights

There are a number of different aspects to the realisation of human rights through budgets.

According to Ann Blyberg for the Scottish Human Rights Commission, 'Human rights budgeting is a process of developing and executing a public budget in a way that is sensitive to human rights standards and the government's human rights obligations'.²⁴ She further noted that it has to be part of a larger process following the development of policies, plans, laws and regulations that are sensitive to human rights norms and standards. Equality budgeting follows a similar process, aiming to ensure that policies and budgets are sensitive to protected characteristics. In this way our aim to improve equality budgeting can also contribute to the realisation of human rights. Human rights budgeting is a new and emerging area which we will watch with interest to incorporate any new thinking.

²² <http://localtaxcommission.scot/download-our-final-report/>

²³ <https://www.gov.scot/publications/analysis-options-income-supplement/>

²⁴ <http://www.scottishhumanrights.com/news/human-rights-budgeting-and-budget-analysis/>

A further aspect of human rights budgeting relates to the transparency of the budget process and documentation and the ability for people to engage with and understand the budget. Scottish Human Rights Commission undertook research in 2019 analysing The Scottish Government and local government's budget documents and processes to identify areas for improvement. Scottish Government welcomed this analysis and will use the findings to seek to improve aspects of budget documentation that were not in line with good practice.

Whether the budget could be used differently to better address existing inequalities of outcome and advance human rights

The published budget is the result of considerations within the Scottish Cabinet to produce a balanced budget which meets its key priorities. Drafts of the EFSBS have been used alongside drafts of the budget chapters for Ministers to compile their portfolio budgets and understand the impact of changes in their spend lines.

The budget will now be subject to Parliamentary scrutiny. The EFSBS, along with a range of other reports and data sources (including individual policy impact assessments), can be used to help parliamentary committees consider whether the budget could be used differently to better address inequalities of outcome in Scotland whilst allowing for a balanced budget.

How the impact of budget decisions will be evaluated

A key element of budget analysis is understanding 'what difference spend made'. Seeking causation between policies and outcomes in a complex society is immensely challenging but understanding what works is key to knowing how best to get value from public money. This is an area that in many ways is in its infancy. Evaluation of small policies has been a key part of analysis for many years but incorporation of budgeting into the evaluation and undertaking it at a strategic or programme level is more challenging.

A number of large policy areas have evaluation programmes in place to help evaluate the outcome of spend programmes. Findings will, in turn, improve predictions of what can be expected from new and revised policies in these portfolio areas and lead to tailored responses. Examples include social security;²⁵ The National Monitoring & Evaluation Strategy for Primary Care;²⁶ Fair Start Scotland;²⁷ expansion of early learning and childcare;²⁸ and the attainment challenge.²⁹ It is important that these evaluations consider impacts not only on average but across protected characteristics and socio-economic disadvantage and this is increasingly the case as evaluation practice progresses.

25 <https://www.gov.scot/publications/evaluating-policy-impact-devolved-benefits/>

26 <https://www.gov.scot/publications/national-monitoring-evaluation-strategy-primary-care-scotland/>

27 <https://www.gov.scot/publications/fair-start-scotland-evaluation-report-2-overview-year-1-november-2019/>

28 <https://www.gov.scot/publications/scottish-study-early-learning-childcare-phase-1-report/pages/3/>

29 <https://www.gov.scot/publications/evaluation-attainment-scotland-fund-headteacher-survey-2018/>

The Poverty and Inequality Commission concluded in response to the 2019-20 Budget that 'there needs to be more done to measure the impact of spending. In particular, there is a need to assess the anticipated impact of the budget on the child poverty targets'. As noted in the Strategic Introduction there is ongoing work by the Scottish Government to set out the impact of budgets on child poverty. This work was published in the annual progress report on Tackling Child Poverty and will be updated in June 2020.³⁰ Additional experimental work is underway to explore the cumulative impact of child poverty policies and corresponding budgets as well as to understand how systems of policies interact and impact from the perspective of people with lived experience of poverty.

Evaluation of major capital infrastructure projects is also an important part of the Scottish Government analysts' work, and provides an essential overview of whether projects meet their objectives particularly around social inclusion. To assist such evaluations, guidance has been developed for evaluations of major rail³¹ and trunk road projects.³² Using this guidance an in-depth evaluation of the Airdrie to Bathgate Railway Improvement project has recently been completed and will shortly be published.

Within the Scottish Government there is an expanding network of expertise around evaluation. We have published user-friendly guidance³³ for policymakers on conducting evaluations. Scottish Government analysts have been involved in the refreshing of HM Treasury guidance on policy evaluation known as 'The Magenta Book'. The refreshed guidance is due to be launched at the end of March 2020 and emphasises the important role of evaluation in government for learning and accountability.

CONCLUSION

This section has illustrated some of the ways in which the Scottish Government is using evidence to inform strategic decisions which impact upon budgets, in terms of overall spend and the ways in which spend is targeted at more disadvantaged groups within society.

During this year new tools have been tested to try to build better equality budgeting in the Scottish Government. The tools have met with varying success as they are applied to differing portfolios. As a result the portfolio chapters this year are less uniform than in previous years. This flexibility was agreed with EBAG and is seen as a critical step to allow individual portfolios to develop and tailor their assessment to provide the most helpful assessment of their portfolio spend. A full review will take place so that key lessons can be rolled forward to next year's process.

30 <https://www.gov.scot/publications/tackling-child-poverty-delivery-plan-first-year-progress-report-2018-19/>

31 <https://www.transport.gov.scot/public-transport/rail/evaluation-of-rail-projects/>

32 <https://www.transport.gov.scot/media/5613/stripe-guidance-august-2016.pdf>

33 <https://www.gov.scot/publications/evaluation-policy-makers-straightforward-guide/>

CHAPTER 3

The Scottish Government as an Employer

INTRODUCTION

The Scottish Government is subject to the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012 which require public authorities to mainstream equality across all of our functions and to set equality outcomes which aim to bring practical improvements in the life chances of those who experience discrimination and disadvantage. In April 2019 we reported on our progress on mainstreaming equality and towards achieving our 2017 equality outcomes in our [Equality Outcomes and Mainstreaming Report 2019](#).

This chapter provides a snapshot of the progress we continue to make, and our main priorities for spending over the next year to fulfil our vision for diversity and inclusion and to deliver on the Public Sector Equality Duty and the Fairer Scotland Duty as an employer. For detail on the action we have taken and the impact it is having, please refer to the 'Equality Outcomes and Mainstreaming Report 2019'.

OUR VISION AS AN EMPLOYER

Our vision is to be a world-leading, diverse employer where people can be themselves at work. Diversity and inclusion underpin key organisational strategies, such as our corporate change programme – SG2020 – and our 'People Strategy'. Failure to embed diversity and inclusion has been identified as a corporate risk since 2015. Risks are assessed quarterly and progress is connected, through corporate governance mechanisms, to our performance as a government.

Building on the strategic work in 2017-18 to develop the corporate approach to diversity and inclusion, we developed an evidence-based theory of change, which underscores the importance of a whole-systems approach which operates at individual, team, organisational and national levels. We are focused on culture change, building effective teams and collective leadership, underpinned by robust 'mechanical levers' of diversity-related organisational strategy, policy, infrastructure, and management.

We have focused on further defining the role of the corporate Diversity and Inclusion Team: to support the Scottish Government to meet, and go beyond, its statutory obligations, embedding sustainable diversity and inclusion in all its work by providing thought leadership and subject matter expertise on equalities and human rights.

In these stages of implementation, we are focusing on up-skilling, empowering and working through internal key delivery partners, especially in our People Directorate, to effect organisation-wide change that staff will see, hear, and experience.

We have focused effort on defining what we mean by ‘diversity’ and ‘inclusion’ to ensure a consistent approach, drawing on international and public sector research, with equality and human rights at the core.

Diversity is anything that evokes a perception of difference. It starts with race, marriage and civil partnership, disability, gender identity, sexual orientation, religion or belief (or none), pregnancy and maternity, age and sex. But it also includes social and educational background, organisational tenure, thinking styles, talent and identities.

Inclusion is about integrating diversity in what we do. It means being treated fairly and with respect, feeling both valued for your uniqueness and also a sense of belonging; and having a voice in decision-making. Inclusion is mostly experienced at team level.

Corporate teams have a clear focus on shaping and delivering our ministerial commitments as an employer. These include: the Race Equality Framework and Action Plan; Fairer Scotland for Disabled People Employment Action Plan; Gender Pay Gap Action Plan; and the First Minister’s National Advisory Council on Women and Girls. The Fair Work agreement we signed with our recognised Trade Unions sets out our commitment to being a Fair Work employer and makes explicit commitments to embedding equality, wellbeing, diversity and inclusion. We have worked in partnership with policy teams to inform and shape policies that affect employers and to lead implementation of these within our own workforce as a major employer in Scotland.

WORKFORCE DATA

Our Corporate Analytical Services Team produces quarterly reports on equality data which enable an understanding of the diversity of our workforce. As of September 2019:

- With respect to **sex** – our gender balance was 54% women and 46% men, with women comprising 43% of the Senior Civil Service.
- With respect to **race** – of those reporting, 3% identified as minority ethnic versus 5% of the working-age population.
- With respect to **disability** – of those reporting, 13% self-declared as disabled versus 19% of the working-age population.
- With respect to **sexual orientation** – of those reporting, 6% identified as lesbian, gay, bisexual or other versus 3% of the working-age population.
- With respect to **age** – people aged 16-29 years represent 17% of our workforce versus 28% of the working-age population.
- With respect to **religion and belief** – of those reporting, 36% identified as Christian, 2% as other and 55% as none versus 40%, 4% and 56% of the working-age population, respectively.

Declaration rates	September 2019
Ethnicity	87%
Sexual orientation	76%
Disability	65%
Marital status	63%
Religion/belief	75%
<i>Data for age and sex/gender is complete</i>	

In 2019, the People Survey asked several questions about the socio-economic background of all UK civil servants, including Scottish Government employees, and the results will be available in early 2020. This will provide a comprehensive baseline and the results from these questions will be reported as part of the Scottish Government's diversity analysis of the People Survey and made available internally to all staff and considered in partnership with the Council of Scottish Government Unions and our staff diversity networks. The Scottish Government will continue to use this data to help understand whether employees report different experiences about working in the Scottish Government depending on their socio-economic background and to fulfil our obligations under the Fairer Scotland Duty.

Our approach to workforce data

Equality data management, analysis, and reporting on the Scottish Government as an employer is an important part of our work. We are committed to taking an evidence-based approach to shaping and understanding the impact of our work and have been changing and improving the way we analyse and report on diversity and inclusion so that it shapes regular discussions about our workforce planning and strategy. For example, we made extensive use of quantitative and qualitative data showing persistent gaps in relation to outcomes and experiences of disabled people in the Scottish Government to inform the 'Recruitment and Retention Plan for Disabled People' published in 2019. Evidence relating to the recruitment and retention of minority ethnic people will shape a similar plan which will be developed in 2020.

We are also developing and strengthening diversity and inclusion data management, analysis and reporting on our role as an employer. This work includes developing an outcomes measurement framework, and increasing the breadth of equality data and analysis we provide to senior managers to inform decision making.

RECRUITMENT

Ensuring equality of opportunity is a core aim of the Scottish Government's Resourcing Policy and our supporting procedures.

The 2018 large-scale external campaign to recruit around 150 staff and the 2019 Graduate Development Programme, resulted in cohorts of new employees which reflected the diversity of the wider Scottish population. This was due to: considerable efforts to expand outreach, working closely with our staff networks; new selection-testing approaches;

diverse panel members trained in unconscious bias; and using data at each stage of the process to understand the diversity impact and to change course where necessary. These exercises demonstrated that significant success can be achieved through centrally-run recruitment campaigns; as a result, we are developing our centralised recruitment and attraction strategy.

The requirement for academic qualifications has previously been cited as a potential barrier to employment for individuals who have relevant experience but limited academic achievement. We have therefore been working to encourage recruiting managers to consider seeking alternatives to qualifications where appropriate to do so. Evidence of this can already be seen in our Modern Apprenticeship programme and in the recruitment for our Social Security Agency. For centralised recruitment campaigns in 2020 we will trial removing qualifications for suitable non-specialist posts.

Our resourcing approach continues to prioritise providing opportunities for disabled people through our partnership with *Inclusion Scotland* to operate a disabled internships scheme. *Inclusion Scotland* support the recruitment of interns with Scottish Government managers. These successful internships are paid work experience opportunities where both the intern and the Scottish Government gain from the experience. Our interns can bring a valuable lived experience perspective to our work and help raise awareness of inclusive practice.

In 2020 we will be considering a Care Leader Internship Scheme in line with our Corporate Parenting Plan. It is our intention to develop a bespoke Scottish Government Care Experience Programme.

TALENT DEVELOPMENT

The purpose of the Scottish Government's Talent and SCS Development team is to grow a strong and diverse talent pipeline. All Scottish Government talent processes are open and transparent and we work with our diversity networks and representative organisations to ensure that we attract a diverse pool of applicants and maintain diversity throughout our selection processes.

We have recently completed an in-depth analysis into improving diversity in our talent pipeline, using workforce data to identify particular areas for focus. We have begun to work with our Race Equality and Disability networks to test the strength of our talent pipeline at the mid-career stage through offering career workshops, career conversations and individual coaching to these groups of staff. Following a successful round of mutual mentoring for minority ethnic colleagues with senior leaders, in 2020 we are extending this offer to disabled employees. We are currently scoping specific positive action development programmes to help increase representation in our more senior posts. We are also considering the need to strengthen our talent pipeline through more targeted external recruitment at senior levels and feeder grades.

Apprenticeships

The Scottish Government recruits a high number of modern apprentices (approximately 800 since our programme started in 2011) and we engage in a range of outreach activities to promote these opportunities to a diverse field. For example, in the last

year we have attended the UK Careers Fair which has a focus on engaging with ethnic minorities who primarily needed advice on eligibility to work. We also attended the Future Asset Conference Careers Fair which focused on employability opportunities for women. We are currently in communication with 'Developing the Young Workforce' Glasgow to improve our engagement with High Schools who have a high percentage of pupils from ethnic minorities and lower socio-economic backgrounds.

Our focus is to put in place mechanisms to track the success of our outreach activities, extend our web presence and target under-represented groups through social media. We will work across the Scottish Government with all employers of Modern Apprentices to agree a common approach to marketing with diversity at its heart.

The Scottish Government was an early adopter of the Investors in Young People (IiYP) framework and was reaccredited in April 2018. In September 2019, *Remarkable* (the organisation which carries out the IiYP assessment in Scotland) undertook an interim assessment of the Scottish Government against the IiYP standards. It was concluded that the Scottish Government is on track to progress to Gold status by the next assessment date, September 2020.

Graduate Development Programme

Action to increase the diversity of the applicant pool for the Scottish Government Graduate Development Programme (GDP) 2019 included our first ever three-day conference in summer 2018. This was aimed at graduates from minority ethnic, disabled and socially or economically disadvantaged backgrounds. The purpose of the event was to provide 'open door' access to the Scottish Government, to provide support with the application process and to develop ongoing mentoring relationships with existing Scottish Government staff. Of the 35 individuals that were invited to attend the conference two were accepted on to the programme with a further two attendees being offered alternative substantive posts.

The GDP programme is highly competitive (2,860 applicants for 21 places in 2019). In 2019 we recruited our most diverse cohort ever - 62% disabled, 33% LGBO and minority ethnic representation greater than the Scottish population average with 10% of those invited to assessment centre identifying as minority ethnic. This was the result of a multi-channel communications and engagement campaign and selection process designed to reach groups under-represented in our workforce and increase the diversity in our talent pipeline.

For the GDP 2019 campaign we drew on insights from our internal diversity networks through the creation of a 'reference group' consisting of current GDP members and staff diversity network representatives. This group was involved in every stage of the design and delivery of the campaign.

We worked with over 100 organisations (university career services, widening participation teams and diversity-focused organisations including: *Inclusion Scotland*, *Council of Ethnic Minority Voluntary Organisations* and *Stonewall*) providing a toolkit of key messages, example Tweets, etc., to enable partners to promote the campaign on our behalf. Our team also made presentations to key representative organisations.

Throughout the selection process for the campaign we provided a single point of contact for workplace adjustments. Of the applications received, 8.7% of the applicants identified as having a disability (increased from 6.66% in 2017).

Work is underway to create a unified approach to graduate recruitment across the Scottish Government. This will help to ensure that for all graduate recruitment, including into specialist and professional functions, we are targeting a diverse pool of candidates more efficiently and effectively.

Following on from the success of the Future Leaders Diversity Conference in 2018 planning has begun for the 2020 conference. We will take lessons learned from the previous conference and GDP 2019 campaign to ensure we continue to provide as positive and beneficial an experience as possible for potential graduate applicants.

Senior Civil Service recruitment and development

At September 2019, women comprised 43% of the Senior Civil Service (SCS) in the Scottish Government. Recent senior female appointments include Director for Taxation; Deputy Director for European Structural Funds and State Aid; Head of Compliance, Marine Scotland; Deputy Solicitor to the Advocate General; and Chief Executive, OSCR.

Other key areas where we wish to accelerate diversity improvement relate to disability and ethnicity. Due to low numbers, it is currently not possible to report the proportion of the SCS who have self-declared as disabled. With respect to ethnicity, 4% of the SCS are minority ethnic, an increase on the 2018 position, and ahead of the overall Scottish Government proportion (2%) and closer to the wider working-age population (5%). The Scottish Government has set targets on the flow of minority ethnic and disabled people into the SCS – to have 13 disabled new entrants and 6 minority ethnic new entrants to the SCS by 2025.

Following the success of targeted campaigns, such as the GDP, the same best practice, outcomes-focused approach is being brought to SCS recruitment. Early changes are being implemented to reduce barriers for candidates with least exposure to senior roles in the civil service, e.g. conducting user research to improve candidate guidance materials and piloting diverse panels for Director-level appointments (i.e. at least one panel member is minority ethnic or disabled). We are currently working to establish a baseline dataset against which to evaluate future improvements.

A programme of work is being scoped to review the diversity impact of each stage of the recruitment process from marketing and attraction through to assessment and on-boarding. As with the successes seen with the GDP, the involvement of people with lived experience will be crucial. We will seek staff networks' and external stakeholder organisations' participation in this work.

We actively promote diversity and inclusion related development to our SCS cohort, e.g. Stonewall Leadership Programme, and include role models from under-represented groups as part of our 'leaders teaching leaders' seminar series.

PAY

The Scottish Government is subject to Scottish Public Sector Pay Policy. Key features of the 2019-20 Policy include a guaranteed minimum increase for public sector workers earning £36,500 or less; requirement for employers to pay the real Living Wage of £9.00 per hour; and the Policy commitment to no compulsory redundancies. The Scottish Government is also an accredited Living Wage employer and with effect from 1 April 2019, all staff within the Scottish Government Main bargaining unit are paid a minimum of £10 per hour.

The Scottish Government 'Equality Outcomes and Mainstreaming Report 2019' details that the mean and median gender pay gap within the Scottish Government is 3.39% and 3.49% respectively. The mean figure (the Scottish Government preferred reporting method) is down from 4.14% since publication of the previous report in 2017. This continues an improving trend from 2015 where the gap was 6.3%. Analysis demonstrates that average salaries of female and male staff within each grade of the Scottish Government have no gap or minimal gap. This demonstrates that Scottish Government pay arrangements are delivering equal pay for equal work or work of equal value. We committed in the Gender Pay Action Plan to conducting a Gender Pay Audit, in which we will investigate the current state – and key drivers – of pay and occupational segregation at the Scottish Government across protected characteristics.

INCLUSIVE CULTURE

Early contact team

We are piloting the concept of an 'early contact team' to act as a listening ear and signposting service for staff concerns (e.g. bullying and harassment) in three business areas. The pilot will be evaluated over a 12-month period.

This concept was borne out of a desire to create an alternative intervention to address some concerns in the annual People Survey results. Research shows that tackling incivilities early on, and applying early interventions, prevents relationships breaking down, decreasing the need for intervention via formal processes. Our People Survey results analysis (by protected characteristics) show that bullying and harassment are more likely to be experienced by some groups than others. This response will give an alternative and confidential route to raising concerns.

To support the implementation we have undertaken research to investigate barriers to reporting bullying within the Scottish Government. Key to this work was the inclusion of Scottish Government staff networks which helped to shape and inform the research. This work has informed the processes and approach taken by our People Advice and Wellbeing team.

We will continue to engage with Scottish Government staff networks to better understand and improve the experiences of staff.

Wellbeing strategy

Our staff wellbeing strategy sets out the Scottish Government's position as an employer on wellbeing and mental health, making it clear to staff what they can expect in terms of support in the workplace. The wellbeing strategy is part of the overall strategic direction for Scottish Government staff to foster a diverse and inclusive workplace. It sits alongside other key strategies such as the 'People Strategy' and the 'Recruitment and Retention Plan for Disabled People 2019' and is an opportunity to raise the profile and value we place on employee wellbeing. Wellbeing is a key element of our Fair Work agreement with the Council of Scottish Government Unions.

Parts of the underpinning action plan have already been rolled out, including a programme of mental health first aid support and training in October 2019. Others are in development, including new and refreshed guidance and learning on topics such as: mental health, menopause and a review of the special leave policy.

HR Policy development

We are currently refining a new HR policy 'development and review' process focused on defining how we make people-centric policy that meets the user need, is supportive and focuses on early resolution of issues.

We have redeveloped our approach to Equality Impact assessing HR policies to ensure we take a comprehensive look at the overall impact the policy has on wellbeing, intersectionality, protected characteristics and characteristics which are relevant but not necessarily protected (such as rurality). Building in diversity and inclusion from the beginning is key to making HR policy that supports a diverse and inclusive working environment.

There is an emphasis on drawing in evidence from a wide a range of sources to understand the impact on equality and to ensure that Scottish Government employees have an effective voice (a principle of Fair Work). The process has been developed to understand how we most effectively hear a wide range of staff views via staff engagement channels and through partnership working with the Council of Scottish Government Unions.

We will continue to bring this refreshed focus in policy development to life. For example, we are currently working on new guidance for 'Monthly Conversations' (part of the performance and development cycle) to bring wellbeing and support to the fore.

DIVERSITY AND INCLUSION NETWORKS

Staff networks at the Scottish Government form a critical part of building an inclusive workforce. There are a number of diversity networks including: Age Network, Carers Network, Disability Network, LGBTI Network and LGBTI Allies Network, ME - Chronic Fatigue Syndrome Network, Mental Health and Wellbeing Network, Race Equality Network, European Union Nationals Network, Gender Equality Network, Women's Development Network and Socio Economic Diversity Network.

We support networks financially to hold events such as conferences which are an important part of raising the profile of diversity and inclusion issues, shifting perceptions and connecting to lived experience. In 2020 we will maximise the impact of our work together across the networks, Human Resources, Champions, senior leaders and our Executive Team through some investment in development.

For more information on the role of Scottish Government staff networks please see section 6.9.2.8 of our [Equality Outcomes and Mainstreaming Report 2019](#).

Case Study: Lead Co-ordinator for the Race Equality Network

In 2018 we appointed a lead co-ordinator focusing on the strategic development of the staff Race Equality Network (REN). Commitment to this post was given by the Executive Team at our first Race Equality Network Conference held in 2017. It was the first full-time post of its kind and we believe it has had a positive impact in promoting and progressing the interests of the network. Below are some examples of the network's achievements:

- Led on the production of guidance of Ramadan for line managers and staff for colleagues observing Ramadhan; a video and intranet article were produced to raise awareness.
- REN members contributed to the selection process of Graduate Development Programme 2019; a pilot project on Situational Judgement Testing was conducted with help from REN members to remove any barriers.
- REN members participated in diverse recruitment panels for Band B Campaign 2018 and Graduate Development Programme 2019.
- REN female colleagues contributed their lived experiences as part of a showcase on International Women's Day on March 8, 2019.
- Contributed to the design of Security posters to remove any unconscious bias elements during the draft stage.
- Published blogs on Saltire - connected, for example, to Ramadan and Refugee Day - to highlight the personal stories of its members and their positive contribution to Scotland.
- A session on Hate Crimes was organised by REN member in collaboration with Scottish Government teams to raise awareness of the impact on ethnic minorities in Scotland.
- A development session 'Getting to Yes' was organised by REN members.
- For the first time, Eid celebrations were held in Glasgow and Edinburgh to celebrate the religious diversity of Scottish Government; more than 100 Scottish Government colleagues attended these events.
- REN supported two career development sessions organised by the Talent and SCS Development team to support ethnic minority colleagues currently in Band C.

LEARNING AND DEVELOPMENT

The Learning and Development (L&D) team continue to support diversity and inclusion training to all staff. This offer includes:

- face-to-face sessions for managers and bespoke sessions for staff upon request;
- access to a series of 'on line' training topics including 'Disability Confident', LGBT awareness, Race Awareness, Diversity and Inclusion;
- the SG Foundation Day – corporate induction sessions organised by the L&D team for all new staff which prominently features diversity and inclusion;
- support for a mutual mentoring scheme for the Race and Equality Network; and
- training on 'unconscious bias' for all our Lead Panel Members during recruitment.

Launched in 2018 the New Line Manager Development Programme was designed to have diversity and inclusion at its centre. The 16-week, blended learning programme includes online learning topics such as unconscious bias, disability and mental health. It also includes face-to-face workshop topics, delivered by subject matter experts, on the topics of cultural intelligence and diversity and inclusion (including the legal framework and the Public Sector Equality Duty). The programme also includes a 'lived experience' session hosted by the Mental Health and Wellbeing Network. The overall intention is to build confidence and capability of new people managers. In our latest post-programme survey taken 8 weeks after attendance of the final module:

- 86% strongly agreed/agreed that the programme had supported them in being a role model for inclusive behaviours; and
- 82% strongly agreed/agreed that the programme had increased their confidence in challenging non inclusive behaviours.

Looking forward, the intention to procure a new Learning Management System will provide greater accessibility to training and development opportunities for all staff. This will allow the Scottish Government to develop more robust data in terms of impact outcomes. The invitation to tender for the system has asked potential providers to demonstrate how their proposals meet or exceed best practice in diversity and inclusion.

SCOTTISH GOVERNMENT RECRUITMENT AND RETENTION PLAN FOR DISABLED PEOPLE 2019

In the Scottish Government's response to consultation on increasing disabled peoples' participation in the public sector workforce, we stated that we would set a target for the employment of disabled people in the Scottish Government workforce. The 'Recruitment and Retention Action Plan 2019' goes beyond this target, utilising a set of outcomes and actions to support more disabled people into work in the Scottish Government and to enable existing disabled employees to thrive and succeed. Further information on key actions and outcomes can be found in the [plan](#).

To evaluate our work we will measure progress through a range of data such as workforce composition, People Survey, pay gap information, external assessment and benchmarking and feedback from employees. We will publish, internally and externally, the progress we make as part of our obligations under the Public Sector Equality Duty.

We are under no illusion about the scale of the challenge we face. To support its successful implementation we have set aside budget for a Programme Manager and support officer. Some of the actions in the plan carry significant cost implications such as designing and implementing a new model for delivering workplace adjustments; and making the necessary refurbishments to our estate to increase accessibility.

Workplace adjustments

The Workplace Adjustments Project is designed to review the current approach to reasonable adjustments for disabled people from the perspective of the user, ensuring it will better meet the needs of:

- the user when they wish to request a workplace adjustment;
- managers where they need to arrange adjustments;
- the manager to implement or transfer a workplace adjustment for their staff; and
- the organisation as a whole, removing barriers and optimising the opportunity for performance.

Between August and December 2018, a Discovery piece of research was commissioned to:

- develop a clear understanding of the user journeys, barriers to optimum performance and satisfaction levels;
- identify opportunities to improve the service for users and deliver value; and
- identify organisational responsibilities throughout the employment journey.

The report set out opportunities for improvement, including case studies, and a compelling argument for change in terms of productivity gains, reduction in absence rates and improvements in overall employee experience. The workplace adjustments project has been fully informed by this Discovery phase, adhering to the core principles of collaboration and inclusion, in line with the Scottish Government approach to Service Design.

Disabled employees have been at the heart of understanding the issues and barriers around the workplace adjustments process. They have collectively helped make sense of the research findings and have identified changes through sense-making and co-design workshops. The new system will ensure a consistent and timely approach to organising and funding workplace adjustments, with a simplified system for end users and managers which will meet the needs of disabled staff, remove barriers and optimise opportunities for success. More detailed and consistent data is being gathered to feed into continuous improvement of the system and identify key areas for better guidance and support.

The workplace adjustment project is specifically mentioned within the 'Recruitment and Retention Plan for Disabled People 2019'. Over the next 12 months the project will take forward three strands of work:

- **Policy and Guidance** - Incorporating the social model of disability into policy and guidance, reviewing policies and filling gaps, improving guidance and access to guidance for users and line managers and collecting user feedback to enable continuous improvement.
- **Process Models and Service Design** - Designing and embedding a new single entry point for users to request a workplace adjustment. Implementing a digital solution to process, deliver, capture and review workplace adjustment requests. Piloting and then rolling out a workplace adjustment passport to help transfer workplace adjustment data, requirements and, where possible, equipment during internal staff moves. This will also improve communication with, and understanding of, new managers during that process.
- **Commercial Model** - Understand the current supplier landscape, funding arrangements, timescales and common causes of delay; introduce new accounting measures and centralised funding arrangements; and propose new commercial arrangements to improve quality, reduce delays and ensure best value.

CONCLUSION

It continues to be the ambition of the Scottish Government to be recognised as a world-leading, diverse employer where people can be themselves at work. We are committed to building a workforce of people with a wide range of backgrounds, perspectives, and experiences who are valued for their unique contributions in an inclusive and respectful environment.

CHAPTER 4

Communities and Local Government

INTRODUCTION

The Communities and Local Government portfolio aims to promote social justice, tackle poverty and inequalities, deliver affordable homes and ensure community empowerment and participation to deliver better wellbeing and outcomes for people through the places and communities in which they live. It also provides resources for local government to deliver services and take forward their local priorities.

As this chapter demonstrates, the portfolio's budget will deliver significant positive impacts for people with protected characteristics and those experiencing socio-economic disadvantage, as well as tackling existing inequalities.

The table below shows a breakdown of this portfolio's budget over the period of 2018-21. It should be noted that the figures here include total operating costs.¹ The equalities impacts of staffing costs are considered separately, in Chapter 3.

Spending Plans (Levels 2 and 3)

	2018-19 Budget	2019-20 Budget	2020-21 Budget
Level 2	£m	£m	£m
Level 3			
Planning and Building Standards²	7.6	9.5	12.4
Architecture and Place	1.4	1.4	1.4
Building Standards	0.3	0.9	2.0
Planning	5.2	6.5	8.3
Planning and Environmental Appeals	0.7	0.7	0.7
Third Sector	24.5	24.9	24.6
Governance and Reform	1.2	5.6	4.5
Governance and Local Taxation	0.5	0.5	0.5
Public Service Reform and Community Empowerment	0.7	5.1	4.0 ³

¹ Total operating costs are all the core Scottish Government staff and associated operating costs incurred, plus a share of the costs, such as accommodation, IT, legal services and HR, which cannot be readily attributed to one portfolio.

² Previously 'Planning'.

³ The apparent reduction in this line is due to some staff and associated operating costs being moved to the new Connected Communities Level 2 budget line.

Level 2 Level 3	2018-19 Budget £m	2019-20 Budget £m	2020-21 Budget £m
Connected Communities⁴	-	-	4.4
Housing	893.6	967.2	1,092.1
More Homes	722.5	788.7	896.2
Fuel Poverty/Energy Efficiency	116.3	119.6	137.1
Housing Support	51.2	52.7	52.7
Communities Analysis	3.6	6.2	6.2
Social Justice, Regeneration and Scottish Child Payment⁵	76.1	66.9	97.9
Social Justice ⁶	27.8	24.6	29.5
Scottish Child Payment ⁷	-	-	21.0
Regeneration	48.3	42.3	47.4
Office of the Scottish Charity Regulator	3.0	3.3	3.3
Scottish Housing Regulator	4.7	4.5	4.3
Local Government	10,519.6	10,872.9⁸	10,910.7
Total Communities and Local Government	11,530.3	11,954.8	12,154.3

KEY INEQUALITIES OF OUTCOME

This portfolio is primarily concerned with tackling poverty and inequality, improving local communities, and delivering affordable housing. This analysis of outcomes identifies where there are specific inequalities for equality groups relevant to the Communities and Local Government budget context.

Prevalence of poverty is high for children with 24% of children in relative poverty after housing costs in 2015-18. Children in one or more of the six priority groups for tackling child poverty are at an even higher risk of poverty.⁹ Work is not always a route out of poverty, with 60% of the working-age adults in relative poverty living in working households. Disabled people, including people with mental health conditions, Muslim adults, and people from minority ethnic groups are all more likely to live in relative poverty. Overall, it is estimated that 20% of Scotland's population were living in relative poverty after housing costs in 2015-18.¹⁰

4 This is a new Level 2 budget line for 2020-21. This spend was previously incorporated within Promoting Equality and Human Rights, under the Social Security and Older People portfolio.

5 Previously 'Social Justice and Regeneration'.

6 Previously 'Fairer Scotland'.

7 This is a new Level 3 budget line for 2020-21.

8 This figure was adjusted after the publication of the 2019-20 Scottish Budget.

9 [Tackling Child Poverty Delivery Plan 2018-2022: Annex 3](#)

10 [Poverty and Income Inequality in Scotland: 2015-2018](#)

Income is measured at a household level, which makes it difficult to measure the poverty rate for individual adults living with a partner, but we know that single women are more likely to be in poverty than single men among both the working-age and pensioner populations. Young mothers and lone parents¹¹ (the majority of whom are women) are also disproportionately likely to have low incomes.¹² This is one example of how having multiple protected characteristics (such as being young, female and a mother) can exacerbate the disadvantage that individuals experience.

Similar trends are reflected in the data on food insecurity. The prevalence of food insecurity is higher among certain groups of people, such as those who are younger, live in the most deprived areas and/or are disabled.¹³

There are differences in prevalence of tenure for different groups; households with a disabled adult and lone parents¹⁴ are much more likely than the Scottish average to rent in the social sectors; whereas some groups, such as those who are older (of pensionable age) and live with another adult and/or those who identify as White Scottish or other British, are more likely to own their home.¹⁵ For example, overall 65% of adults owned their home in 2018, but while this was higher for those who identified as White Scottish (68%) or White other British (70%), it was lower for other ethnicities, in particular for African, Caribbean or Black (24%) and White Polish (27%) people. There are advantages and disadvantages to renting over owning but one key advantage to owning is that the household can accrue property wealth. Wealth inequality remains high.¹⁶

Having a satisfactory home in a neighbourhood where you feel welcome is a key element of wellbeing. Over nine in 10 households were very or fairly satisfied with their housing in 2018. Those who owned their home were more likely to be very or fairly satisfied (95%) than those in privately rented (83%) or social rented housing (82%).¹⁷

In 2018-19 there were 36,465 homelessness applications, made by a household without a permanent home.¹⁸ This represents a 3% increase on the previous reporting year. The majority of homelessness applications in 2018-19 were made by a main applicant who was between 25 and 49 years old (62%).¹⁹ Just over half had a main applicant who was male (54%). The most common reason for female applicants making a homeless application was a violent or abusive dispute within the household, accounting for a fifth (22%) of applications. Almost three-quarters of those who slept rough in the 3 months before making a homeless application were single males. Households of African ethnicity on average spend longest in temporary accommodation (247 days), followed by Caribbean or Black households (226 days); the overall average was 180 days.

11 Lone parents refers to a household where one adult is resident with the child. In the vast majority of cases lone parents are women. Children may or may not have an additional non-resident parent/guardian.

12 [Tackling Child Poverty Delivery Plan 2018-2022: Annex 3](#)

13 [Scottish Health Survey 2017](#)

14 Note: The definition of a lone parent does not make any distinction between situations where a child has regular contact and/or partly resides with their other parent and a child who solely resides with and is cared for by one parent.

15 Unpublished analysis of the [Scottish Household Survey 2018](#)

16 [Wealth and Assets in Scotland: 2006-2018](#)

17 [Scottish Household Survey 2018](#)

18 [Homelessness in Scotland: 2018-19](#)

19 [Homelessness in Scotland: 2018 to 2019 - Equalities Breakdown](#)

The relationship between housing, homelessness and poverty has two dimensions: the impact of housing costs on disposable income and poverty rates, and the impact of poverty on the housing conditions that the household can afford. Housing costs are a key driver of poverty, especially among single adults and families with children.²⁰ Social rented housing tends to be the lowest cost housing. Low-income households in private renting are most at risk of being pushed into poverty.

Low-income households have less housing choice either because they are seeking housing within the constrained social rented sector or because they are limited by their income to accepting a smaller size property compared to their family, a less convenient or attractive location, or a property in poorer condition. Poor housing conditions may also have a negative impact on people's health, wellbeing and life chances, especially for children.²¹ Similarly, those living in a deprived area or living in social housing are more at risk of disadvantage across a number of domains. For example, they are more likely to be excluded from digital services, even though an increase in broadband access at home has been registered in the last few years among social tenants (up from 42% in 2014 to 62% in 2017).²²

In 2018, 25% of households in Scotland (around 619,000 households) were in fuel poverty.²³ We know there is an equality dimension to this, with older households and households without children having a higher fuel poverty rate than families. In 2018 the level of extreme fuel poverty remained similar to 2017: 11.3% (or 279,000 households) experienced extreme fuel poverty in 2018, compared to 11.9% (or 293,000 households) in 2017. While fuel poverty rates for households in urban and rural areas were similar (25% and 27% respectively), extreme fuel poverty rates were higher for households in rural areas (17%) compared to urban areas (10%).

A majority of adults described their neighbourhood as a very good place to live in 2018 (57%), but those with lower incomes were less likely to perceive their neighbourhood in the most positive terms.²⁴ Just over half of adults (51%) in the lowest income decile rated their area as a very good place to live, compared to more than two-thirds (69%) in the highest income decile.

The proportion of people in Scotland agreeing that they can influence decisions affecting their local area is relatively low, at 20% in 2018.²⁵ Those with the lowest and highest incomes have similar levels of agreement (18% of those on in the lowest income decile in 2018 and 22% of those in the highest income decile).²⁶ In previous years the gap in the levels of agreement between the highest and lowest income bands has been larger. The vast majority of people living in Scotland thought that people should be involved in making decisions about how local public services are planned and run (96% in 2015).²⁷

²⁰ [Rent Affordability in the Affordable Housing Sector: A Literature Review](#)

²¹ [Rent Affordability in the Affordable Housing Sector: A Literature Review](#)

²² [Realising Scotland's Full Potential in a Digital World: A Digital Strategy for Scotland](#)

²³ [Scottish House Condition Survey: 2018 Key Findings](#)

²⁴ [Scottish Household Survey 2018](#)

²⁵ [Scottish Household Survey 2018](#)

²⁶ Unpublished analysis of the [Scottish Household Survey 2018](#)

²⁷ [Scottish Social Attitudes Survey, 2015: Attitudes to Social Networks, Civic Participation and Co-production](#)

The majority of hate crimes recorded by police are aggravated by race. Two-thirds (67%) of the 6,736 hate crimes recorded in 2017-18 included a race aggravator, 16% a sexual orientation aggravator, 7% a religion aggravator, 4% a disability aggravator and 1% a transgender identity aggravator.²⁸ The remaining 5% had multiple hate aggravators. Since 2014-15, the number of hate crimes recorded has fluctuated between 6,600 and 7,000 (to the nearest 100).

KEY STRATEGIC BUDGET PRIORITIES

The Communities and Local Government portfolio is at the heart of improving outcomes for all. Community-led solutions deliver projects and services specific to local needs and aspirations through collaborative partnerships and are the route through which improved economic, social and environmental outcomes can be achieved. Scottish Government funding through this portfolio also represents the vast majority of local authority income, paying for a wide range of services that are co-ordinated and delivered at a local level to meet locally agreed outcomes.

This portfolio contributes in particular to the following national outcomes:

- We live in communities that are inclusive, empowered, resilient and safe.
- We tackle poverty by sharing opportunities, wealth and power more equally.

Housing

This portfolio aims to ensure that everyone in Scotland has access to good quality housing. More affordable homes, more energy efficient homes, warmer homes and adaptations to existing homes to address the needs of older and disabled people, together with tackling homelessness through transformational change, are among the aims of the housing spend. We will continue to improve the energy efficiency of homes, especially for those in fuel poverty, as we tackle the climate emergency through increased investment. We will work to eradicate homelessness and rough sleeping, putting into action the recommendations from the Homelessness and Rough Sleeping Action Group.

Backed with investment of over £3.3 billion (£843.7 million in 2020-21) the Scottish Government's Affordable Housing Supply Programme (AHSP) supports our ambitious target to deliver 50,000 affordable homes over the current parliamentary period, 35,000 of which will be for social rent which we are on track to achieve. The AHSP, part of the More Homes Scotland approach, supports the increase in homes across all tenures including social, mid-market rent and low-cost home ownership homes. The social rented sector is a particularly important tenure for lone parent households and long-term sick and disabled people among others. The supply of affordable housing is key in tackling child poverty and ending homelessness. We are working with the social housing sector to agree the best ways to keep rents affordable as the lower rents in this sector play an important role in protecting the after-housing-costs income of lower-income households.

²⁸ [Hate Crime: Availability of Information Recorded by the Police in Scotland](#)

We will continue to support people to purchase their own home with the support of an equity stake from the Scottish Government. This includes ongoing funding for the Open Market Shared Equity (OMSE) Scheme in 2020-21. OMSE is available to help all first-time buyers, who tend to be younger than existing homeowners, with around three-quarters of OMSE purchasers aged 35 or under. Priority access to the scheme is given to those who may otherwise be disadvantaged in accessing home ownership. OMSE priority groups include disabled people, people aged 60 and over, armed forces personnel, veterans and social tenants.

The new £150 million First Home Fund launched in December 2019 will run until March 2021. It provides first-time buyers with up to £25,000 towards the purchase of their first home, helping them buy a property that meets their needs and is where they want to live. It is a pilot scheme and will be evaluated to help inform decisions around future support for homebuyers in Scotland. The scheme is open to all first-time buyers and we have not yet identified any anticipated impacts on inequalities.

In 2020-21, the overall budget for fuel poverty and domestic energy efficiency will be increased to £137.1 million. Work to tackle fuel poverty and support those who need it the most will remain a priority. Within the fuel poverty and domestic energy efficiency budget, we are continuing to meet the commitment in the 2016 'Programme for Government' to provide £0.5 billion for energy efficiency over 4 years. This fund targets vulnerable households in fuel poverty or at risk of fuel poverty and some key equality groups are more likely than other groups to experience fuel poverty at present.

Area Based Schemes Home Energy Efficiency Programmes for Scotland (HEEPS: ABS) is a fund (£56 million in 2020-21) addressed to local authorities in order to develop and deliver energy efficiency programmes in areas with high levels of fuel poverty. HEEPS funding is targeted at those in fuel poverty, often people living in poverty and in deprived areas. Warmer Homes Scotland (HEEPS: WHS, £26 million in 2020-21), a scheme launched in 2015, is available to vulnerable private sector households, tenants or owner-occupiers, including those living in more remote parts of the country, and aims to improve energy efficiency and reduce fuel bills at the same time. HEEPS measures were delivered to over 15,500 households across Scotland in 2017-18.²⁹

The eligibility criteria for WHS have been designed to target help at people on income-related benefits who have children, are disabled, are over retirement age and have a broken heating system, and those aged over 75 years old. We expect to help around 3,500 households per annum to make their house warmer and more comfortable by installing a range of energy-saving measures. Over 17,000 homes had received support through WHS by the end of December 2019.

The Scottish Government will continue to fund Home Energy Scotland (HES), enabling continuing links with national partners targeting groups experiencing, or at risk of, fuel poverty, including older people and disabled people. We have rolled out the HES Homecare scheme across Scotland, providing ongoing intensive support to particularly vulnerable fuel-poor households. This funding will also support the development of the

²⁹ [Home Energy Efficiency Programmes for Scotland: delivery report 2017-18](#)

‘Fuel Poverty Strategy’ that will consider the characteristics of fuel-poor homes and develop tailored policies to support specific groups.

We have created an Ending Homelessness Together Fund of £50 million over 2018-23 to support prevention initiatives and our objectives of eradicating rough sleeping, transforming temporary accommodation and ending homelessness. We have drawn on this Fund to invest £32.5 million in the delivery of Rapid Rehousing and Housing First, to support households to access and maintain settled accommodation, including those with complex support needs. This investment should also ensure that significantly fewer people spend time in temporary accommodation, and that those who do require temporary accommodation spend significantly less time there before moving on to an appropriate settled home. We have required local authorities’ Rapid Rehousing Transition Plans to be based on the results of equality impact assessments and we are working with stakeholders to identify gender-informed, targeted actions to ensure that women and children facing homelessness receive effective support.

We are also creating a new Homelessness Fund for third sector organisations, to innovate and transform the homelessness services they provide. This includes providing new accommodation models to respond better to people with multiple and complex needs or to develop cross-area partnerships to better integrate services around individuals. Applications to the Homelessness Fund will be invited which specifically ensure a clear, effective focus on preventing and responding effectively to homelessness amongst women and applicants will be required to demonstrate their assessment of the equality impacts of their proposal. Alongside this, the Scottish Government committed within the ‘Programme for Government 2019-20’ to introduce a Homelessness Prevention Fund, with funding drawn from the Ending Homelessness Together Fund and the Tackling Child Poverty Fund, which will strengthen the work of social landlords in supporting low-income families in social housing to prevent crisis points and avoid homelessness.

Planning and Building Standards

This portfolio also supports the operation of the planning system and the wider programme of planning reform to support inclusive growth and create great places for people and communities. It further delivers improvements to the quality and safety of the built environment, including research on developments in technology, building design and architecture, as well as supporting the practical promotion of good design in place-making and good architecture.

The Architecture and Place budget (£1.4 million) sustains Architecture and Design Scotland, the statutory body supporting practical promotion of good design in place-making and good architecture. Its work has a strong emphasis on community empowerment, supporting involvement in the design of places and furthering the right to be heard, particularly for seldom-heard groups. Its priorities also include bringing life back to stalled or vacant spaces and supporting opportunities for town centre living, including providing a design service which looks at town centres as caring places for older people.

The Level 3 Planning budget, meanwhile, supports the development of Scotland's fourth National Planning Framework (NPF4). This will be a key priority in 2020. One of its six central outcomes is improving equality and eliminating discrimination. It also increases opportunities for community engagement and place-based outcomes, including community-led local place plans and scaling up the Place Standard tool, which plays a wider role in reducing inequalities by helping to ensure that everyone lives in good quality places that support quality of life. This budget also supports PAS (£0.3 million) who give a free advice service on the Scottish planning system and support communities to engage in place-based planning, as well as working with communities and interest groups across Scotland, including seldom-heard groups, to build their capacity to participate and engage in the planning process.

Social Justice, Regeneration and Scottish Child Payment

Building a fairer and more equal country is at the heart of the Scottish Government's ambitions, and the Social Justice budget is key to this. It works to tackle poverty and disadvantage, and we know that people with some protected characteristics have a much higher risk of poverty, as outlined above. In 2020-21, the Social Justice, Regeneration and Scottish Child Payment budget is £97.9 million, representing an overall increase from 2019-20.

This budget has a central role in tackling child poverty. It primarily includes anticipated awards from the start of the Scottish Child Payment (£21 million), for low-income households with a child under 6, ahead of its wider roll-out. The Scottish Child Payment, when fully rolled out, is estimated to reduce relative child poverty by three percentage points overall with greater impact for some priority groups.³⁰ It will also help prevent poverty for families on insecure incomes just above the poverty threshold, as well as children at risk of material deprivation, another of our targets. The budget will increase in line with payment roll-out.

This budget also continues investment from the £50 million Tackling Child Poverty Fund across 2018-22 and supports the first 'Tackling Child Poverty Delivery Plan' through a range of initiatives from policy areas across the Scottish Government. These actions aim to impact on the three key drivers of child poverty reduction: increasing income from work and earnings; reducing household costs; and maximising income from social security. The Delivery Plan identifies six priority groups, as listed below, and spend in this area is therefore particularly likely to have positive impacts for women, disabled people, and minority ethnic groups.

- Minority ethnic families.
- Families with a disabled adult or child.
- Large families (with three or more children).
- Families with a child under one year old.
- Lone parents.
- Mothers under the age of 25.

³⁰ [Income Supplement: Analysis of Options](#)

The first annual progress report against the Delivery Plan was published in June 2019, with the second report due by the end of June 2020.

Following the successful harmonisation of the Fair Food Transformation Fund into the Investing in Communities Fund, we will continue to tackle the causes of food insecurity and support communities to deliver dignified responses through our £2.5 million Fair Food Fund in 2020-21. £2 million of the fund will go specifically to tackling food insecurity during the school holidays, benefiting children in particular. We will also work with partners to improve access to free period products for those who need them in community settings.

We will continue to invest in regeneration activity to help build environmentally, economically and socially sustainable communities. Regeneration activities are targeted towards Scotland's most disadvantaged and fragile communities and used to promote inclusive growth. Community involvement in the development and delivery of different regeneration projects ensures that local needs and ambitions are taken forward, which includes tackling issues around inequality, promoting improved opportunities, and wellbeing for all. We also know that there are strong links between poverty, equality and place, so investment in community-led regeneration, taking a place-based approach, is key to addressing these issues in a joined-up and focused way.

Therefore, we will continue to invest capital in regeneration through the annual Regeneration Capital Grant Fund (RCGF), Vacant and Derelict Land Fund, Scottish Partnership for Regeneration in Urban Centres (SPRUCE), and our ongoing sponsorship of Clyde Gateway to generate inclusive growth and employment to tackle poverty and inequality and improve the outlook and outcomes for local people.

We also continue to build upon the actions set out in our Town Centre Action Plan through Scotland's Towns Partnership to provide information, support and services which contribute to the vibrancy, vitality and viability of our town centres and neighbourhoods, and to support the development of partnerships including Business Improvement Districts (BIDs). There are presently 39 BIDs operational in Scotland enabling local business partnerships to vote to invest collectively to deliver improvements and create platforms for local economic growth. A further 14 BIDs are in development. This work supports and promotes town centre living, contributing to Inclusive Growth and creating opportunities for all parts of Scotland.

We believe strongly in supporting communities to tackle poverty on their own terms. Through our Empowering Communities Programme we are supporting over 320 community organisations to deliver locally identified priorities to tackle poverty and inequality in a responsive way. The fund impacts on thousands of lives across the country, supporting community-led approaches that build community capacity and resilience and supporting people in those communities with projects and services addressing a wide range of issues, including money advice, food insecurity, childcare, training and upskilling, healthy eating initiatives and volunteering opportunities. Part of this programme is the Investing in Communities Fund (£11.5 million) to help mitigate the impacts of disadvantage, poverty and inequality on local communities and to support

people who live there to develop long-term solutions. The fund will help a wide range of people experiencing disadvantage, including children, young people, families and older people. It may also include specific groups such as young carers, disabled people, and vulnerable families, including those in poverty. By encouraging a participatory budgeting (PB) approach, communities can work better together to address the needs of their community since a truly inclusive and deliberative PB approach can help meaningfully address poverty and inequality. The Scottish Government is working with COSLA to support local authorities to reach the target of having at least 1% of their budget subject to PB by 2020-21, giving tens of thousands of people a say in how almost £100 million will be spent.

The Scottish Government is continuing match-funding of the Aspiring Communities Fund supported by the European Social Fund in 2020-21, with total investment of up to £24.8 million over 4 years (previously £18.9 million over 3 years). The fund is helping third sector and community bodies deliver long-term local solutions that address local priorities and needs to reduce poverty, enable inclusive growth and promote social inclusion.

Third Sector

This portfolio makes a strategic investment in supporting the third sector, which delivers essential services, improves people's wellbeing and contributes right across the National Performance Framework. The third sector also plays a significant role as a key partner in delivering public service reform. It is estimated that the public sector as a whole accounts for around a third of the third sector's income, which supports the work of charities and social enterprises.³¹ This dedicated Third Sector budget, which stands at £24.6 million for 2020-21, represents around 1% of total public sector investment in the third sector. The amount in this budget line is a slight reduction from 2019-20 as one fund comes to a natural end.

People experiencing socio-economic disadvantage are further disadvantaged by the 'poverty premium' – for example, paying more for utility bills and barriers to accessing affordable credit. As non-profit, member-owned financial cooperatives providing ethical savings and loans at competitive rates, credit unions contribute to tackling poverty by sharing wealth more equally within communities. That is why this budget will also include funding to create a new Credit Union Investment Fund to increase the number of people saving and borrowing from credit unions.

Third sector organisations are uniquely positioned to deliver place-based change, widening participation, strengthening social capital and tackling inequality in a preventative way. This budget will include more than £8 million to support a network of 'Third Sector Interfaces' across Scotland. These interfaces are a single point of contact and support for all local third sector organisations.

³¹ [Third Sector Funding and Spending](#)

There are around 1.2 million formal volunteers in Scotland giving up their time to help communities.³² Volunteering can improve people's wellbeing and physical and mental health, as well as reduce isolation, strengthen networks and build social capital. Volunteers are more likely to be women and from rural areas. There is an under-representation of disadvantaged groups, including people from the most deprived and the lower socio-economic groups. This budget will provide £1.1 million to support third sector organisations who engage with those who experience disadvantage or face barriers to participation. Through our recent Volunteering Outcomes Framework and our response to the Youth Volunteering Innovation Project's recommendations we aim to ensure more people who face inequalities have the opportunity to volunteer, and we will publish a 'Volunteering Delivery Plan' by autumn 2020.

Social enterprises trade for the common good, reinvesting profits into a specific social or environmental mission. Since the launch of our 10-year 'Social Enterprise Strategy' in 2016, we have invested more than £26 million in this area and this year's Social Enterprise Census found more than 6,000 social enterprises now active in Scotland, an increase of 16% since 2015. In order to continue to drive growth, this year's budget includes £1.25 million for 'Just Enterprise' – a free, nation-wide business support service for social enterprise.

Connected Communities

This portfolio further helps create cohesive communities through investment in tackling hate crime, supporting interfaith dialogue and facilitating the integration of refugees and asylum seekers.

A 2019-20 'Programme for Government' commitment, the Hate Crime Bill is expected to be progressed through Parliament following its introduction this parliamentary session. We will work closely with the Justice portfolio and ensure that this Bill updates and modernises the current law on hate crime so that it is fit for 21st-century Scotland and, most importantly, affords sufficient protection for those that need it.

We will continue to provide support for the infrastructure and capacity of faith communities, promoting Interfaith Week, and developing inter-faith relations and dialogue through the annual Interfaith Summit. This will help facilitate stronger connections within and across communities and encourage diversity to be increasingly recognised and valued. A Places of Worship Scheme will protect places of worship against hate crime (£0.25 million, with additional funding coming from the Justice portfolio).

The 'New Scots' strategy will continue to support refugees and asylum seekers, with a progress report being published in the spring. An anti-destitution strategy will also be published and delivered with COSLA to support those refugees and asylum seekers who are most at risk and who have no recourse to public funds (£0.5 million).

32 [Scottish Household Survey 2018: Annual Report](#) ; [Mid-2018 Population Estimates Scotland](#)

Governance and Reform

Through investment in governance and reform, this portfolio aims to promote sustainable public services which tackle inequality and support inclusive economic growth across Scotland. The work supported by this budget is not targeted directly at addressing specific examples of inequality affecting particular sections of the community, but instead directly promotes and supports an overarching culture and focus for public sector leaders and staff, linked to our National Performance Framework, that emphasises the importance of improving outcomes, opportunities and empowerment, particularly for the most disadvantaged and marginalised people and communities across Scotland.

For instance, the Local Governance Review will devolve more power to more local levels. A wide range of voices, including those from Scotland's most marginalised groups, have been heard during engagement that will inform our work in 2020 to develop the type of arrangements that will best enable greater levels of community decision making, including how to ensure that new approaches enhance equality and human rights.

Local Government

Local government provides a wide range of services. Local authorities play a major role in delivering specific outcomes that matter to communities within their areas, both directly and in collaboration with other local public services and community bodies, for instance through Health and Social Care Partnerships and Community Planning Partnerships.

The funding provided by the Scottish Government represents the vast majority of local authorities' income, and is allocated using a relative needs-based formula. This methodology takes account of demographics, disadvantage and various other considerations including age, disability and levels of deprivation. However, each local authority decides how to spend its total available finances based on its understanding of local needs and priorities, guided by a set of national and local outcomes. The 'Equality Act 2010' and associated specific duties published in May 2012 provide a framework to help local authorities pay due regard to equality issues and the Fairer Scotland Duty provides a framework to help local authorities tackle inequality. Local authorities have complete autonomy to allocate 91% of the total funding provided by the Scottish Government based on local circumstances. No further analysis of this funding will be undertaken.

The remaining funding is provided for specific key Scottish Government policy initiatives including the Pupil Equity Funding (PEF), Early Learning and Childcare (ELC) entitlement expansion to 1,140 hours and support for Health and Social Care through the Integration Joint Boards. These policies are each analysed by the responsible portfolio.

EQUALITY IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

This year we trialled using some different approaches to conduct a more focused and numeric analysis on the projected implications of the budget on equality for women, disabled people and minority ethnic people (as well as for those experiencing socio-economic disadvantage, as discussed in the final section). The findings are summarised below. The trial has had mixed results as noted in Chapter 2 and in some cases does not accurately reflect impacts. The implications for those with other protected characteristics were taken into account within this chapter as a whole.

This analysis excludes the Local Government, Scottish Housing Regulator and Office of Scottish Charity Regulator budgets, for which equalities impacts are assessed and monitored by those receiving the funding. The analysis is therefore relevant to £1.2 billion of the total £12.2 billion Communities and Local Government budget.

Sex/Gender

The analysis that we trialled this year identified a number of positive impacts for women from the spend in this portfolio. Overall, more positive impacts from this portfolio's spend were identified within the tool for the other groups assessed than for women, but as Chapter 2 sets out, this was largely related to the pre-filled key inequalities in the tool which did not include poverty or inequality of income for women as it did for the other three groups. Where we have evidence of the extent to which poverty is gendered, women are often more likely to be in poverty (such as single women among both the working-age and pensioner populations) and we therefore know that many of the areas of spend in this portfolio which are dedicated to tackling poverty will also be disproportionately beneficial for women. We also know that women are more likely to be disabled and it is therefore likely that spend lines which have positive impacts identified for disabled people may also benefit women more than men.³³ No negative impacts for women were identified from this portfolio's spend.

In particular, spend on Social Justice, Regeneration and Scottish Child Payment, Housing, and the Third Sector was found likely to have positive impacts on gender equality. For example, the Scottish Child Payment (£21 million in 2020-21) is likely to have positive impacts for women, who are more likely to be primary caregivers, and especially for lone parents (who are primarily women) and young mothers. Social Security Scotland will administer the Payment, and further analysis of the projected impacts of the Payment can therefore be found in Chapter 14.

Two-thirds of the social enterprises that responded to the Social Enterprise Census 2019 were led by a woman, and 54% of Trustees/Board Members were women, which suggests that the Third Sector budget may be supporting more women into positions of power and leadership.³⁴ The Social Justice budget funds a range of programmes to increase parents' income from employment and earnings, and analysis has indicated

³³ Among those aged 16+, 34% of women and 29% of men in 2017 had limiting long-term conditions and would therefore be considered disabled. Source: [Scottish Health Survey 2017: Volume One - Main Report](#).

³⁴ [Social Enterprise in Scotland, Census 2019](#). 1,107 eligible responses received from the population of 6,025 social enterprises.

that lone parents (87% women in 2011)³⁵ are among those who would benefit most from the support offered through this investment. Programmes include the Workplace Equality Fund to enable businesses with innovative ideas to embed dimensions of the Fair Work Framework in their workplaces and a contribution to the Family Friendly Working Scotland (FFWS) Partnership which supports and promotes the development of family-friendly workplaces across Scotland.

The main aim of the More Homes Scotland approach is to increase the supply of homes across all tenures, including the largest part of the spend addressed specifically to social housing supply. This is likely to have a positive impact on women's housing situation as women were more likely to live in social housing compared to men (56% versus 46% respectively), according to the latest statistics of social tenants.³⁶

Homelessness statistics show that the main reason women make homelessness applications is due to a violent or abuse dispute within the household.³⁷ We are therefore developing a domestic abuse prevention pathway, which will aim to prevent homelessness as a result of domestic abuse. There is no dedicated separate spend attached to this work at the moment; it will be taken forwards through tailoring existing programmes. Current spend on homelessness was also already found to be having a positive impact on tackling homelessness among women, and funding provided through the Homelessness Fund for third sector organisations may help further tackle this. Households with children or pregnant women were mainly provided with local authority or housing association accommodation (82%), with a small proportion (1%) being placed in bed and breakfast accommodation.³⁸ Single female households were also more likely to be assessed as having a support need (57%), with a mental health problem identified in 31% of cases.³⁹ We also know that women, and particularly single mothers, are still being housed in temporary accommodation for too long with over half of all breaches in 2018-19 of the Unsuited Accommodation Order, designed to protect families with children, affecting female lone-parent households. Through our targeted investment in a transition to a rapid rehousing approach and work on preventing homelessness as a result of domestic abuse, the Housing Support budget will continue working to reduce the number of women and children being housed in temporary accommodation and the length of time that those who do require it spend there. Through our work with stakeholders to identify gender-informed, targeted homelessness actions we will also develop more robust data on women's homelessness and plug gaps that exist in our evidence base.

PAS and Architecture and Design Scotland, both funded through the Planning budget, are individually tackling women's underrepresentation in positions of power or leadership: PAS has a gender-equal board, while the Chair, the majority of board members, and half of the Directors of Architecture and Design Scotland are women.⁴⁰ This year's budget will cover the implementation of the Planning (Scotland) Act 2019 and the development of

³⁵ [Household Composition for Specific Groups of People in Scotland: Scotland's Census 2011.](#)

³⁶ [Social tenants in Scotland 2017](#)

³⁷ [Homelessness in Scotland: 2018 to 2019 - equalities breakdown](#)

³⁸ [Is Scotland Fairer? 2018](#)

³⁹ [Homelessness in Scotland: 2018 to 2019 - equalities breakdown](#)

⁴⁰ See and Architecture and Design Scotland's [website](#) and [Annual Report and Accounts](#).

the new National Planning Framework. Both of these were supported by EQIAs which involved engagement with gender stakeholders.

The Communities Analysis spend is also a key part of ensuring that Scotland has rigorous data on how women, as well as those with other protected characteristics, experience different outcomes, in turn allowing us to communicate and tackle inequalities identified. Much of the evidence presented in the overview above was funded through this budget, such as the Scottish Household Survey and poverty and inequality statistics. In 2020, research and analysis funded through this budget will be used to collect data and to produce an index to track gender equality in Scotland.

Overall, 25.2% of the £1.2 billion in Level 3 budget lines analysed in this portfolio as part of this year's trial was considered likely to have a positive impact on gender equality in at least one area of identified inequality, with the rest being neutral. As noted above, we know that this figure substantially under-represents the positive impact of this budget on women. We know that women are more likely to be in poverty (where we have evidence of the extent to which poverty is gendered) and living in social housing, but as these particular inequalities of outcome were not included as part of this year's analysis, much of the spend which impacts on poverty or social housing is not included in the figure above. When including the positive impacts for women of the Scottish Child Payment as well as policies such as More Homes, for example, the figure will be much higher.

Disability

A wide range of positive impacts for disabled people from the spend in this portfolio were identified. In particular, spend on Housing, Social Justice, Regeneration and Scottish Child Payment and the Third Sector was found likely to have positive impacts on equality for disabled people. For example, the Affordable Housing Supply Programme, part of the More Homes Scotland approach, supports the delivery of specialist housing, helping disabled people with more complex needs live independently in their own homes and for older people to stay in their own homes for longer.⁴¹ In 2019 the Scottish Government published guidance for local authorities that requires them to set targets across all housing tenures for the delivery of wheelchair-accessible homes and to report on their progress annually. In 2018-19, 922 homes were purpose-built for older people or disabled people, including 268 identified as specifically designed for wheelchair users.⁴²

Despite the positive progress, there remains a shortage of accessible and wheelchair-accessible housing.⁴³ In 2016, 12% of all households with a person with a long-term physical or mental health condition or illness indicated that they required adaptations to their home, a similar proportion as in the previous year. This proportion increased to 16% for those in social rented accommodation.⁴⁴

41 [Affordable Housing Supply Programme Out-turn report 2018-19](#)

42 [Affordable Housing Supply Programme Out-turn report 2018-19](#)

43 [Housing and Disabled People: Scotland's Hidden Crisis](#)

44 [Is Scotland Fairer? 2018](#)

The Affordable Housing Supply Programme supports the delivery of flexible housing capable of being adapted to suit peoples' changing requirements. Wherever possible, all units are built to Housing for Varying Needs standards. Funding provided to Registered Social Landlords to carry out housing adaptations that help older and disabled tenants to live safely and independently at home will be maintained at £10 million for 2020-21. Disabled people are more likely to live in social rented housing and the fund for adaptations may help them live safely and independently.⁴⁵

Recent statistics show that the numbers of people making homelessness applications who report having a support need is increasing.⁴⁶ This includes people with a learning disability, physical impairment, medical condition, drug or alcohol dependencies, mental health problem or basic housing management support needs. This underlines the importance of embedding a person-centred approach, and may also indicate a rise in complex situations. We know that resolving homelessness requires much more than simply housing for many people. The range of needs captured in the official statistics demonstrates the importance of joined-up working across housing, health, social care and education services. We are funding Shelter Scotland to develop a Personal Housing Plan approach which will ensure that person-centred support is provided.

Since poverty is more likely to affect those with a disabled person in their household, spend on tackling child poverty, and notably the Scottish Child Payment, is likely to have particularly positive impacts for disabled people.

The Third Sector budget supports social enterprises, of which two-thirds of those that responded to the Social Enterprise Census 2019 support people with physical and/or learning disabilities.⁴⁷ A significant proportion of social enterprises indicated that they have key objectives related to improving health and wellbeing, creating employment opportunities, promoting learning or education, providing training for employment, tackling poverty and financial exclusion and providing affordable housing – all areas in which disabled people currently experience inequalities of outcome.

Overall, 99.5% of the £1.2 billion in Level 3 budget lines analysed in this portfolio was considered likely to have a positive impact on equality for disabled people in at least one area of identified inequality.

Ethnicity

Positive impacts for minority ethnic individuals were identified across a number of budget lines in this portfolio. Due to smaller sample sizes, data does not tend to be broken down by ethnicity as frequently as by gender, age or disability, for example, so it can be more challenging to identify evidence of positive impacts for those of minority ethnicities. Nevertheless, we identified likely or confirmed positive impacts for minority ethnic people from spend on Housing, Third Sector and Social Justice, Regeneration and Scottish Child Payment in particular.

⁴⁵ [Scottish Surveys Core Questions 2017](#) (Last updated: April 2019)

⁴⁶ [Homelessness in Scotland: 2018 to 2019](#)

⁴⁷ [Social Enterprise in Scotland, Census 2019](#). 1,107 eligible responses received from the population of 6,025 social enterprises.

Minority ethnic families are one of the six priority groups identified in the 'Tackling Child Poverty Delivery Plan', with minority ethnic children more likely to be in relative poverty after housing costs (40% vs 24% for all children). Scottish minority ethnic parents in work are paid less per hour and are more likely to be underemployed.⁴⁸ There is also a higher percentage of workless households among minority ethnic populations. The programmes funded by the Social Justice budget to support parents to increase income from employment and earnings, including continued investment in new parental employability support, are expected to benefit minority ethnic parents. Spend on the Scottish Child Payment is also likely to have particularly positive impacts for minority ethnic families.

Almost 600 new volunteers from minority ethnic communities were recruited in the first year of the Volunteering Support Fund (VSF).⁴⁹ We know that volunteering can help people access employment, and that it is particularly important in this regard for refugees.⁵⁰ The VSF will receive £1.1 million of funding in 2020-21. The Third Sector budget also provides support to CEMVO (Council of Ethnic Minority Voluntary Sector Organisations) to deliver a specific social enterprise incubation programme aimed at minority ethnic communities.

We know that Gypsy/Travellers are more likely to live in unsuitable housing, and only 40% of planning applications for private Gypsy/Traveller sites were approved over the last 10-15 years.⁵¹ The Scottish Government has been working towards a 10-point action plan to involve Gypsy/Travellers in planning.⁵² PAS have also developed specific targeted training for the Gypsy/Traveller community to help them engage more effectively in the development of places.

Homelessness policies can have a positive impact on ethnic groups. Caribbean or Black households are most likely to secure settled accommodation (81% of cases), while the figure for Asian, Asian Scottish or Asian British was just 69%.⁵³ By targeting investment at a transition to rapid rehousing approach we will ensure that the budget continues to support those of minority ethnicities into settled accommodation.

Overall, 99.4% of the £1.2 billion in Level 3 budget lines analysed in this portfolio was considered likely to have a positive impact on equality for minority ethnic people in at least one area of identified inequality, with the rest being neutral. No budget lines identified negative impacts.

48 [Tackling Child Poverty: First year progress report - Annex C](#)

49 [Volunteering Support Fund 2018-21. End of Year One Report: July 2018 - March 2019](#)

50 [The Contribution of Volunteering to Scotland's Health and Wellbeing](#)

51 [Gypsy/Traveller Sites in Scotland](#)

52 [Gypsy/Travellers and the Planning System: Action Plan](#)

53 [Homelessness in Scotland: 2018 to 2019 - equalities breakdown](#)

FAIRER SCOTLAND IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

The spend from this portfolio has particularly positive impacts for those experiencing socio-economic disadvantage. Many of the positive impacts identified were in the areas of health, skills and educational attainment, satisfaction with housing and neighbourhood, influence over local decisions, and the proportion of income spent on cost of living. In particular, spend on Housing, Social Justice, Regeneration and Scottish Child Payment and the Third Sector was found likely to have positive impacts on those experiencing inequality.

The biggest housing spend aims at increasing affordable homes supply in Scotland across all housing tenures. Fifty thousand affordable homes, including social housing, are addressed mainly to low-to-modest income households and will help tackle child poverty. Regeneration programme funds are aimed at people living in disadvantaged and deprived areas.

The Finance, Economy and Fair Work portfolio funds Fair Start Scotland. This voluntary employability service aims to meet the needs of those who face a range of challenges in obtaining work. The Communities and Local Government portfolio will continue investment through our package of parental employability support (part of the Tackling Child Poverty Fund) specifically to support low-income parents to engage and progress towards work, and to support those in work to increase their earnings.

Over 500 new volunteers on low incomes were recruited in the first year of the Volunteering Support Fund (VSF). This fund will receive £1.1 million from the 2020-21 budget.⁵⁴ There is evidence that volunteering plays a key role in developing both soft and hard skills,⁵⁵ and case studies within the year one report give examples of how the opportunities provided by VSF are helping those living with poverty or deprivation to gain skills and employment. Evidence also shows that volunteering has a range of mental and physical health benefits for volunteers, and that these tend to be stronger the greater the level of disadvantage the individual suffers.⁵⁶ The Third Sector budget also supports social enterprises, of which 69% of those who responded to the 2019 Census employ previously unemployed people, 69% provide training or support intended to improve employability, and 31% have 'providing training for employment' as one of their main goals.⁵⁷

Provision of access to free period products is also reducing the amount of their income that some of those (mainly women) experiencing poverty have to put towards essential items.⁵⁸ As of December 2019, almost 60,000 low-income and vulnerable women were benefiting from receiving period products via our FareShare-delivered project, which will continue to be funded in 2020-21.

⁵⁴ [Volunteering Support Fund 2018-21. End of Year One Report: July 2018 - March 2019](#)

⁵⁵ [The Contribution of Volunteering to Scotland's Health and Wellbeing](#)

⁵⁶ [Volunteering, Health and Wellbeing: What Does the Evidence Tell Us?](#) and [The Contribution of Volunteering to Scotland's Health and Wellbeing](#)

⁵⁷ [Social Enterprise in Scotland, Census 2019](#). 1,107 eligible responses received from the population of 6,025 social enterprises

⁵⁸ [Access to sanitary products Aberdeen pilot: evaluation report](#)

The Scottish Child Payment (£21 million in 2020-21), when fully rolled out, is estimated to reduce child poverty by three percentage points overall with greater impact for some priority groups. Households with children under 6 years old made up 58% of all households with children in relative poverty after housing costs in 2015-18, so ensuring that they receive the Payment first is likely to reach a greater share of children in need.⁵⁹

Spend on tackling child poverty also includes Children's Neighbourhoods Scotland (£0.8 million), which aims to bring together people and groups locally to agree a way of working that will help tackle the big issues that are making it difficult for children and young people to live happily and healthily, do well in school and achieve what they want in life. This programme will build on the experience of the first children's neighbourhood in Scotland in Bridgeton and Dalrnock, which historically has one of the highest levels of socio-economic disadvantage in Glasgow and in Scotland, and develop further sites for delivery of the service.

The Council Tax Reduction (CTR) Scheme (£357.5 million in 2020-21) continues to ensure that lower-income households are not required to meet council tax liabilities they cannot afford. Nearly half-a-million households received some level of CTR as of March 2019, and on average CTR recipients saved over £700 a year.⁶⁰ Lone parents accounted for 16% (78,180) of CTR recipients and 58% (275,800) of recipients lived in one of the 30% most deprived areas in Scotland. 37% (175,240) of CTR recipients were aged 65 or over.

Overall, 99.4% of the £1.2 billion in Level 3 budget lines analysed in this portfolio was considered likely to have a positive impact in at least one area of identified inequality for those experiencing socio-economic disadvantage.

CONCLUSION

Overall, the Communities and Local Government portfolio budget has the potential for significant positive impacts for equality groups and those experiencing socio-economic disadvantage, as well as to mitigate against existing inequalities. Local authority budgets continue to offer resource and fiscal flexibility, as well as reflecting key priorities of health and social care and educational attainment. Spend on affordable housing programmes has been maintained, along with commitments to provide more housing for social rent. Social Justice and Regeneration spend has been protected, ensuring that organisations in the field can continue to tackle poverty and remove barriers for equality groups. A key budget increase is identified to support the roll-out of the Scottish Child Payment, which will be instrumental in reducing child poverty. Spend which is new to this portfolio is dedicated to creating cohesive communities, while the Third Sector budget will continue to support organisations which deliver place-based change, widen participation, strengthen social capital and tackle inequality in a preventative way.

⁵⁹ [Additional Poverty Analysis - 2019](#) (Child poverty by whether there are under 5-year-olds or under 6-year-olds in the household - Family Resources Survey, 2015-2018)

⁶⁰ [Council Tax Reduction in Scotland, 2018-19](#)

CHAPTER 5

Crown Office and Procurator Fiscal Service

INTRODUCTION

The Crown Office and Procurator Fiscal Service (COPFS) is Scotland's sole public prosecuting authority. It acts independently in the public interest on the authority of the Lord Advocate. COPFS receives reports about crimes from the police and other reporting agencies and decides what action to take, including whether or not to prosecute. The Service also investigates deaths that need further explanation and allegations of criminal conduct against police officers.

KEY INEQUALITIES OF OUTCOME

COPFS is firmly committed to advancing equal and inclusive access to justice for all people and communities across Scotland and to promoting an inclusive working environment for its staff.

Acting in the public interest, COPFS promotes and upholds the rule of law and the protection of human rights which contributes to reducing inequality in Scotland. COPFS upholds its duties under the Equality Act 2010 and contributes to making communities in Scotland inclusive, empowered, resilient and safe through its work to investigate and prosecute crime, including sexual offences, domestic abuse and hate crime.

KEY STRATEGIC BUDGET PRIORITIES

COPFS supports the Scottish Government's National Outcomes in the National Performance Framework and the 'Justice in Scotland: Vision and Priorities' strategy. The Service contributes to delivering a just, safe and resilient Scotland in particular by:

- delivering high quality casework;
- improving its service; and
- supporting its people.

EQUALITY IMPLICATIONS OF THE DRAFT BUDGET 2020-21

Staffing and Funding

In 2019-20, the COPFS budget was increased by approximately £5 million to £117.1 million. This funded additional prosecutors and case preparers to deal with the increasing volume and complexity of serious crime, including sexual offence cases and domestic abuse cases. These offences are disproportionately committed against women, vulnerable adults and children.

The 2020-21 budget settlement will consolidate that position allowing COPFS to recruit additional staff in 2020-21 to respond to the increasing demands of its casework and to meet reasonable public expectations of service delivery.

Hate Crime

COPFS is committed to taking effective prosecutorial action in relation to hate crime offences, where there is sufficient, credible and reliable evidence to do so. The Scottish Government intends to introduce a new hate crime bill in 2020, consolidating and modernising hate crime legislation. It is likely that there will be some financial implications for COPFS when this legislation is brought into force but those implications are currently unknown.

Progress in tackling aspects of hate crime is measured by annual statistics published each year by COPFS. Racial crime remains the most commonly reported hate crime. There were 2,880 charges reported in 2018-19 (12 per cent less than the 3,249 reported in 2017-18). This continues the downward trend since a peak of 4,547 charges reported in 2011-12, and is the lowest annual total since comparative figures became available in 2003-04.

Sexual orientation aggravated crime is the second most common type of hate crime. The number of charges reported increased by 5 per cent in 2018-19 (3 per cent in 2017-18) to 1,176. With the exception of 2014-15, there have been year on year increases in charges reported since the legislation introducing this aggravation came into force in 2010.

The number of disability aggravated charges remain almost unchanged, with a 1 per cent increase in 2018-19 (51 per cent in 2017-18) to 289. With the exception of 2016-17, there have been year on year increases in charges reported since the legislation introducing this aggravation came into force in 2010.

There were 529 religiously aggravated charges reported in 2018-19, a fall of 18 per cent compared to 2017-18 and the lowest number since 2004-05, shortly after the relevant legislation was introduced.

COPFS continues to prioritise giving the victims of hate crime confidence to report such crime to the police or third-party reporting centres. Victims of hate crime are supported through the court process by the Service's Victim Information and Advice service (VIA).

COPFS also invests staff time and resources into awareness raising campaigns and educational presentations to raise awareness of individual rights and responsibilities in relation to offensive behaviour. COPFS publicises and supports the annual Scottish Government hate crime campaign and the 16 Days of Activism campaign against gender-based violence.

COPFS recognises and promotes the work of the many charities and support groups, such as I AM ME, Epilepsy Scotland, Scottish Transgender Alliance, LGBT Youth Scotland, Interfaith Scotland and the Scottish Council of Jewish Communities (SCoJeC) who represent and assist victims of hate crime. Staff engage directly with such groups, schools and local communities to encourage reporting and to change attitudes towards hate crime and offensive behaviour. For example, COPFS organises a national public speaking competition each year which aims to raise the level of public debate in secondary schools on equality and diversity issues. The number of schools participating in the competition has risen from 12 in 2014 to 57 in 2019, involving 82 teams, and now culminates in a national final in June of each year.

By continuing a longstanding engagement with specific communities, COPFS continues to focus on breaking down barriers and providing reassurance that it serves all communities in Scotland. In the most recent Scottish Crime and Justice survey (2019), 75 per cent of respondents thought that 'everyone has access to the justice system if they need it.'

Sexual Offences

The Service is committed to dealing effectively with sexual offences. While sexual offences can affect both men and women, 95 per cent of crimes of rape and attempted rape reported to COPFS and approximately 88 per cent of crimes of sexual assault had a female victim in 2018-19. Dealing effectively with sexual crime is, accordingly, a significant equalities issue in relation to gender impact.

The number of sexual offences reported to the Service has risen significantly in recent years. There were 640 new High Court level sexual offence petitions in 2018-19 compared with 484 in 2016-17, representing a net increase of 32 per cent over that two-year period. This is positive in that it means that more victims are coming forward, that more cases are being prosecuted, and more perpetrators are being brought to justice. It is worth noting that this increase in sexual offence cases is set in the context of a significant increase in the total volume of High Court business over the same period (892 new High Court level petitions in 2016-17 rising to 1,200 in 2018-19 – a 35 per cent increase).

The Service is responding, and will continue to respond, to the increase in the number of sexual offence cases. It has supported the implementation of the Vulnerable Witnesses (Criminal Evidence) (Scotland) Act 2019 which will allow children to record their evidence before a trial takes place.

The additional funding in 2018-19, allocated largely in recognition of the increased demands arising from the additional volume and complexity of sexual offences cases reported, has translated into additional prosecutors, case preparers and VIA staff.

Domestic Abuse

The robust and effective prosecution of domestic abuse continues to be a key objective for COPFS given the seriousness of the offending and the significant and enduring impact it has on victims, predominantly women and children.

The number of domestic abuse charges reported to COPFS by Police Scotland over the last 5 years has stabilised at a significantly higher level than in previous years, largely due to the prioritisation and focus on policing this type of crime. Prosecutors dealt with over 29,000 charges reported by Police Scotland in the year 2018-19. Ninety per cent of charges reported were prosecuted.

Recent legislative reforms provide additional tools to police and prosecutors and will enhance the protection available to victims of domestic abuse. These reforms include the Domestic Abuse (Scotland) Act 2018, which came into force in April 2019, which introduces a new domestic abuse offence criminalising a course of abusive behaviour, which may incorporate both violent and threatening behaviours, but also coercive control behaviours not previously criminalised. The Act also identified a number of measures aimed at increasing victim safety, including strengthening provisions in relation to Non-harassment Orders, and a new aggravation in relation to the involvement of children in domestic abuse. COPFS has undertaken training of all relevant staff and issued appropriate guidance on the legislation.

Under the leadership of the National Procurator Fiscal for Domestic Abuse, the Service will continue to ensure that its policies are appropriate and to provide specialist training for staff, including in relation to new offences, in order that these cases are prosecuted effectively and to provide an effective service to victims of such crime, the vast majority of whom are women.

Interpreting and Translation.

COPFS provides interpreting services for all prosecution witnesses who request such support and provides translation and transcription services to all witnesses and accused persons who require this. The provision of these services ensures that people whose first language is not English are able to fully participate in the criminal justice process. In recent years, there has been a reduction in the number of cases being reported to COPFS which require interpretation and/or translation services (nearly 181,000 reported in 2018-19 compared with 187,000 cases reported in 2017-18).

In 2018-19, the cost of providing such services was approximately £239,000, and in 2017-18 was £224,000. These figures reflect only the costs incurred for spoken languages and do not include costs for the provision of British Sign Language interpreters for prosecution witnesses, which was £21,000 in 2018-19 (2017-18: £38,000).

The British Sign Language Act 2015 is designed to promote and facilitate the use and understanding of British Sign Language (BSL) across the Scottish public sector and ensure deaf and deafblind BSL users are fully involved in all aspects of life, including access to justice services. To date, COPFS has created a dedicated BSL area on its public website, accessible via a BSL logo on the landing page, has created BSL versions of introductory videos and has promoted the use of a video relay system on its public website and for staff.

COPFS is a member of the cross-justice Working Group on Interpreting and Translation (WGIT). COPFS and Police Scotland jointly represented the Justice sector on the BSL National Advisory Group which helped develop the Scottish Government's BSL National Plan.

COPFS is a member of ENEI (the Employer's Network for Equality and Inclusion) and Happy to Translate.

In 2019, COPFS was ranked 51st, out of 445 organisations in Stonewall UK's Workplace Equality Index – the 8th year it has been ranked in the top 100.

CONCLUSION

COPFS will continue investment in 2020-21 to promote equality and access to justice and to mitigate the negative impact of crime for some of the most vulnerable groups in Scotland, including people with learning disabilities, children and young people, and people whose first language is not English.

CHAPTER 6

Culture, Tourism, Europe and External Affairs

INTRODUCTION

The Culture, Tourism, Europe and External Affairs portfolio seeks to promote Scotland's interests at home and abroad through European and wider International Affairs. It contributes to delivering Scotland's economic ambition by investing in Scotland's unique heritage and culture as well as its capacity for creativity, tourism and major events.

The Culture, Tourism, Europe and External Affairs portfolio has a role to play in enhancing the quality of life for Scotland's communities. This is achieved through widening access to, and participation in, high quality cultural events and opportunities, and by supporting young people's learning and creativity through engagement with culture and heritage.

KEY INEQUALITIES OF OUTCOME

One of the key challenges that the portfolio is working on is to ensure culture is accessible to all. The new national performance indicators indicate that attendance and participation in cultural events and activities is high, at 81 per cent and 76 per cent respectively. This indicator was amended in 2018 therefore figures from 2018 onwards are not directly comparable with previous years. Participation was greatest by women, younger people, those with degrees or professional qualifications, those with good physical and mental health, those living in less deprived areas and those with a higher household income. Work is ongoing in several areas of the portfolio to ensure that participation in cultural events and activities increases in less represented groups.

The Scottish Government Strategy, 'Scotland the Perfect Stage' provides the strategic focus for all those partners involved in any aspect of planning, securing, supporting and delivering events, of any size, in Scotland. The strategy is clear that festivals and events that take place in Scotland should be inclusive in nature, encourage responsible engagement, be underpinned by strong human rights practices and equality principles and seek to ensure that all of Scotland benefits from them.

Tourism presents a unique opportunity to learn from others, build communities, share ideas, embrace cultural differences and build a vibrant and dynamic economy in all parts of Scotland. Our tourism budget is largely focused on supporting VisitScotland, who have a crucial role in helping to deliver the Scottish Government's core purpose of creating a more successful country, with opportunities for all of Scotland to flourish. VisitScotland's

activities are aligned to the two key pillars of Scotland's Economic Strategy, namely increasing competitiveness and tackling inequality. VisitScotland's equality and inclusivity work has developed from primarily supporting disabled people and others with specific access requirements to a fully inclusive approach. It now aims to fully embed inclusion within all of its internal activities as well as its support to businesses in the tourism sector and its marketing to make Scotland an internationally recognised 'inclusive destination' with a resultant increase in economic, cultural, and social benefits.

KEY STRATEGIC PRIORITIES

Promoting Scotland and its interests at home and abroad is a key strategic priority for the Scottish Government. The External Affairs budget will continue to deepen Scotland's relationship with key countries in the pursuit of furthering sustainable economic growth in Scotland, increasing Scotland's profile on the world stage and contributing as a good global citizen towards the achievement of the United Nations (UN) Global Goals (including Goal 10, 'reducing inequality within and among countries'). The budget also supports the attraction of talented and skilled individuals to live, study and work in Scotland.

We will soon launch 'A Culture Strategy for Scotland' which will set out a vision for the future of how we support culture in Scotland. The strategy is built on extensive engagement with people across Scotland and centres on three ambitions: Strengthening culture; Transforming through culture; and Empowering through culture. Independent analysis indicates that there is broad support for the inclusive and democratic approach to culture outlined in the strategy and for everyone – regardless of their socio-economic background, ethnicity or where they live in Scotland – to have an equal opportunity to experience the transformative power of culture.

We will continue to invest in culture through Creative Scotland, the National Collections and the National Performing Companies. This helps to ensure that:

- Scotland's culture reaches a diverse and inclusive audience at home and abroad.
- All children and young people are encouraged to, and have the chance to, engage in culture; and that this engagement is sustained throughout their lives.

Within this portfolio, the Major Events budget will support a strong and inspirational programme of events and festivals each year. These events generate business, create jobs and boost the economy while delivering benefits to all of Scotland's communities and build on our nation's strong reputation and international attractiveness.

The historic environment is a vital part of Scottish heritage and communities and is also hugely important to the Scottish economy. The Scottish Government will work to ensure our diverse and evolving cultural heritage thrives and is celebrated, and that our historic environment and world-class collections are cared for and enjoyed by new and diverse audiences and future generations right across Scotland.

Using events of all sizes as a platform we can encourage widespread geographical spread and economic activity throughout the year, which also helps foster innovation and encourage entrepreneurship. Major events can be planned to deliver both significant impacts for host communities as well as a lasting legacy, with transport and accommodation often built into the planning process.

For example, a full inclusion plan was put in place for last year's Solheim Cup. A wide range of measures were delivered, including an accessibility guide and site map, access buddies at entrances, free-to-hire mobility scooters and toilet facilities that were gender neutral, baby-changing facilities and adult-sized changing benches, and offered free sanitary products to support period equality. The accessibility plans were commended by Euan's Guide, a disabled access review website and industry leader in visitor advice.

EQUALITY IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

Europe and External Affairs

In 2020-21, funding for the British-Irish Council remains the same as in 2019-20. We have sustained our International and European Relations budget to support us to deepen and strengthen our international presence and activity. Our relationship with Europe and Scotland's active membership of the British-Irish Council are critical to the delivery of other key strategic goals, including education, health and sustainable economic growth, which all focus on equality outcomes in their delivery.

The International Development Fund and Humanitarian Emergency Fund support international activities which seek to build upon historic and contemporary relationships that exist between Scotland, partner countries and the wider international community. This is in line with our commitment to be a good global citizen, continuing to make distinctive contributions to addressing global challenges. The overall International Development Fund and Humanitarian Emergency Fund budget in 2020-21 will be maintained with funding for International Development and Humanitarian Aid at £10 million and £1 million respectively. These funds support a range of specific projects focusing on sex/gender, disability and low-income households, covering health, education, renewable energy, civic governance and economic development.

In 2020-21 the Scottish Government will continue to support EU citizens who have made Scotland their home. We will promote our Stay in Scotland campaign; aiming to raise awareness of the UK Government's EU Settlement Scheme by providing practical information and direct support and advice to help EU citizens and their families to remain in Scotland. This work will focus on reaching more vulnerable EU citizens and those who may face barriers to applying to the Scheme. Similarly, we will maintain funding in 2020-21 for Citizens Advice Scotland to deliver dedicated national advice and information service to support EU citizens with more complex support needs, including those who may face barriers to applying for settled status such as limited digital access, language barriers or difficulties in proving residence in the UK. Together, these funding commitments will contribute to our objective to help EU citizens secure the rights that they are entitled to.

Culture, Tourism and Major Events

Creative Scotland and Other Arts support artistic work which explores and promotes equality and tackles discrimination in Scotland. Through their Equality Outcomes, Creative Scotland works to ensure that their funding support more accurately reflects the diversity of contemporary Scotland, that opportunities to engage with, and participate in, arts, screen and creative industries throughout the country, are more inclusive and accessible to everyone and that employment patterns in the arts, screen and creative industries better represent the diversity of Scotland, and their staff have a genuine understanding of, and commitment to, equalities.

Continued commitment to Creative Scotland in 2020-21 will ensure organisations can continue to deliver diverse programmes of work which are of particular benefit to equality communities.¹

In particular, we continue to support Screen Scotland, a dedicated Screen Unit within Creative Scotland. In addition to better alignment with and co-ordination of public sector support for the TV and film sector, it will also increase production and inward investment, boosting audience, company and skills development and helping increase diversity in the screen industry. Screen Scotland and Creative Scotland programmes, such as, Pact Indie's 'Diversity Training Scheme'² and TRC media's 'rad: TV' Researcher Training programme,³ which are targeted at both protected characteristics and social mobility, will continue in 2020-21.

The National Performing Companies place education and participation at the heart of their core activity to enhance the wellbeing of individuals who participate. Continued support for the National Performing Companies will ensure a range of initiatives are targeted at young people to increase access to performing arts across Scotland, such as the Royal Scottish National Opera Junior Chorus Bursary scheme, and the 'Be The Change' programme, a partnership between the National Theatre of Scotland and Renfrewshire Council, which seeks to positively reimagine relationships between care-experienced young people and care-givers.

The latest in our series of Themed Years, Year of Coasts and Waters 2020, sustains and builds upon the momentum of the preceding Themed Years to spotlight, celebrate and promote opportunities to experience and enjoy Scotland's unrivalled coasts and waters, encouraging responsible engagement and inclusive participation from the people of Scotland and our visitors.

To boost equality outcomes related to the Year of Coasts and Waters 2020 it is important to build on the successes and learning from a range of policy initiatives. These include, but are not restricted to, other Major Events that have taken place in Scotland, the preceding annual events that have already been taking place around Scotland's coasts and waters, the ongoing work of VisitScotland's Inclusive Tourism Project (especially the accessibility strand) and to link into key strategies such as 'Scotland the Perfect Stage' the National Events Strategy 2015-25.

1 <https://www.creativescotland.com/resources/our-publications/policies/equalities-in-creative-scotland>

2 <http://diversity.pact.co.uk/indie-diversity-training-scheme.html>

3 <https://trcmedia.org/training/rad/>

The equality impact assessment (EQIA) undertaken for the Year of Young People 2018 identified the potential for that Themed Year to provide quality opportunities to engage with Scotland's diverse range of young people and provide them with a significant platform to shine. Equality groups representing young people were engaged from the outset, across each of the constituent six themes. Organisations from protected characteristic groups were engaged through planning their own events and activities that aligned to the aims and objectives for the year.

Modern Scotland's sense of national identity is proudly and passionately inclusive, diverse, compassionate, open and outward-looking. Reflecting and emphasising those values, the Scottish Government continued to support a range of initiatives, under the broad banner of Scotland's Winter Festivals. These run from Scotland's National Day – St Andrew's Day on 30 November each year, across Hogmanay and culminate in Burns celebrations on 25 January.

Key delivery partners included BEMIS, a national ethnic minorities-led umbrella body supporting the development of the Ethnic Minorities Voluntary Sector in Scotland, and the Fair Saturday Foundation plus funding the Scotland's Winter Festivals Events Fund (which is administered through EventScotland). As well as boosting our key tourism and events sector (and thereby the wider Scottish economy) the events, large and small, cumulatively enhance community engagement through celebrating Scotland's national identity in an inclusive manner and internationalist spirit. Scotland's Winter Festivals help enhance the collective confidence of all our communities and affirm and promote our values of fairness, kindness, inclusivity and empowerment.

VisitScotland's budget has been maintained with additional funding for operational costs. This will enable VS to address increasing operational costs without impacting on their activities which include supporting inclusive tourism.⁴

Our Rural Tourism Infrastructure Fund has been extended by a further £3 million, bringing total investment to £9 million, and will continue to provide for the services and facilities tourists and communities need to support the sustainable growth of tourism across rural Scotland. This will include improving accessibility through increased parking capacity for key rural tourism hotspots include increased dedicated disabled parking, provision of accessible toilets, and safe pathways allowing wheelchair access to key attractions such as the development at Glenfinnan Viaduct.

Scottish Government support to the National Museums Scotland (NMS), National Galleries of Scotland and National Library of Scotland to provide free public access to the collections will continue in 2020-21, with additional funding provided to help the National Collections to deliver the pay policy.

The National Collections are committed to making an important contribution across a range of areas within the Scottish Government's priorities, particularly in terms of economic contribution by widening access and promoting participation, social inclusion and wellbeing. Engaging with more diverse audiences and encouraging participation is also about changing the nature of their relationship with the public as owners and users

⁴ (<https://www.visitscotland.org/supporting-your-business/marketing-toolkits/accessible-inclusive-tourism>)

and providing new opportunities to more diverse audiences to access the collections in different ways, including through digital, and other events tailored to meet their needs.

The National Collections continue to strengthen their strategic approach to community engagement and cultural place-making because of the important tangible benefits that culture brings to people's lives, communities and their environment. NMS launched the 'National Strategy 2016-20: Across Scotland in 2016', strengthening its approach to working nationally with a commitment to taking more of the collections to communities across Scotland – be it cultural, educational, social or economic to enhance the breath and reach of its national activity.

The collections will continue to engage extensively with schools and pupils by developing learning programmes especially tailored to meet the needs of children and teachers and delivering outreach sessions for some of the most vulnerable families in areas of multiple deprivation particularly over the school Summer holiday period.

Over the coming year, the collections will also continue to develop and deliver an active programme of events including events for Deaf/BSL using children and their families, descriptive tours for the visually impaired, events for people with dementia and a number of tailored autism-friendly sessions for targeted families to help them explore the collections. The National Collections will continue to comply with the Equality Act 2010 and the specific equality duties outlined for public bodies. The information contained in their reports on progress against these outcomes highlighting to mainstream equalities in the work they do, statements on the gender pay-gap and employee equality statistics is published on their website.

Historic Environment Scotland

Historic Environment Scotland cares for, and promotes, Scotland's historic environment, providing support for heritage building repairs, employment for those with traditional building skills, and contributing to the regeneration of Scotland's town centres. Through its new Corporate Plan, 'Heritage for All', published in April 2019, it is working to encourage greater engagement with, participation in, and enjoyment of the historic environment. This includes a direct commitment to widening opportunities for everyone to access and connect with the historic environment. The Historic Environment Scotland 'Equality Outcomes and Mainstreaming Report' outlines how it is working to deliver its public sector equality duties and sets out four equality outcomes it aims to achieve by April 2021.

Historic Environment Scotland is lead delivery body for 'Scotland's Historic Environment Strategy, Our Place in Time'. In 2020-21 this work will continue with the delivery of the Historic Environment 'Skills Investment Plan', through which Historic Environment Scotland is supporting the maintenance of traditional skills and providing young people with opportunities to develop new skills through apprenticeship and trainee schemes; and the development of a 'Built Heritage Investment Plan' for Scotland which will look at how heritage assets can be used more effectively for housing and other purposes.

In 2020-21 Historic Environment Scotland will continue their work on understanding the impacts of climate change on cultural heritage to manage the risks to Scotland's communities which are often disproportionately felt by those from disadvantages or vulnerable backgrounds. In particular, its conservation science work contributes to our understanding of the ways in which traditional buildings can be made more energy efficient and could result in lower housing and energy costs; and its Historic Environment Policy for Scotland and associated guidance, supports the re-use of historic buildings for purposes such as housing which will increase availability and affordability.

Historic Environment Scotland's Access Policy for their Properties in Care seeks to address the needs of groups who are less able to access the properties. Due to Historic Environment Scotland's capacity to generate additional income, budget reductions in this area should not have significant negative impacts on older people or those living with disabilities or limited illness who we know are the groups least likely to visit historical places. In 2020-21 Historic Environment Scotland will continue to work in partnership to promote activities at their sites which contribute to improvements in the service provided to disabled visitors.

National Records of Scotland

The budget for National Records of Scotland increased in 2019-20 to support the delivery of Scotland's Census 2021. The 2021 Census will take place on 21 March 2021, and will seek to learn about everyone in Scotland, reaching 2.6 million households and individuals living elsewhere, such as in hospitals, care homes or temporary accommodation. The census is the only survey of its kind to ask everyone in Scotland the same questions at the same time. No other survey provides the richness, depth and range of information the census does. The census is therefore key to supporting the measurement and delivery of Scotland's National Outcomes, informing decision-making across the public and private sectors.

As the census has been designed, National Records of Scotland has tested a range of equality-related questions, including questions on sexual orientation and transgender status/history. National Records of Scotland have proposed questions on these topics which, if agreed by parliament, will be asked on a voluntary basis in Scotland's Census 2021 for the first time. This would provide the first official estimate of the trans population in Scotland, the characteristics of this population and their outcomes across a range of policy areas. The sexual orientation question would build the evidence on the characteristics and outcomes for this group, addressing the current recognised gaps in evidence from existing data sources. These new questions, in combination with the existing questions on equality characteristics, are designed to provide evidence to support equality monitoring, policy development and service provision.

Work will continue on the delivery of the range of systems and services required for the 2021 Census. As part of that work, testing will be ongoing to ensure that paper and internet versions of the census questionnaire are easy to complete and comply with accessibility guidelines. National Records of Scotland will continue working with equality groups to further develop approaches to public assistance to ensure that everyone

is enabled to take part in the Census. A large-scale public test of Census systems and approaches took place in October and November 2019. The evaluation of the test will provide vital feedback to ensure that the Census works for everyone in Scotland.

Work will continue across Registration Services in Scotland, delivered by local authorities, to collect improved information on ethnicity as part of the death registration process. The ability to produce accurate death rates broken down by ethnicity will be a huge step forward in helping understand the differential outcomes for people from different ethnic backgrounds. Working with the Scottish Government, the National Records of Scotland will be continuing to plan for the implications of potential changes to the Gender Recognition process, to the potential recognition of non-binary people, aspects of registration germane to intersex people and also options for the future of civil partnerships in Scotland.

FAIRER SCOTLAND IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

The work we support on International Development aids numerous projects directed towards sex/gender, disability and low-income households, covering health, education, renewable energy, civic governance and economic development.

By continuing to invest in culture through Historic Environment Scotland, Creative Scotland, the National Collections and the National Performance Companies, we will help to ensure that Scotland's culture reaches a diverse and inclusive audience. Scottish Government support to the National Museums Scotland, National Galleries of Scotland and National Library of Scotland to provide free public access to the collections will continue in 2020-21 and will be of particular benefit to those on low incomes.

We will soon launch a Culture Strategy for Scotland which draws on the themes raised by individuals, artists and creative producers, organisations and communities across Scotland through our national culture conversation which began in 2017 and the public consultation of 2018. The Strategy recognises the intrinsic value of culture and the power of culture to inspire, enrich and transform. It presents an extended view of culture which includes the everyday and emerging, the established and more formal, celebrating culture as part of every community and essential to our lives and wellbeing. It commits to long-term change through greater collaboration and integration across culture, communities and policy development to ensure that culture's transformative power is experienced by everyone, regardless of where they live in Scotland.

The Scottish Government's long-standing investment of £127 million since 2007 in the Youth Music Initiative has made a huge impact⁵ in helping young people (aged between 0-25) across Scotland access music making opportunities and develop their wider skills and learning. In 2020-21, continued support for the Youth Music Initiative will continue to boost young people's confidence, self-esteem and personal skills and support the development of skills for wider learning, including literacy, language and numeracy skills and development.

⁵ <https://www.creativescotland.com/resources/professional-resources/research/creative-scotland-research/youth-music-initiative-impact-report-201617>

We are committed to early intervention programmes that support our young people, raise attainment, tackle inequality and empower our communities.

The Scottish Government will continue to invest in Sistema Scotland viewed as a model for social inclusion and improving the lives of children living in poverty. This will enable Sistema Scotland to cope with existing growth, expand into further areas, and develop a toolkit to facilitate wider sharing of the model, resources and learning, allowing yet more children to benefit through its inclusive teaching and learning opportunities in 2020-21. Sistema Scotland works across four areas reaching 2,500 children weekly, and has huge potential to transform lives and help tackle inequality. Independent evaluation⁶ highlights that as well as increasing the confidence, aspirations and self-esteem in the children and young people involved, Sistema Scotland is making a real and positive difference benefiting families and wider communities in Raploch, Govanhill, Torry and Dundee.

Tourism is a key sector for Scotland's economy and employs over 8 per cent of the workforce. The workforce has a relatively high proportion of young workers (32 per cent) and 42 per cent are part-time workers and only 42 per cent earn the Living Wage, which is something we are looking to address through our Programme for Government commitments to promoting fair work practices across the tourism sector by increasing the number of businesses paying the Living Wage, reducing zero-hours contracts and promoting tourism as a career of choice.

Our national tourism agency, VisitScotland, is working to embed equality and to actively promote this within the sector. Funding for VisitScotland in 2020-21 will increase to over £41 million, supporting them to deliver their key role in ensuring Scotland is an inclusive, welcoming destination, collaborating with the industry in the delivery of inclusive and accessible tourism and assisting tourism businesses to promote and provide both quality customer service and access for the inclusive tourism market. VisitScotland will continue to work with the industry and the Family Holiday Association via ScotSpirit to provide vulnerable and disadvantaged families in Scotland with a short break or day out which they otherwise would not have had. Research shows this has many benefits for the families involved including improved mental health and improved school attendance.

CONCLUSION

This portfolio has a key role in enriching people's quality of life across a range of protected characteristics and socio-economic groups. Where budgets are protected or increased, this helps to enhance access to, and participation in, Scotland's culture and heritage. It will be important to maintain current levels of investment to ensure the long-term sustainability of programmes, activities and sites.

⁶ https://www.gcph.co.uk/children_and_families/evaluation_of_sistema_scotland

CHAPTER 7

Education and Skills

INTRODUCTION

The Education and Skills portfolio has a vital role in ensuring that all children and young people, whatever their background, are able to reach their full potential. Improving the life chances of our children and young people through education, excellence and equity continues to be the principal mission of this Government. The Education and Skills portfolio is focused on changing children's and young people's lives for the better in and beyond educational settings.

The portfolio provides wide-ranging support which includes: support for children and families, focused on those in greatest need and protecting the rights of our children; early learning and childcare; school education and additional support for learners; further and higher education; student support; university research, knowledge exchange and innovation; science; the promotion of Gaelic; Community Learning and Development; and developing the skills of our current and future workforce.

KEY INEQUALITIES OF OUTCOME

The key equalities issues and barriers being tackled by the Education and Skills portfolio through targeted budget spend are characterised by differences in attainment levels and consequent inequality in social and economic outcomes for individuals with particular characteristics or experiencing socio-economic disadvantage. These inequalities are discussed in detail throughout the chapter.

At a strategic level, 'Scotland's Wellbeing Report' highlights that whilst positive progress has been made with raising national attainment levels, some significant gaps still exist for pupils by protected characteristics.¹ We know that girls outperform boys in educational attainment and that there is an attainment gap between certain minority ethnic groups, for children with additional support needs and for looked-after children and their peers. Gypsy/Traveller pupils continue to have the lowest educational attainment rates of all ethnic groups. There are also continued gender differences in subject choice, which are evident throughout school, in apprenticeships, in further education and the labour market.

¹ Scotland's Wellbeing - Delivering the National Outcomes. Scottish Government. May 2019

We also know that socio-economic disadvantage has been a key driver of poorer attainment. Children living in the most deprived areas are still less likely to achieve all the Curriculum for Excellence levels than those from the least deprived areas, although the attainment gap has been narrowing.² Moreover, evidence shows that a socio-economic gap in cognitive attainment is apparent well before children attend primary school. Children from less advantaged families perform less well at age 3 than children from more advantaged backgrounds.

Bullying is highlighted as an issue for some children and young people. The reasons why children and young people experience bullying include physical appearance, sex, having an additional support need or learning disability, sexual orientation, race or faith.³

At a later stage, participation in education, employment and training also has a socio-economic dimension and whilst the participation measure for 16-19 year olds has increased slightly between 2016 and 2018, young people from the more deprived backgrounds are less likely to be participating than those from the least deprived.⁴

Whilst the proportion of adults with a degree level qualification has increased, not everyone is equally likely to achieve this qualification. For example, women and some ethnic minority groups are more likely to have a degree level qualification, disabled people are less likely to achieve this and ethnic minority students received lower final grades for their degrees compared with White students. From a socio-economic perspective people from the most deprived communities are underrepresented at universities.⁵

Preparation and participation in the economy also has an equality dimension with women, people from ethnic minority groups and disabled people being underrepresented in Modern Apprenticeships. Reflecting the labour market, Modern Apprenticeships continue to show gender segregation within sectors.⁶

KEY STRATEGIC BUDGET PRIORITIES

The key strategic priorities of the Education and Skills portfolio are closely linked to the Scottish Government's agenda to improve outcomes for all children, young people, and their families, recognising that all children and young people are different and that some will need additional support on their learner journey to reach their full potential.

Our top strategic spending priorities are:

- To raise attainment and to close the attainment gap through prevention and early intervention, which supports young people to maximise their opportunities and tackle endemic societal issues that can cause them to fall behind economically and socially.

2 Is Scotland Fairer? EHRC. 2018

3 Is Scotland Fairer? EHRC. 2018

4 The proportion of 16-19 year olds participating in education, training or employment was 91.8% in 2017-18, an increase of 0.7 percentage points compared to 2016-17.

5 Is Scotland Fairer? EHRC. 2018

6 Is Scotland Fairer? EHRC. 2018

- A commitment to almost double children’s entitlement to high quality early learning and childcare to 1,140 hours a year from August 2020.
- Ensuring the role that the further and higher education sectors, and skills provision play in supporting inclusive economic growth is maximised, including reducing the impact of gender stereotypes. Given the additional need to be ready to respond to the economic challenges anticipated in the context of the UK’s exit from the EU, we will continue to prioritise investment in skills and training.

EQUALITY IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

EARLY LEARNING AND CHILDCARE

In 2020-21 the budget includes funding to prepare for the near doubling of the statutory entitlement to funded early learning and childcare (ELC) hours for all 3 and 4 year olds, and around a quarter of 2 year olds from August 2020.

During 2020-21 (Year 2 of a 3-year funding agreement between the Scottish Government and COSLA which was based on local authorities’ own financial plans for the ELC expansion), total Scottish Government resource of £508 million will support local authorities to offer the additional funded hours early as part of a phased implementation; to expand their ELC workforce to provide additional hours; and to manage their own change programmes. The capital budget of £121 million will enable local authorities to create new ELC provision, and to extend and refurbish existing ELC settings. The remaining ELC Directorate resource of £15.7 million will further support and enable the expansion including investment in new and expanded training and qualifications routes; development and introduction of new National Standards for ELC; and additional resource for the Care Inspectorate and Education Scotland to help funded providers to meet the quality aspects of the new National Standard.

The ELC expansion aims to deliver three main benefits for children and families:

- children’s development improves and the poverty-related attainment gap narrows;
- parents’ opportunities to take up work, training or study increase; and
- family wellbeing improves through enhanced nurture and support.

The revenue budget is due to increase in 2021-22 to reflect the new statutory requirement for local authorities to ensure all eligible children can access up to 1,140 hours per year of funded ELC.

There is already very high uptake of funded ELC in Scotland; our latest ELC census data shows near universal uptake of funded ELC by 3 and 4 year olds. Given that children growing up in disadvantaged circumstances stand to benefit the most from high quality ELC, eligibility criteria for the 2 year old offer intends to capture children facing the most disadvantage and includes looked after children and children who are subject to a kinship or guardianship order. It also includes children in families receiving support under part VI of the Immigration and Asylum Act 1999 and children whose family are in receipt of a ‘qualifying benefit’.

Approximately 11% of the total 2-year-old population are registered for funded ELC (compared with the roughly 25% that are eligible). While this has increased gradually over the last few years, it is still relatively low and the Scottish Government and local authorities are working to raise awareness and introduce data-sharing powers that will help local authorities raise awareness amongst likely eligible families. Our work includes developing a toolkit for stakeholders including trusted professionals such as health visitors and family nurses, which they can draw on when communicating with parents and carers about ELC.

A data transformation project is underway that will improve the data available nationally on the provision of statutory ELC. A significant part of the project is to improve the ELC census, which currently collects information about funded ELC registrations rather than individual children. The future ELC census (available from 2021) will be based on an individual child level collection, and will collect data on the characteristics of children accessing funded ELC, including sex, ethnicity, disability status, whether the child has any additional support needs, and the home postcode of the child (to enable analysis by the Scottish Index of Multiple Deprivation). This will allow for more substantive research on how different families use ELC in Scotland and will help to identify if there are any particular groups where uptake is not as high and where the Scottish Government and local authorities may need to focus attention on promoting uptake.

In addition, the Scottish Study of Early Learning and Childcare is a cross-sectional and longitudinal study that will evaluate the expansion of the funded entitlement to 1,140 hours. During 2018-19, baseline data was collected from children and their parents accessing 600 hours of funded ELC. In 2022-23, data will be collected from those accessing 1,140 hours. Measuring before and after the expansion allows for an assessment of the extent to which the expansion's long-term benefits have been achieved.

Equality Implications

Equalities Impact Assessments have been carried out for the ELC Expansion, the ELC Workforce, and the Learning and Wellbeing Project in order to assess the impact of the expansion on groups with protected characteristics and to identify potential opportunities to advance equality of opportunity. The following summarises the key impacts and opportunities.

Sex/Gender

The most significantly underrepresented group in the ELC workforce is men, making up only 2% of the current workforce, compared with 48% of the population in Scotland. However, since 2015 the proportion of male teachers has doubled from 3% to 6%. Subsequent to our establishment of a £50k challenge fund with our colleagues at the Scottish Funding Council, a 'Men In To Early Years' conference was held in September to share learning and best practice in recruiting and retaining men to the ELC sector.

Our research on Parents' Views and Use of ELC in Scotland found that two-thirds of the parents surveyed using ELC for a 3 or 4 year old mentioned working or looking for work as a reason for using ELC. Research has found that typically higher-paid jobs and career

progression come with less flexibility and may require someone to work full time. The expanded ELC offer with more flexible provision aims to remove a potential barrier for parents wishing to access work, training or study opportunities, especially those who need help with finding sustainable employment. Women are still more likely to be the primary carers in the family, which can restrict the type of work and working patterns they can take up. The ELC expansion therefore presents further opportunity to enable more women to work, train or study, and help to close the gender-related pay gap. Broader policies in other portfolios such as the Gender Beacon Collaborative, the What Works Centre for gender equality and work to promote fair and inclusive workplaces, all aim to shift broader gender stereotypes around work and caring.

Research, including studies from Scotland, recognise the negative impacts that gender stereotyping can have on children, and the importance of gender-equal play. The guidance on the National Standard signposts readers to the Care Inspectorate and Zero Tolerance resource to promote gender-equal play in ELC. By promoting play in ELC, which is gender equal, there will be lasting positive impacts on equality between different sexes.

Disability

To ensure that disabled children and children with ASN are able to access high quality ELC the National Standard for ELC, which all providers delivering funded ELC from August 2020 will have to meet, has criteria explicitly on inclusion which requires that the setting must comply with the duties under the Equality Act 2010. The criteria also requires that the setting will be willing to provide appropriate support, including making any reasonable changes to the care and learning environment, to ensure that children's additional support needs are not a barrier to learning.

In addition, the ELC Inclusion Fund was launched in 2018 and provides funding to ELC settings to support children with additional support needs to access their funded ELC entitlement. Funding can be awarded to pay for staff in ELC settings to receive appropriate training and funds resources, equipment and adaptations. The fund is worth £2 million over four years and invites bids from settings delivering funded ELC. A total of £521,145 was awarded to 455 applicants in 2018-19.

Race and Ethnicity

The data currently collected through the ELC census does not allow us to measure uptake of ELC by ethnicity, however, the new ELC census (to be in place from 2021) will collect information about a child's ethnicity and enable us to assess impact on this protected characteristic.

There is evidence that some minority ethnic parents are more comfortable using ELC where there is a mix of cultures and ethnic backgrounds in the ELC setting. Comparing the ELC workforce demographic data with data from the 2011 Scotland population census, indicates that a number of minority ethnic groups are underrepresented in the ELC workforce. However, around 10% of those responding to the Care Inspectorate annual return do not provide their ethnicity, making it difficult to be precise about whether minority ethnic communities are proportionately represented in the workforce.

We recognise the importance of the ELC workforce reflecting the diversity of Scotland's population. In addition to our ongoing national recruitment campaign we are actively promoting the diversification of the ELC workforce by funding the Council for Ethnic Minority Voluntary Organisations (CEMVO) to promote career opportunities with minority ethnic communities.

Age

Funding Follows the Child will increase parental choice, supported by our parental communication strategy which is designed to raise awareness of the funded ELC entitlement, support take up, and help families make informed decisions about their child's ELC entitlement. By increasing awareness and uptake of funded ELC, we expect that more ELC settings will benefit from having a wider range of young children, including children with a protected characteristic. This means that there is the opportunity for relationships between children who do, and do not, share a protected characteristic to flourish at a young age.

Fairer Scotland implication of the ELC budget

Accessing high quality ELC is associated with improved outcomes in language, cognitive and other essential skills and, importantly, these benefits have been found to be greater for children from disadvantaged backgrounds. Since children from disadvantaged backgrounds may benefit more from government-funded ELC, universally available ELC can contribute to narrowing the poverty-related attainment gap.

Evidence shows that a socio-economic gap in cognitive attainment is apparent well before children attend primary school. Children from less advantaged families perform less well at age 3 than children from more advantaged backgrounds. There is also evidence of the links between the availability of affordable and accessible ELC and employment opportunities for parents and carers. In addition, analysis of Growing Up in Scotland data has shown that children from disadvantaged backgrounds are no less likely than those from advantaged backgrounds to attend the highest quality pre-school provision.

The expansion to 1,140 hours intends to maximise the opportunity to ensure that all children in Scotland get the best possible start in life. Given the transformative impact ELC can have on children's development, particularly for children growing up in disadvantaged circumstances, a key aim of the expansion to 1,140 hours is to close the poverty-related attainment gap. With this at its heart, the policy and implementation have considered inequalities of outcome throughout.⁷ For example, our expansion planning guidance issued to local authorities in March 2017⁸ made clear that plans for 'phasing in' the expanded offer in the period to August 2020 should reflect the Scottish Index of Multiple Deprivation. This means that families and communities who stand to benefit most from the expansion also benefit first. As a result of 'phasing in', nearly

7 Scottish Government (2019): Early Learning and Childcare: Fairer Scotland Duty: <https://www.gov.scot/publications/early-learning-childcare-expansion-fairer-scotland-duty-summary/>

8 Scottish Government: A blueprint for 2020: the expansion of early learning and childcare (ELC) in Scotland - ELC expansion planning guidance for local authorities; 2017: <https://www.gov.scot/publications/blueprint-2020-expansion-early-learning-childcare-scotland-etc-expansion-planning/>

50,000 children, including over 3,600 eligible 2 year olds, are already accessing more than the minimum 600 hours to which they are currently entitled, as of the end of September 2019.⁹

CHILDREN AND FAMILIES

The new Families and Communities Fund will commence in 2020, providing up to £16 million to support third sector organisations who use early intervention and prevention to improve outcomes for children, young people, families, adult learners and communities.

This is core funding, which will support and enhance the sustainability of the third sector, including supporting the way organisations integrate equality issues into the delivery of their services.

The Scottish Government is committed to providing redress to survivors of historical child abuse in care. Legislation for a statutory scheme is being developed and will be introduced to the Scottish Parliament during 2020. We recognise that creating a new statutory scheme takes time, so in April 2019 we established the Advance Payment Scheme to ensure that elderly survivors and those who have a terminal illness benefit from our commitment to financial redress as soon as possible. The age threshold for applying to the scheme was lowered from age 70 to 68 in November 2019 following a review. To date the scheme has made advance payments to over 270 survivors. The intention is that it remains open until the statutory scheme is operational.

The Advance Payment Scheme improves access to financial redress and acknowledgement for vulnerable and historically excluded groups. Due to their age or terminal illness, such people are more likely to be disabled than the general population. Historically however, there is little analytical information available for children in care in relation to protected characteristics in Scotland. As this is the first national scheme of its kind in Scotland, with a range of uncertainty regarding the population it will serve, the impact on people because of their protected characteristic is yet to be determined.

LEARNING

The Scottish Attainment Challenge seeks to achieve equity in educational outcomes, with a particular focus on closing the poverty-related attainment gap. The Attainment Challenge focuses and accelerates targeted improvement activity in literacy, numeracy and health and wellbeing. It also supports and complements the broader range of initiatives and programmes to ensure that all of Scotland's children and young people reach their full potential. The Attainment Challenge is supported by the £750 million Attainment Scotland Fund (ASF), which comprises the following elements:

1. Challenge Authorities
2. Schools Programme
3. Pupil Equity Funding
4. Care Experienced Children and Young People Fund
5. National Programmes (Third Sector)

⁹ https://www.improvementservice.org.uk/_data/assets/pdf_file/0013/10228/elc-delivery-progress-report-december-2019.pdf

Funding is allocated to local authorities through the Challenge Authorities and Care Experienced Children and Young People (CECYP) Funds. It is allocated directly to schools through the Schools Programme and Pupil Equity Fund (PEF). Funding for National Programmes is allocated directly to the respective organisations. Guidance^{10, 11} on the use of funding is provided or explained in the terms and conditions of grant letters. Spending is stable as the funding has been committed using established methodologies for the full parliamentary term with a commitment to continue funding the ASF in 2021-22 at current levels made in the 'Programme for Government 2019-20'.

We evaluate the effectiveness of the funding through the National Improvement Framework and Improvement Plan (NIF). Evidence is demonstrating that the improvement activities being undertaken under each of the NIF drivers of improvement (school leadership, teacher professionalism, parental engagement, assessment of children's progress, school improvement, and performance information) are helping to deliver a narrowing of the attainment gap across the key measures, which have been assessed since the 2018 NIF and Improvement Plan were published.

Of the 11 key measures to assess progress, six are showing a small narrowing of the gap albeit due to a mixed underlying picture and to varying extents. For the other five measures, two are showing little change in the size of the gap; one measure is showing a small widening of the gap; one measure has not had any more up-to-date information made available in order to assess its progress; and one measure we cannot now compare directly over time, as there has been a change in the underlying process which has affected the reporting of this information. More detail is provided on pages 19 to 24 of the NIF.

Equality Implications

An Equality Impact Assessment (EQIA) was undertaken to consider the potential impact of the Scottish Attainment Challenge on children and young people with protected characteristics and to identify potential opportunities to advance equality of opportunity for pupils with protected characteristics.

The process identified that some groups with protected characteristics, for example some ethnic minority groups and those with disabilities, are overrepresented in the lower Scottish Index of Multiple Deprivation (SIMD) quintiles. Evidence also shows that some children with protected characteristics and children and young people living in areas of deprivation perform less well than the general school population. Therefore, some children and young people have more significant barriers to learning because they are affected by deprivation and may also face additional barriers as a result of protected characteristics.

The EQIA process did not identify any indirect or direct discrimination through the policy intention, design or activity being implemented as part of the Attainment Challenge and has identified some areas where opportunities for pupils with protected characteristics might be advanced.

10 [PEF Operational Guidance](#)

11 [CECYP Fund Operational Guidance](#)

A number of actions are underway to ensure that the Attainment Challenge promotes the duties of the Equality Act. For example:

- The National Operational Guidance and grant terms and conditions for Pupil Equity Funding require that schools should promote equity by taking into account equality groups when planning support and interventions.
 - For example, disadvantage relating to: a protected characteristic (disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender) and sexual orientation); a need for which they require additional support; being looked after; or having caring responsibilities.
 - The Grantee (the relevant local authorities) should consider additional steps that might be required to close the educational attainment gap for pupils affected by poverty who also experience disadvantage for other reasons. For example, disadvantage related to: a protected characteristic (as defined in the Equality Act 2010); a need for which they require additional support; being looked after; or having caring responsibilities.
- Tools and resources on the National Improvement Hub include examples of effective interventions that apply to all children and young people, including those in equality groups.
- Many of the strategies deployed in the Scottish Attainment Challenge such as reciprocal reading, communication support from speech and language therapists, nurture, etc. provides help for children with ASN.
- Any equality issues identified through school inspections by Education Scotland will be highlighted to the Attainment Challenge team by HMI and reviewed to ensure that there has been no unintended consequence on the protected characteristics as a result of the Attainment Challenge.

Inequalities in outcomes for people who are socio-economically disadvantaged

The Attainment Challenge is intended to be inclusive. Targeting resources, through the Attainment Scotland Fund, to children and young people is expected to have a positive impact on the lives of children and young people affected by poverty, including those in the equality groups.

To enhance the support provided to children and young people with additional support needs the Scottish Government is providing £15 million of funding, this year, to further support the provision of front-line staff, contributing to the improvement of outcomes for children and young people with additional support needs. This work is in addition to guidance on improving educational outcomes for Gypsy/Traveller children and the national approach to anti-bullying, promoting respect for all.

ADVANCED LEARNING AND SCIENCE

We will continue to drive forward our Widening Access programme, which supports our ambition that a child born today in one of our most deprived communities will have the same chance of attending university as those from our least deprived communities. Four main areas of budget allocation cover activities that include work to further equalities in Further Education (FE), Higher Education (HE) and Community Learning and Development (CLD):

- The HE resource budget, delivered via the Scottish Funding Council (SFC), enables universities to deliver their core teaching and research activity as well as providing non-core funding for a range of strategic projects and support for Scotland's Innovation Centres. Scottish Government funding provides around 40% of total university income, and provides a stable foundation on which they can build and leverage money from other sources.
- The Higher Education Student Support (HESS) budget provides financial support to Scottish-domiciled and EU students undertaking HE courses in Scotland, and Scottish-domiciled students studying in the rest of the UK. This includes the provision of free tuition in HE. The HESS budget is administered by the Student Awards Agency Scotland (SAAS).
- The college resource budget funds a variety of activity, including college teaching, and part-funds the Flexible Workforce Development Fund, through which employers' skills needs in key sectors are met. It also supports funding for a range of key Ministerial priorities in FE including funding college bursaries and childcare and discretionary (hardship) funds. These funds enable disadvantaged learners to participate in FE and access opportunities to upskill and gain qualifications, thus improving their employability and in turn Scotland's productivity.
- Budget allocation to CLD allows us to work with the CLD sector to support targeted learning which aims to improve life chances and empower communities. CLD services and organisations predominantly work with those furthest from mainstream provision, or who face barriers to inclusion. Budget allocation to the youth work sector through Youthlink Scotland and Youth Scotland supports policy development and capacity building within the youth work sector. Through youth work, many young people who may experience less favourable outcomes, can be supported to engage or re-engage with learning.

Equality Implications of Higher Education Resource

Gender

At present, slightly more women than men attend university in Scotland. Attainment of female first-degree qualifiers at HE providers in Scotland is slightly higher than males for first-class honours and second-class honours.

According to the SFC Gender Action Plan, the gender imbalance of Scottish Domiciled Undergraduate Entrants at university was 17.2 percentage points in 2016-17. Women accounted for 58.6% of entrants.

The SFC Gender Action Plan includes the overall ambition that by 2030 no college or university subject will have a gender imbalance of greater than 75% of one gender; and that the proportion of men studying at undergraduate level at university will be at least 47.5%.

Nine subjects¹² have been identified as having the greatest gender imbalance. Across all but one of these subjects (engineering), the majority gender proportion of Scottish Domiciled Undergraduate Entrants at university has increased or remained the same since 2011-12, i.e. the gender balance has not improved, or has worsened.¹³

Disability

In 2018-19, 13% of enrolments at Scottish HE institutions (HEIs) were identified as having a known disability – this is an increase of 1 percentage point since 2017-18. This figure has increased steadily since 2014-15.

Race and Ethnicity

In 2018-19, 91% of enrolments at Scottish HEI's identified as White. This is a decrease of 1 percentage point since 2016-17. This figure has decreased slightly since 2014-15.

At HE providers in Scotland, HE student enrolments identifying as:

- Black has remained at 2% from 2014-15 to 2018-19;
- Asian has remained stable at around 4% from 2014-15 to 2018-19; and
- Mixed ethnicity has remained at 2% from 2014-15 to 2018-19.

The SFC, with the support of the Scottish Government, is leading on taking forward the relevant recommendations of the Equality and Human Rights Commission Inquiry into Racial Harassment in British Universities entitled 'Tackling racial harassment: Universities Challenged' (October, 2019). This includes work taken forward by Advance HE, directed by staff and students with lived experience of racism to develop resources to support institutions tackle the causes of racial harassment.

Independent of this Inquiry the SFC is entering into a formal Memorandum of Understanding with EHRC in order to reduce the burden of equalities reporting for institutions and better focus on actions to tackle persistent inequalities. A Data Expert Group will be established to identify persistent inequalities across the sector. Membership will include the SFC, the Scottish Government, EHRC and sector representatives.

¹² Male dominated subjects: Engineering; Computer Sciences; Architecture, Building and Planning; Technologies. Female dominated subjects: Nursing; Social Studies; Training Teachers; Psychology; and European Languages & Related Subjects

¹³ SFC, (2019), Gender Action Plan Annual Progress Report

Higher Education Student Support (HESS)

The HESS budget provides bursaries and access to student loans and free tuition in order to support young people and adult learners to access educational opportunities and support entry to future employment. This is a demand-led line, and expenditure is directly proportional to the number of students and the rates of payments.

Free tuition benefits over 120,000 undergraduates each year studying in Scotland, contributing to the delivery of fair access. Whilst free tuition is fundamentally important to fair access, it is not sufficient by itself to deliver fair access. Through the Commission on Widening Access, further work is being done and progress is being made to address the disparity in university entrance, retention and qualification that people from SIMD20 areas have historically experienced.

Commission on Widening Access

The Commission on Widening Access's interim target is for students from the 20% most deprived backgrounds to represent at least 16% of full-time first degree entrants to Scottish universities by 2021. By 2030, the target is for students from the 20% most deprived backgrounds to represent at least 20% of entrants to higher education.

The Scottish Government accepted all the recommendations from the Commission and has been driving forward implementation through its Access Delivery Group. Since the Commission reported, we have seen improvements in entrance, retention and qualifications for people from SIMD20 areas. Latest statistics show that we are now only 0.1 percentage points away from the Commission's interim target for 2021:

- Entrants: 15.9% of Scottish full-time first degree entrants to Scottish universities were from the 20% most deprived areas (SIMD20) in 2018-19.
- Retention: The percentage of entrants from the 20% most deprived areas (SIMD20) returning to study in year 2 of their degrees increased to 89.4% in 2017-18 (the figure for the overall sector is 92.5%; this difference in retention between the most deprived areas and the overall sector has decreased by 1.3 percentage points since 2016-17).
- Qualifiers: In 2017-18, 13.4% of Scottish domiciled full-time first degree qualifiers from university were from the 20% most deprived areas in Scotland (increase from 13.1% in 2016-17).

Bursary and Grants budget

Alongside HESS, free tuition support, the bursary and grants budget helps to support specific groups. The Scottish Government:

- continues to provide the care-experienced bursary at £8,100 for eligible students and has committed to extend this to individuals aged over 26;
- provides a minimum income guarantee of £7,750 per year in bursaries and loans to support students from the lowest income households;
- provides Discretionary Funds to HEIs to distribute to support eligible students experiencing hardship with a priority given to those most vulnerable;

- provides funding to help with the costs of childcare for eligible students; and
- provides additional financial support for eligible disabled students to support access.

The number of supported full-time students has increased by 0.7% between academic sessions 2017-18 and 2018-19, and by 13.9% between academic sessions 2009-10 and 2018-19.

A total of £280.3 million was paid out in fee support in academic session 2018-19 (up from £278.0 million in academic session 2017-18). £222.9 million was paid out for tuition fees (down from £223.5 million) and £57.4 million was paid out in fee loans (up from £54.5 million). The majority of fee loans were paid out to postgraduate students (5,895). The average undergraduate fee loan awarded (£8,620) was almost double the average postgraduate loan awarded (£4,660).

Non-repayable bursaries and grants are available to help students who meet certain criteria to access education. The number of full-time students receiving a bursary and/or grant in academic session 2018-19 increased by 1.7% compared to academic session 2017-18. The total amount awarded was £80.3 million at an average of £1,470 per student.

Equality Implications

Sex/Gender

In 2017-18, there were more female students being supported by SAAS than male: 83,740 female students, or 56.6%, compared to 64,180 male students, or 43.4%. The percentage of female students increased since 2016-17 (when the figure was 56.0%), and has been increasing gradually since 2008-09, when 52.5% of students were female.

In 2018-19, the majority of part-time students were female (72.9%). Over three-quarters of all part-time students were aged over 25 (81.1%). The age profile variation for both male and female students is broadly similar.

In 2018-19, SAAS provided a total of £3.8 million in Lone Parents' Grants, making payments in 3,210 instances. The vast majority of lone parents are women.

Care experience

Care experienced students are also benefiting, with the number of individuals receiving the HE care-experienced bursary increasing to 840 in 2018-19, up from 545 in 2017-18.

The Scottish Government has committed to continue funding to provide care-experienced individuals with a bursary of £8,100 per year. The 'Programme for Government 2019-20' has also committed to remove the current upper age limit of 26 years, so that care experienced individuals over the age of 26 can access this bursary.

Age

The main bursary for individuals aged under 25 with lower household incomes is the Young Students Bursary, which provided £43.4 million to 30,825 students in 2018-19.

Students aged 25 and over with lower household incomes can access support via the Independent Students Bursary, which provided £15.8 million to 19,180 students in 2018-19.

Disability

4,895 full-time students received Disabled Students' Allowance (DSA) in academic session 2018-19, an increase of 5.2% compared to academic session 2017-18. The total amount awarded was £9.7 million, at an average of £1,990 per student.

Discretionary fund

The discretionary fund provides financial support to students who have difficulty entering Higher Education for financial reasons, or have financial difficulties while they study. There were 11,715 instances of assistance in academic session 2017-18, providing £12.8 million of support at an average of £1,100 per instance. Discretionary fund support was most typically provided for general living expenses – payments of this nature were issued 9,445 times at an average of £1,140 per instance.

A separate discretionary childcare fund is available for students to apply for help towards registered or formal childcare costs. There were 950 instances of support in academic session 2017-18, providing £3.7 million of support at an average of £3,870 per instance.

In keeping with Commission on Widening Access priorities, students from the most deprived areas of Scotland receive more support per student than students from the least deprived areas of Scotland: £7,100 per SIMD20 student compared to £5,820 per SIMD80 student. Students from the most deprived areas are more likely to receive a bursary and/or grant than those from less deprived areas: 67.2% of SIMD20 students receive bursaries or grants, compared to 22.0% of SIMD80 students.

Mental Health and Wellbeing, and Equally Safe in Colleges and Universities

The 'Programme for Government 2018-19' underscored the Scottish Government's commitment to student mental health with provision for more than 80 additional counsellors in Further and Higher Education over 4 years, with an investment of around £20 million. Institutions are receiving more than £3.6 million in academic year 2019-20. An additional £50,000 per year for two years has been allocated to the SFC, to support implementation, including to support equity of access to counselling support by all students across both sectors.

Our aim is to support equity of access to counselling support across colleges and universities, informed by equality principles and shaped by robust monitoring and evaluation data for the first year, such that the student experience of accessing counselling services is comparable across both sectors, recognising that needs and

approaches are diverse. We will work with the sectors and stakeholders through the Scottish Government's Student Mental Health and Wellbeing Working Group to develop this over the four years of the additional counsellor commitment, and reflect this in the approach in future years to allocating funding.

Colleges and universities should be places where students can live, study and research free of sexual harassment and gender-based violence (GBV). The Equally Safe in Colleges and Universities Working Group's Work Plan (June 2019) will continue to support further progress on this, and we will look to continue to invest in work to support this.

College Resource

Scotland's colleges play a central role in delivering inclusive economic growth in Scotland, providing learning opportunities to a demographic which extends from school age right across the working-age population. With their role in delivering for learners, the economy, society and their reach, colleges have an impact on all of the national outcomes, but most particularly on education, inclusive economic growth, communities and fair work.

Through the upskilling of learners across further and higher education levels, increasing their employability and productivity, colleges play an important role in improving participation levels and the reduction of child poverty (given the proportion of college learners who are also parents). The benefits to individuals associated with increasing qualification levels and improvements in employment outcomes also have a significant and positive impact on wellbeing, as well as supporting economic return. Colleges also make a contribution to developing the new thinking and technologies, which are central to tackling climate change.

Equality Implications

Sex/Gender

The SFC's [Gender Action Plan](#) outlines key issues that the college and university sector are to work to address.

For colleges, these are:

- By 2021, increase by five percentage points the minority gender share in each of the 10 largest and most imbalanced 'superclasses' among 16-24 year olds.
- By 2030, no subject has an extreme gender imbalance (75:25).

Gender segregation of college superclasses¹⁴ reflects occupational gender segregation in the wider labour market, and contributes to the gender pay gap; women more typically undertake qualifications in subjects which lead to jobs in industries with lower wages (e.g. childcare), whereas men more typically undertake qualifications in subjects which lead to jobs in industries with higher wages (e.g. engineering). Occupational segregation and the gender pay gap persists despite women's on average higher attainment in university qualifications.

¹⁴ Superclasses are subject groups in colleges.

The SFC's Gender Action Plan includes Developing the Young Workforce (DYW) KPI 8: 'Increase by 5 percentage points the minority gender share in each of the 10 largest and most imbalanced college superclasses by 2021'. The average minority gender share across the 10 largest and most imbalanced college superclasses is currently 8% – the target is currently 10%.

The minority gender share currently ranges from 3% in Building/Construction Operations to 16% in Engineering/Technology (general). The minority gender share increased by at least one percentage point in six out of the 10 largest and most imbalanced college superclasses between 2015-16 and 2016-17.

National Improvement Programme

Disability

For students with a declared disability, successful completion rates for college courses lasting 160 hours or more increased to 67.0% in 2017-18, up from 66.5% in 2016-17. Students with a disability underperform against the comparator group and have a similar success rate to those from the 10% and 20% most deprived postcode areas.¹⁵

Race and Ethnicity

In 2017-18, 71.4% of minority ethnic students on college courses lasting 160 hours or more successfully completed their course, compared to 69.8% for all enrolments lasting 160 hours or more. The overall sector figure indicates that those students from an ethnic minority background outperform the 'all enrolments' comparator group.

Age

For learners aged 25 and over, successful completion rates for college courses lasting 160 hours or more increased to 73.3% in 2017-18, up from 73.0% in 2016-17.

SIMD

Between 2015-16 and 2017-18 there was improved attainment for college students on courses lasting 160 hours or more from the 10% most deprived areas. The successful completion rate for college courses lasting 160 hours or more increased to 66.3%, up from 65.7% in 2015-16.

For students from the 20% most deprived areas, successful completion rates for college courses lasting 160 hours or more increased to 66.6% in 2017-18, up from 66.2% in 2016-17.

Care Experience

Attainment for care-experienced students continues to be well below the national average (55.0% compared to 69.8%, for students on courses lasting 160 hours or more). Overall, sector figures show that care-experienced students are more likely to withdraw from their course and less likely to successfully complete than any of the other reported key interest groups.

¹⁵ College Performance Indicators

YOUTH EMPLOYMENT AND SKILLS

Our aim is that every young person in Scotland can make the right choices about their education and skills and be confident that they are making the right decisions.

In 2020-21, we will continue to ensure that apprenticeship opportunities are open to all by investing over £224 million to support Skills Development Scotland (SDS). SDS are responsible for a number of key Ministerial targets, such as delivering 30,000 apprentice starts. These costs enable SDS to deliver against these targets and contribute to a number of National Outcomes including Children and Young People, Education, Fair Work and Business, Communities, Economy and Health.

The programmes that SDS deliver help ensure that individuals can increase their work-based and employability skills to ensure they are ready to enter the labour market. They also provide advice on career change and re-skilling. Through their skills planning work, they ensure that the population have the right skills in place to help future demand needs and through the Career Information, Advice and Guidance programme, they ensure that Scotland's current and future workforce have the correct skills that they require to achieve their potential. SDS continue to work with partners to take forward and monitor the measures set out in the Equality Action Plan (EAP) for Apprenticeships in order to better advance equality in relation to the labour market. The plan outlines the contribution towards achieving the ambitions from Developing Scotland's Young Workforce.

The EAP sets out the scale of the challenge relating to occupational segregation and inequality in Scotland's Apprenticeship Programme, and the requirement for all partners to work in collaboration to tackle culturally ingrained challenges. It includes specific improvement targets for Apprenticeship participation by disabled people, minority ethnic groups and care experienced, and aims to tackle apprenticeship areas where there are gender imbalances.

Equality Implications

Evidence shows that the number of Modern Apprenticeships (MAs) starts identifying as disabled has increased year on year in line with targets set. There will be a continued focus to support disabled people to access and achieve MAs with a focus on those with complex need.

MAs continue to reflect the gender imbalance in the wider workforces which is accentuated by the fact that the biggest occupational grouping is construction and related apprenticeships where 2% of participants are female. There has been a drive to increase the numbers of apprenticeships in STEM sectors, which tend to be traditionally male dominated.

Positive progress is illustrated by the number of female starts in construction and engineering, being the highest in the past five years. Male starts in Sports, Health and Social Care and in Administration and Related are also at the highest number in the past five years. There is some incremental progress in the participation of ethnic minority individuals in MAs, however, this is not at the level hoped for. There has also been a

slight decrease in the percentage of MA starts who are care experienced and this will be monitored to determine if a trend is established. Whilst progress is being made, there are still some key areas to drive forward change.

Gender Balance

More males than females started MAs at all levels in 2018-19. The 2018-19 gender breakdown of MA starts was 62% male to 38% female. The proportion of female starts decreased by 0.04 percentage points since 2017-18.

Disability

The 2018-19 proportion of MA starts in 2018-19 self-identifying an impairment, health condition or learning difficulty is 14.1% (3,771), which is 2.8 percentage points higher than 2017-18. Last year, 2,954 MA starts self-identified an impairment, health condition or learning difficulty.

Race and Ethnicity

The 2018-19 proportion of MAs who self-identify as being from a Mixed or Multiple; Asian; African; Caribbean or Black; and Other ethnic group is 2.3% (621) of MA starts, slightly higher than in 2017-18 (increased by 0.4 percentage points).

Care Experienced

In 2018-19, 1.5% of MA starts self-identified as care experienced. This is compared to 1.6% in 2017-18, a decrease of 0.1 percentage points.

Foundation Apprenticeships

Positive progress can be seen in Foundation Apprenticeships, where female starts have progressively increased from 49.7% in Cohort 1 (2016-18) to 56.5% of starts compared in Cohort 3 (2018-20).

Graduate Apprenticeships

We recognise that there is still work to be done in getting more women into Graduate Apprenticeship roles, and SDS is working in partnership with a range of organisations to address gender imbalance in Scotland's Apprenticeships family. However, there has been an increase in female participation in Graduate Apprenticeships over the past year, rising from 18% of starts in 2017-18 to 34% in 2018-19.

An important initiative has been recently introduced to tackle gender segregation. The Scottish Apprenticeship Advisory Board (SAAB) Group Board recently considered current trends within apprenticeships and identified a need to provide visible, industry leadership to this issue by setting up a Gender Commission to address gender imbalance.

SDS's Ethnic Intersectionality Pilot, has been extended into 2019-20. The Enhanced Recruitment Incentive for Intersectional Ethnicity Apprentices (the Incentive) is part of the SDS Equality Action Plan for apprenticeships. The purpose of the intervention is to trial an approach to support the SDS contracting model, which encourages participation of people from a minority ethnic background who may also experience additional barriers to their participation in Modern Apprenticeships.

Inequalities in Outcomes for People Who Are Socio-economically Disadvantaged

Analysis of MA starts in 2018-19 by Scottish Index of Multiple Deprivation (SIMD, 2016) involved the matching of MA postcodes (based on home address) to SIMD data. The proportion of MA starts who live in the 10% most deprived areas (decile 1) continues to be higher than those who reside in the 10% least deprived areas (decile 10). 11.7% of MA starts in 2018-19 lived in the 10% most deprived areas in Scotland, 12 lower than 2017-18 (-0.5 pp). The analysis shows 24.3% of MA starts in 2018-19 lived in the 20% most deprived areas (a decrease of -0.4 pp on 2017-18), compared to 13.7% in the 20% least deprived areas (+0.4 pp compared to 2017-18).

However, the Longitudinal Education Outcomes Modern Apprenticeship data was published on 24 September 2019. The release provides statistics on 2016-17 median earnings of Modern Apprentices who completed in their apprenticeship in 2011-12, broken down by characteristics such as gender, occupation, and SIMD quintile. The data showed that individuals from the 20% least deprived areas were earning £4,500 more than individuals from the 20% most deprived areas 5 years after completion.

Whilst outcomes from SDS budget spend show some underrepresentation and disparities in outcomes, which can be seen across education and in the wider workforce, the Scottish Government recognises that they cannot be addressed by a single measure and working in partnership is critical to the future success of the EAP.

Addressing the gender imbalance in some sectors remains a challenge and there are significant cultural and societal inhibitors in our society which result in gender bias and stereotyping, which is reflected in apprenticeships. The Scottish Government, through SDS support, remain absolutely committed to affecting change within the education and skills system and will continue to work closely with partners from the public, private and third sectors to combine expertise and resources.

CONCLUSION

Investing in the learning and development of Scotland's children and young people remains of the utmost importance to the Scottish Government. Key to this is working across the education system, to reduce the attainment gap and to focus on addressing gender differences in subject choice and destination. There is a recognition that only by removing barriers can children and young people achieve the most they can in life. With differences in cognitive attainment being visible even before children attend school the expansion of free, high quality early learning and childcare is a significant commitment to positive change. The ongoing wide-ranging work to close the attainment gap aims to ensure that all children, regardless of their background have the same chance to reach their full potential. The range of opportunities for learners of all ages and backgrounds in the tertiary education system continues to help people increase their skills, develop new skills and to take up employment opportunities when they are ready to enter the workplace.

CHAPTER 8

Environment, Climate Change and Land Reform

INTRODUCTION

The Environment, Climate Change and Land Reform (ECCLR) portfolio is responsible for protecting and enhancing Scotland's environment, leading action to tackle the global climate change emergency, driving forward land reform and investing in policy-relevant research.

A significant part of this portfolio's budget goes towards funding public bodies and other organisations that invest in our natural resources, manage our land and seas, or deliver other priority work.¹ There are approximately 3,500 people directly employed in these organisations.

The pressing demands for this portfolio are reducing emissions and developing a low carbon economy; protecting nature and improving the quality of our air, land, seas and fresh water; improving the way that land and sea is owned, used and managed; managing the marine environment; investing in Scottish Water; reducing waste and tackling flood risk.

KEY INEQUALITIES OF OUTCOME

This portfolio faces a number of equalities challenges. We know that the effects of environmental and climate change do not affect people equally, and certain groups are more vulnerable than others. The ability of some people to adapt to climate change impacts is also variable with those from lower income groups or living in more deprived areas often facing the greatest challenge in being able to adapt, for instance to the increased flood risk likely to be a key impact of climate change in Scotland. Overall, the groups who are most likely to be directly or indirectly affected by spend in this portfolio include older people, disabled people, those with existing health problems, rural, island or coastal communities, younger people and future generations, those on lower incomes, and people living in deprived areas including those in fuel poor households.²

1 Scottish Water, Scottish Natural Heritage, Scottish Environment Protection Agency, the two National Park Authorities, the Royal Botanic Garden Edinburgh, Scottish Land Commission, Crown Estate Scotland and Zero Waste Scotland

2 Climate Change (Emissions Reduction Targets) (Scotland) Bill Joint Equality Impact, Children's Rights and Wellbeing impact assessments and Fairer Scotland assessment – Results; <https://www.gov.scot/publications/climate-change-emissions-reduction-targets-scotland-bill-equalities-impact-assessment/>; UK Climate Change Risk Assessment 2017: Evidence Report: Summary for Scotland; Committee on Climate Change https://www.adaptationscotland.org.uk/download_file/view_inline/393

Certain groups are more vulnerable to the impact of poor air quality than others such as those with existing health conditions. Those from lower socio-economic groups and older people may be more likely to develop cardiovascular diseases that can be aggravated by poor air quality. Socio-economic disadvantage can limit options for households to move away from polluted areas.³

The consequences of extreme weather events such as flooding can disproportionately impact certain groups and exacerbate inequality. Older people, those in remote and coastal areas, dispersed rural communities and deprived urban areas are disproportionately affected by flooding. This is because those on lower incomes are more likely to live in poorly insulated and adapted housing and may lack funds to make improvements. They are also more likely to be renting accommodation without the scope to alter their own dwelling. Those with reduced mobility may also be more negatively affected by flooding as they are more likely to live on the ground floor. Some of these groups also tend to have lower insurance availability. This can prolong the negative impacts of flood risk or extend the recovery period after a flooding event. Flooding can also exacerbate ill health through bacterial or fungal growth in dwellings affected by flooding.⁴

We are also seeing an increased impact on mental health, especially as younger people grow increasingly anxious about the global climate emergency.⁵ Evidence shows that green spaces can help people live active lives and have a positive impact on mental health, yet certain groups are less likely to visit the outdoors. For example we know that adults living in the most deprived areas are less likely to visit the outdoors than other people, and they are also less likely to live within a 5 minute walk of green space.⁶

It is worth noting that certain industries such as sea fisheries and aquaculture are known to employ more men than women. Traditionally, women have tended to play supporting roles in the fishing industry as partners/spouses of fishermen and their economic contribution may not be directly accounted for. The implications of this should be taken into account when investing in these industries.

KEY STRATEGIC BUDGET PRIORITIES

This portfolio supports climate change policy development and delivery, and provides funding for local communities to take action on climate change. It also protects and enhances Scotland's natural environment and resources, to achieve a cleaner, greener Scotland, improving drinking water and air quality, addressing flood risk and bringing benefits to wildlife, ecosystems and biodiversity.

³ Doherty, R.M. Heal, M.R. O'Connor, F.M. Climate change impacts on human health over Europe through its effect on air quality. *Environmental Health*, Vol 16 (S1):33-44 2017:33

⁴ Paavola, J. Health impacts of climate change and health and social inequalities in the UK; *Environmental Health: A Global Access Science Source* 2017 16:61-76; Benzie, M. Social justice and adaptation in the UK, *Ecology and Society* 2014 03:19 (1) 492-501; <https://www.climatejust.org.uk/messages/people-low-incomes>

⁵ Clayton, S., Manning, C. M., Krygsman, K., and Speiser, M. 2017 *Mental health and our changing climate: impacts, implications, and guidance*; Washington, D.C.: American Psychological Association, and ecoAmerica

⁶ Scottish Household Survey 2018 <https://www.gov.scot/publications/scotlands-people-annual-report-results-2018-scottish-household-survey/pages/10/>

Two of the Scottish Government's key strategic priorities are to respond to the twin challenges of the global climate emergency and biodiversity loss. Tackling these challenges requires different portfolios across government to work together.

The transition to a low carbon society is a key part of tackling the global climate emergency and an essential investment for the welfare of all our people, and we are progressing ambitious programmes on the circular economy including a deposit return scheme for drinks containers and other waste reduction measures. Marine Scotland is also focusing on a number of key priorities that support the transition to a low carbon economy and tackling climate change.

Taking targeted action to reduce greenhouse gas emissions will directly impact positively on the health and wellbeing of all our communities and help to mitigate certain climate change consequences for more vulnerable groups.

It is important that this portfolio's outcomes are delivered in a way that benefits all of Scotland's communities and does not have a direct or indirect negative impact on any particular group or community including those with protected equalities characteristics or facing socio-economic disadvantage. Steps should be taken to ensure that opportunities afforded through our investments are equally available to everyone. The Just Transition Commission was set up to advise Ministers on a fair transition to a climate neutral Scotland with the aim of ensuring this.

EQUALITY IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

The overall picture is one of relatively little change from 2019-20, with an overall small increase in the portfolio's budget, and some adjustments within the portfolio.

Climate change

Spending on climate change policy development and implementation will remain unchanged at £1.1 million. The budget supports this portfolio's climate change co-ordination work, which is needed to take forward our responsibilities under Scotland's climate change legislation. Our ambition is to transition to net zero emissions of all greenhouse gases in Scotland for the benefit of our environment, our people and our prosperity and the work to do so will present an opportunity to shape a fairer and more equal society. We will update our Climate Change Plan to show how we will meet the more ambitious targets in the Climate Change (Emissions Reduction Targets) (Scotland) Act 2019.

In general, action to reduce emissions is most likely to have a beneficial impact on those who are most affected by climate change: those living in rural or island communities; lower income or deprived communities and fuel-poor households. Interventions to reduce climate change are of particular importance to children and younger people who are the next generation. Climate change interventions are co-ordinated by many other policy directorates across the Scottish Government and it will be important that equalities and fairer Scotland impact assessments are undertaken for individual climate emission reduction policies wherever they are being delivered.

We are continuing our work to ensure that Scotland is climate-ready with our second Climate Change Adaptation Programme. This sets out a five year strategy to prepare Scotland for the challenges that we will face as our climate continues to change in the decades ahead. It sets out more than 170 policies and proposals to protect communities, infrastructure and the natural environment from the threats posed by extreme weather, flooding and coastal erosion. These will benefit all those who are vulnerable to flooding and extreme weather events. We know that climate change is expected to exacerbate current vulnerabilities and inequalities, and adaptation measures will be of greater importance for disadvantaged groups, such as those from lower income groups, those living in deprived areas or those in remote and coastal areas.⁷

We are also working with the Scottish Flood Forum and stakeholders to deliver the Living with Flooding action plan which promotes property flood resilience. Making homes more resilient to flooding will be of benefit to those groups that are most often affected by it.

Through the work we have done in the first Climate Change Adaptation Programme we now have better understanding of which people are at risk of flooding but there are still evidence gaps. For example, there is more to do to understand the vulnerability of housing and infrastructure and the uptake of sustainable drainage. Older people are more vulnerable to climate-related health risks such as extremely hot and cold weather and they are more vulnerable to the health consequences of overheating in buildings. The adaptation of health and social care services to account for these vulnerabilities is therefore an important priority for the second Climate Change Adaptation Programme.⁸

The Sustainable Action Fund will increase by £9.1 million to £28.7 million. The increase is to fund additional commitments on climate change such as the UN Climate Summit, COP 26 (discussed below), as well as ongoing commitments to the Climate Justice Fund and Climate Challenge Fund.

The Climate Justice Fund supports projects in Malawi, Zambia, Tanzania and Rwanda to address water quality and scarcity, and increase communities' resilience to the impacts of climate change. This work has a positive impact on inequalities on a global scale as the poorest and most vulnerable people, including women and children are often most affected by climate change.

The Climate Challenge Fund supports communities in Scotland to take action on climate change. This includes the creation of Climate Action Hubs. The Climate Challenge Fund has the potential to be of particular benefit to those on low incomes and other equalities groups by providing free energy advice and support to help people out of fuel poverty, providing access to free, locally grown food including cooking classes, and access to free or subsidised bikes and cycle training to improve health and provide free or low-cost transport. It is expected that this could particularly benefit women, including older women, and others suffering social isolation, by providing people with opportunities for socialising and gaining new skills. Younger people also have

⁷ Benzie, M. Social justice and adaptation in the UK, *Ecology and Society* 2014 03;19 (1):492-501

⁸ Scottish Climate Change Adaptation Programme: An independent assessment for the Scottish Parliament; Committee on Climate Change; https://www.adaptationscotland.org.uk/download_file/view_inline/401

the opportunity to benefit as they will have access to volunteering and training opportunities through the Youth Leaders' Training programme. Information will be provided in different languages to ensure equal access for those whose first language is not English, and in a range of formats to widen accessibility, and the programmes will take account of the different cultural circumstances to ensure an inclusive approach.

The UN Climate Summit COP 26 is to be hosted in Glasgow in 2020 and will provide an opportunity for Scotland to be recognised on an international stage as an open and welcoming nation and as a leader on climate change and social justice. COP 26 will be inclusive of the interests of those from different equalities groups and lower income groups bringing together a wide range of voices and interests on tackling climate change internationally.

The budget for the Land Managers' Renewables Fund (LMRF) has seen a reduction from £2 million to £0.5 million. A key factor behind this is the closure of UKG subsidies, such as the Feed-in Tariffs Scheme (FITS), which has removed a vital route to market for many of the projects that the LMRF benefits. Delivered through the Community and Renewable Energy Scheme (CARES), the LMRF supports farmers, land managers and rural businesses to develop renewable energy projects, which can provide wider community benefits. We will closely monitor any negative consequences for groups by equality or socio-economic disadvantage and put in place the necessary mitigation strategies where necessary.

Water

The budget for the Hydro Nation Programme which aims to grow the value of Scotland's water resources is staying the same at £4.7 million. This budget also supports international work via the Climate Justice Fund.

The budget (£1.7 million) for the Private Water Supply Grant remains unchanged. This budget provides improvement grants to 3.6 per cent of Scotland's population who are reliant on a private water supply for their drinking water needs and are typically located in remote or rural areas. As reported by the Drinking Water Quality Regulator in her annual report for 2018, compliance with mandatory standards has not improved since 2010.

This budget covers the costs incurred by the Drinking Water Quality Regulator in regulating public water supplies and ensuring that drinking water provided by Scottish Water to the public meets mandatory standards. This is essential to protect public health and benefits the public at large regardless of where they live.

The budget also supports a £3.9 billion Scottish Water investment programme for the 2015-21 period and ensures that Scottish Water can deliver high quality drinking water to all of its customers and treat waste water and return it safely to the environment through continued investment in water, sewerage and drainage infrastructure. This plays an important part in enhancing our environment, is a key enabler of economic growth and supports the health of the nation.

Scottish Water ensures that all customers, including protected groups, can access services and communicate with them, have facilities in place to assist protected groups as required such as BSL services, and have taken a wide range of steps to equalise opportunities and maximise diversity in the workplace.

As well as assistance to charitable organisations, full-time students are exempt from water and sewerage charges. A Scottish Government scheme helps to reduce costs for small charities and Community Amateur Sports Clubs by exempting them from having to pay for sewerage and water services. A tariff harmonisation policy ensures that all customers pay the same tariff regardless of where in Scotland they live.

The Scottish Government is consulting on the investment priorities and principles of charging for the water industry's next regulatory period 2021-27.⁹ One of the proposals is to improve support through the water charges reduction scheme for those customers who may have difficulty with affordability. This would provide additional support to nearly half a million households. Together with other processes under the Strategic Review, including the work of the Customer Forum and outputs from Scottish Water's own research and engagement, responses will help ensure that the widest range of customers' views are available to inform the Scottish Ministers' decisions on the final documents expected to be published in June 2020.

Environmental services

There will be a slight increase in the budget for the National Park Authorities to £13.9 million in 2020-21. This includes Scotland's two National parks, Loch Lomond and The Trossachs, and the Cairngorms, which play an important role in rural economic development, recreation, sustainability and the conservation of natural habitats. It is known that older people, disabled adults and people from minority ethnic groups are less likely to visit the outdoors and face multiple barriers to do so. Both parks recognise this challenge and are committed to working with partners to reduce these barriers by creating 'Parks for All'.

Spending on Environmental Quality will decrease by £0.7 million to £10.8 million. This budget covers actions to tackle air and noise pollution, and improvements to the water environment. These have benefits for health and wellbeing at population level, but also for certain groups in society:

- Actions to tackle air quality and noise disturbance will benefit those who suffer most from the ill effects on their health and wellbeing. This includes children, older people, those with pre-existing health problems or disabilities linked to air pollution and people living in dense, urban areas close to busy roads which can include those from lower socioeconomic groups. For example, there are 40 actions in the Cleaner Air for Scotland Strategy 2015 which include improved modelling techniques to inform the reduction of transport emissions. An independent review of the strategy was undertaken in 2019 to assess progress to date in implementation and to identify priorities for additional action. A new air quality strategy will be developed during 2020 taking into account the review's conclusions and recommendations.

⁹ <https://consult.gov.scot/energy-and-climate-change-directorate/water-services-final-consultation>

- Funding for water environment restoration projects (funded by the Water Environment Fund) will make a difference for communities by restoring urban rivers and creating good quality, accessible green space (which brings health and wellbeing benefits) and in many cases reducing flood risk.

There is an increase in spending to £29.7 million in the Natural Resources, Peatland and Flooding budget, which is due to a £20 million investment in Peatlands restoration, a transfer of functions and increased funding for biodiversity. This budget also incorporates funding for three other things: Special Protection Area restoration at opencast coal mine in East Ayrshire; core funding for the Central Scotland Green Network (CSGN) Trust; and a range of other activities to protect and improve the quality of services provided by the natural environment (such as expenditure on various natural heritage projects, reviews, consultations and funding commitments). The CSGN budget is being protected as it aims to improve the quality of publicly-owned greenspaces for recreation and community use, and will help tackle inequalities by targeting improvements in the most disadvantaged areas. Around 87 per cent of Scotland's most deprived areas are located within the CSGN boundary. This equates to around 700,000 residents or 19 per cent of the CSGN area's total population. The CSGN prioritises work with these communities to improve local environments and help tackle long-standing issues such as health inequalities.

Spending on Land Reform has decreased slightly to £16.5 million in 2020-21. This budget finances the Scottish Land Fund which supports communities to become more resilient and sustainable through the ownership and management of land; the work of the Scottish Land Commission; and ongoing implementation of the provisions of the Land Reform (Scotland) Act 2016. In the coming year, we will introduce a new community right to buy for sustainable development by summer 2020, and regulations will be passed establishing a new Register of Persons Holding a Controlling Interest in Land which will be developed and introduced in 2021, increasing transparency around who owns Scotland's land. For both of these reforms, we have followed robust equalities impact assessment processes with EQIAs published alongside regulations, ensuring that those from protected groups are equally able to access these opportunities, and that our approach to communication and community engagement meets differing accessibility requirements.

The Zero Waste budget has reduced from £20.5 million in 2019-20 to £16.5 million in 2020-21. This is as a result of a technical adjustment arising from a loan repayment of £4 million. The underlying funds remain at 2019-20 levels. This budget primarily funds the activities of Zero Waste Scotland, which include delivery of our circular economy strategy in Scotland and measures to reduce waste.

Relevant priorities include implementation of a Deposit Return Scheme (DRS) for single-use drinks containers, the continuing work of the Expert Panel on Environmental Charging and Other Measures (EPECOM) and the introduction of a Circular Economy Bill to drive further action in improving waste reduction, reuse and recycling.

The DRS equality impact assessment highlighted key issues relating to mobility, accessibility of return points and inclusive communication and these have been taken into account in the design of the scheme. EPECOM will continue its work on providing recommendations on how to tackle the throw away culture. During 2019-20 they provided a set of recommendations on single use beverage cups highlighting in particular the need to consider equality issues.

A partial EQIA on proposed legislation for the Circular Economy Bill was included as part of the 2019 consultation. It identified a range of potential impacts as a result of the enabling powers proposed. These include, for example, measures to reduce littering having a positive impact on people's sense of neighbourhood, as well as the need to take into account the implications for protected characteristics (such as age and disability) if approaches to household recycling collection are strengthened. Comments received during the consultation will be used to inform a full EQIA and to determine if any further work in this area is needed.

Marine Scotland

There will be a marginal increase in the Marine Scotland budget to £65.5 million in 2020-21. This budget supports the sustainable use of Scotland's coasts, seas and freshwater fish populations. Scotland's marine environment offers opportunities for wellbeing for everyone in Scotland offering recreation and tourism opportunities.

Marine Scotland is focusing on a number of key priorities that support the transition to a low carbon economy and tackling climate change. These include commitments to supporting offshore wind generation and the development of a new Sectoral Marine Plan for offshore wind, safeguarding marine biodiversity, species and habitats through introduction of Marine Protected Areas, creating a national deep-sea marine reserve and addressing the decline in seabird populations and working to reduce fishing litter and loss of fishing gear. How these policies impact local communities are assessed through environmental and social and economic impact assessments¹⁰ which are conducted before new plans and policies are put in place. These are increasingly recognised as being of key importance in helping to minimise negative consequences for local communities and maximising opportunities for everyone.

The partial EQIA¹¹ for the Sectoral Marine Plan for Offshore Wind notes that the plan itself is not expected to impact negatively on individuals with protected characteristics, and could offer opportunities to reduce inequalities across Scotland supporting the provision of fair work and quality jobs.

In delivering these plans and policies the Scottish Government will ensure that community engagement and consultation approaches are accessible to everyone including those from protected groups who may require specific support of facilities to enable their involvement.

¹⁰ For example the Sectoral Marine Plan for Offshore Wind Social and Economic Impact assessment <https://www.gov.scot/publications/draft-sectoral-marine-plan-social-economic-impact-assessment/>

¹¹ <https://www2.gov.scot/Topics/marine/marineenergy/Planning/draftSMPcons2019/EQIA>

Marine Scotland's vision for the aquaculture sector is to ensure equal access to employment opportunities in line with the Scottish Government commitment to inclusive economic growth. Marine Scotland launched the Women in Scottish Aquaculture initiative in 2019 to encourage more women into aquaculture with a career support and mentoring programme, and to support those already working in this sector through career progression, and development opportunities.

For the other bodies funded by the portfolio, in 2020-21 the budget for Royal Botanic Garden Edinburgh (RBGE) increases to £14.5 million, Scottish Natural Heritage increases to £49 million while the Scottish Environment Protection Agency's budget increases to £37 million. Like all public bodies, these organisations will continue to deliver their statutory equality and Fairer Scotland duties and are required to assess equalities impacts where there are significant changes to policy interventions, service delivery or staffing. For example, we would expect Scottish Natural Heritage and RBGE to consider the equality impacts of spending decisions on accessibility and use of the outdoors and national collections.

CONCLUSION

Overall, no negative consequences are expected for those with protected equalities characteristic or facing socio-economic disadvantage for this portfolio, bearing in mind that most of the budget in this portfolio targets climate change, land and environmental concerns. The additional investment for climate change programmes is expected to ultimately benefit communities across Scotland by bringing improvements to the environment and reducing carbon emissions. We acknowledge that there are different approaches to meeting outcomes but whichever are used, it is paramount that equality and Fairer Scotland concerns are addressed in the way that policies are delivered. The Just Transition Committee, EQIAs and socio-economic impact assessment, and some smaller funding programmes are actively being used to tailor or to encourage other public bodies to tailor programmes to optimise positive impacts. We cannot be certain how public bodies will choose to prioritise resources. We expect them to undertake their own equality impact and Fairer Scotland assessments where appropriate which will help to bring equality impacts to the fore and will aid transparency and accountability.

CHAPTER 9

Finance, Economy and Fair Work

INTRODUCTION

The Finance, Economy and Fair Work portfolio is central to delivering the Scottish Government's purpose through sustainable and inclusive economic growth.

In addition to having overall responsibility for the Scottish economy, the portfolio oversees management of the public finances, fiscal policy, taxation, public bodies policy and the Scottish Budget. It is responsible for fair work, employability, trade and inward investment, as well as for the Scottish Futures Trust, Scottish Enterprise and the development of the Scottish National Investment Bank.

KEY INEQUALITIES OF OUTCOME

The Finance, Economy and Fair Work portfolio co-ordinates delivery of the Scottish Government's purpose, supporting the focus set out in the National Performance Framework on 'creating a more successful country, with opportunities for all of Scotland to flourish, through increased wellbeing, and sustainable and inclusive economic growth.'

Scotland's economic fundamentals remain strong in the face of ongoing challenges associated with EU exit, and a number of important achievements have been made in terms of inclusive growth. For example, Scotland currently has a lower rate of women's unemployment than the UK. The gender pay gap is narrowing – from 15 per cent in 2018 to 14.3 per cent in 2019 (its lowest since records began in 1997). However, there is considerable variation in economic performance across different groups of people and geographical areas. For instance, whilst the gender pay gap for all employees has decreased, it has increased for full-time employees (from 5.6 per cent in 2018 to 7.1 per cent in 2019).¹

Disabled people and minority ethnic groups are more likely to be unemployed, and to earn less when in work. The disability employment gap across Scotland was 35.5 percentage points in 2018,² and in 2018, the employment gap for minority ethnic people was 19.7 percentage points. There is a particular disadvantage for women from minority ethnic backgrounds in the labour market. Data from the Annual Population Survey suggests that employment rates for minority ethnic women are 22.3 percentage points lower than employment rates for minority ethnic men. This is around three times higher than the gap of 7.6 percentage points between the employment rates for men and women of white ethnicity.

¹ Scottish Government (2019) Analysis of Annual Survey of Hours and Earnings (ASHE), ONS

² Scottish Government (2019) Regional Employment Patterns in Scotland: Statistics from the Annual Population Survey

The number of employees earning less than the living wage has fallen from 19.4 per cent in 2018 to 16.9 per cent in 2019.³ However, the employment rate remains lower in areas of deprivation. In 2018, there was an employment rate of 62.5 per cent in the 20 per cent most deprived neighbourhoods in Scotland (as defined by the Scottish Index of Multiple Deprivation), almost 17 percentage points lower than the rate of 79.2 per cent in the 20 per cent least deprived areas.⁴ Furthermore, in 2019 70,000 people in Scotland are on zero-hours contracts which is 2.6 per cent of those in employment. This is a slight increase on 2018 (2.4 per cent).⁵

The recent Fairer Scotland Duty Assessment of the Scottish National Investment Bank found that entrepreneurs from socio-economically disadvantaged backgrounds experience difficulty in accessing start-up finance, and face challenges in accessing working capital once their businesses are up and running.⁶

KEY STRATEGIC BUDGET PRIORITIES

The Finance, Economy and Fair Work portfolio is central to delivering the Scottish Government's purpose and therefore all the national outcomes. It has particular relevance to the following outcomes:

- we have a globally competitive, entrepreneurial, inclusive and sustainable economy;
- we have thriving and innovative businesses, with quality jobs and fair work for everyone;
- we are open, connected and make a positive contribution internationally;
- we tackle poverty by sharing opportunities, wealth and power more equally; and
- we are well educated, skilled and able to contribute to society.

To help deliver these outcomes in the face of the ongoing challenges arising from EU exit, the portfolio is aiming to build resilience into the economy and to help businesses and individuals deal with the consequences. In line with the government's purpose, the portfolio is committed to protecting vulnerable communities while delivering these outcomes.

Our priorities continue to be informed by the four themes of the Government's Economic Strategy:

- investing in our infrastructure, our communities and our people;
- supporting and promoting innovation;
- strengthening our international links and promoting Scotland to the global economy; and
- ensuring economic growth is inclusive and that everybody benefits from it.

³ Scottish Government (2019) Analysis of Annual Survey of Hours and Earnings (ASHE), ONS

⁴ Scottish Government (2019) Regional Employment Patterns in Scotland: Statistics from the Annual Population Survey

⁵ Office for National Statistics (2019) Level and rate of people aged 16 and over on zero-hours contracts, by region: <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/datasets/emp17peopleinemploymentonzerohourscontracts>

⁶ Scottish Government (2019) Scottish National Investment Bank Fairer Scotland Duty Assessment

EQUALITY IMPLICATIONS OF THE BUDGET

European Structural and Investment Funds

European Structural and Investment Funds provide significant support to people in Scotland by helping them to improve skills, find better jobs, and strengthen economic and social cohesion by correcting imbalances between regions. Working with local authorities and national agencies, the Scottish Government has allocated £568 million of European funding to date in the current programme towards green infrastructure, low-carbon technology, business assistance and innovation, upskilling Scotland's workforce, and tackling poverty and inequality.

Due to the UK's upcoming exit from the EU, the Scottish Government is currently consulting on the replacement for European Structural and Investment Funds. The consultation is seeking views on how best to develop the Government's own thinking on how any replacement funding vehicle can best meet the needs of our citizens, businesses and communities.

Enterprise, Trade and Investment

The Enterprise, Trade and Investment budget funds Scottish Enterprise and other enterprise-related activities. It invests in the development and application of research, innovation and technology and supports entrepreneurial activity. The budget also supports the actions set out in 'A Trading Nation: Our Plan for Scotland's Exports', which aims to build our capacity and presence in trade, international markets, exports and global investment flows.

The Enterprise, Trade and Investment budget supports sustainable and inclusive growth, focusing in particular on growth companies, growth sectors and growth markets. The Enterprise and Skills Strategic Board, which aligns and co-ordinates the activities of Scotland's enterprise and skills agencies, has tasked the agencies with collectively helping Scotland move towards the top quartile of Organisation for Economic Co-operation and Development (OECD) countries for productivity, equality, wellbeing and sustainability. This ambitious challenge includes a policy mission to harness the full potential of progressive and inclusive business models that promote equality, along with action to foster entrepreneurship and ambition across different groups (such as women, young people or minority ethnic communities).

Scottish Enterprise (SE), as outlined in its Strategic Framework, continues to embed equality into its operations, and is committed to promoting the benefits equality can bring to business. SE's Equality Mainstreaming Report outlines the approach taken, which is supported by a range of work. For example, the Workplace Innovation Scheme aims to stimulate demand for the introduction of fair and inclusive work practices. There are also initiatives that aim to meet the needs of under-represented groups, such as 'Principally Women', which supports women into leadership positions, and 'Grey Matters', which assists older people to start their own business.

The budget funds a range of activities that aim to support under-represented groups into business. This includes working with a range of partners to encourage more women-led businesses and to help close the gap between men's and women's entrepreneurship. The Scottish Government is also committed to developing a women's business centre concept to further support this work.

The Scottish Business Pledge is a values-led partnership between government and business that is based on boosting productivity and competitiveness through fairness, equality and sustainable employment. The pledge was reviewed during 2018 and refreshed in October 2019, and will continue to support inclusive growth through the fostering of progressive business practices. It features three core elements: payment of the real living wage; action to address the gender pay gap (proportionate to the size of the company); and tackling the inappropriate use of zero-hours contracts. In addition to these three core elements, there is a menu of five options which businesses are able to commit to, one of which is investing in a skilled and diverse workforce.

Scottish National Investment Bank

A key priority for the Finance Economy and Fair Work portfolio is the establishment of the Scottish National Investment Bank ('the Bank') during 2020, setting up an institution that will invest in businesses and communities across Scotland. The Bank will support Scotland's economy by providing patient capital to finance growth. Although it is difficult to gauge the Bank's full impact on equality at this early stage, its investment decisions will reflect social and ethical objectives reflected in the National Performance Framework, as well as financial and economic considerations.

The Bank will hold to the principles of equality, transparency, diversity and inclusion. The Equality Impact Assessment of the Scottish National Investment Bank Bill found that the creation of the Bank can be anticipated to have a positive impact on groups with protected characteristics, and in addressing socio-economic inequality. Provisions will be made to make the Scottish National Investment Bank subject to the requirements of the Gender Representation on Public Boards (Scotland) Act 2003, and the Bank will be subject to the Public Sector Equality Duty and Fairer Scotland Duty.

The Bank will conduct its activities in line with Scottish Government policy on fair work and inclusive growth. The Bank will also be mindful of existing diversity issues within the financing and lending industries, such as under-representation of women in the sector, and gender pay gap issues within the sector. It will consider how it can help address such issues in its own activities, and avoid inadvertently perpetuating them.

The Bank's role as a lender means it can positively impact on people with one or more of the protected characteristics set out in the Equality Act 2010. When dealing with businesses and making investment decisions, the Bank will aim to help address equality issues. For example, women-led businesses have experienced issues in access to finance that the Bank can seek to address.

Tax

Given the limited scope of income tax changes announced in the budget, any impacts are likely to be small across the protected characteristics. The Scottish Government will continue to take a progressive approach to taxation, including to the additional powers over income tax set out in the Scotland Act 2016. This approach aims to protect taxpayers on low incomes. Given that average incomes are lower amongst people with some protected characteristics, this approach has a potential positive impact on equality. For example, disabled people or minority ethnic women tend to earn less than average when in employment. As taxpayers, they are therefore likely to benefit from the progressive approach taken.

Employability and Training

Employability and Training Programme budgets play an essential role in delivering the Scottish Government's aims of tackling poverty; promoting inclusion and social justice; and creating a fair and prosperous Scotland.

Scotland's employment rate remains high compared with historical records and unemployment remains low. However, those facing the greatest barriers to employment will still require more individualised support which is better integrated with other inter-linked support services.

Through the Workplace Equality Fund, this budget will support the Programme for Government's commitment to close the disability employment gap, tackle the gender pay gap and support employers to adopt fair work practices.

An outcome from the recent Review of Employability Services is delivery of the No-One Left Behind (NOLB) Employability Funding Stream which we plan to roll out over the course of the next two years, with the vision of creating inclusive economic growth. Funding will be allocated to the development of NOLB, with the aim of delivering more effective and joined up employability support across Scotland. NOLB will provide flexible, person-centred employability support to those who are furthest from the labour market, helping them to progress through the employability pipeline towards obtaining sustainable work. There will be a focus on supporting all the equality groups, with particular view of increasing minority ethnic and disability employment as well as tackling occupational segregation.

The devolved employability service Fair Start Scotland (FSS) will continue to be delivered and improved as part of this budget. FSS provides individualised support to 38,000 individuals to move towards and into employment, including individuals with disabilities and/or health conditions (under the Equality Act 2010 definition); those with convictions; care leavers; lone parents; refugees; minority ethnic people; people in the 15 per cent most deprived Scottish Index of Multiple Deprivation (SIMD) areas; people with health-related barriers to employment; and those reaching two years of unemployment. The year one evaluation of FSS has shown that some of the hardest-to-reach groups are more likely to sustain employment once they have had

support from the service.⁷ This service should also play an important role in closing the Disability Employment Gap. Compared with the unemployed population in Scotland, FSS currently supports a higher proportion of disabled people and a higher proportion of people living in the 15 per cent most deprived areas in Scotland. 7.1 per cent of new starts to FSS in the last year were lone parents, 4.7 per cent care experienced and 13.5 per cent had convictions. However, some people with particular barriers and characteristics are not as well represented as they could be, given the proportions in the wider national unemployed population. There is scope to improve on the proportions of women, young people (aged 16-24), people from diverse communities and rural residents who are engaging with FSS services.

Funding from this budget will also build on the work of the Fair Work Convention to promote fair work, through the implementation of actions from the Fair Work Action Plan. A key element of this will be developing and implementing our flagship Fair Work First policy – using the purchasing power across the public sector to attach fair work criteria to grants, other funding streams and contracts as a way to tackle issues impacting on disadvantaged groups in the labour market (for example, those on low pay and insecure contracts, women, disabled people and those from minority ethnic backgrounds). Jointly funded with the Education and Skills portfolio, the Flexible Workforce Development Fund (FWDF) will provide access to funding for Scotland's UK apprenticeship levy-paying employers. Around 9,000 individuals are set to benefit from up skilling and re-training opportunities resulting from the FWDF. Employers will have flexibility to train members of their workforce through college provision to bring greatest benefit to their organisation. Within this, and in line with Scottish Government priorities of reducing the gender pay gap and tackling occupational segregation, halving the disability employment gap, inclusive growth and Fair Work, employers should consider as part of their application how they can support those with one or more of the protected characteristics listed in section 4 of the Equality Act 2010 to gain access to training through the FWDF.

FAIRER SCOTLAND IMPLICATIONS OF THE BUDGET

Enterprise, Trade and Investment

The Scottish Enterprise strategic framework for 2019-22 sets out plans that aim to support inclusive economic growth. These include helping to create and protect quality jobs that give people security, fulfilment and respect; encouraging fair work practices; and reducing geographical inequalities through stronger partnership working to target investment where it can make a real difference. Fairer Scotland Duty assessments are applied to large Scottish Enterprise projects, ensuring that the needs of socio-economically disadvantaged people are taken into account.

The revised Scottish Business Pledge features mandatory requirements which can have a significant positive impact on socio-economic deprivation. These requirements include payment of the real living wage, avoiding inappropriate use of zero hours contracts and addressing the gender pay gap. Scottish Enterprise will continue to promote the

⁷ Scottish Government 2019 Fair Start Scotland evaluation report 2: overview of year one. <https://www.gov.scot/publications/fair-start-scotland-evaluation-report-2-overview-year-1-november-2019/>

Scottish Business Pledge with its account-managed companies and, along with the other enterprise and skills agencies, will promote Fair Work First through their business support programmes. Scottish Enterprise are also supporting actions surrounding wage levels, zero-hours contracts and the gender pay gap for jobs supported through their large grants such as the Regional Selective Assistance grant.

Trade plays a central role in the creation of wealth in Scotland. 'A Trading Nation – a Plan for Growing Scotland's Exports' aligns with the Scottish Government's priority of fostering inclusive growth, and recognises that exporting can play an important role in creating quality jobs in regions where we have unfulfilled economic growth potential. The Fairer Scotland Duty assessment of the plan notes that the Scottish Government will seek to analyse and measure any impacts on low income groups or areas of deprivation as part of a wider evaluation analysis framework.

Companies which are international and trade internationally tend to have higher productivity, wages and investment in research and development. Supporting Scottish companies to internationalise, as well as attracting foreign companies and capital to be active in Scotland, plays an important role in the overall economy.

A high proportion of jobs attracted through foreign direct investment are at living wage or above; and an increasing number of incoming companies offer good terms. For example, Barclays, a large inward investor to Scotland, have a commitment to hiring a proportion of their staff locally and from deprived areas. This approach will act as a model for how the Scottish Government engages with incoming companies to deliver wider socio-economic benefits from major investments.

Scottish National Investment Bank

By aligning its investment approach with the Scottish Government's Fair Work agenda, the Bank will have a significant positive impact in addressing socio-economic disadvantage. In addition, subordinate legislation will be brought forward to make the Bank subject to the Fairer Scotland Duty under the Equality Act 2010.

To fulfil its obligations regarding equality, the Scottish National Investment Bank will need to actively consider how it can reduce inequalities of outcome arising from socio-economic disadvantage when responding to the missions set for it by ministers. The recent Fairer Scotland Duty Impact Assessment concluded that the Bank can help reduce socio-economic disadvantage by improving access to finance for socio-economically disadvantaged entrepreneurs. The assessment also found that the Bank has the potential to help improve access to finance for firms with characteristics that reduce poverty through the introduction of loan covenants or requiring fair work practices.

Setting up a business can offer a potential route out of poverty. However, socio-economically disadvantaged entrepreneurs face challenges when establishing a business, including accessing finance. There is therefore an opportunity for the Bank to help address barriers in accessing finance. The Fairer Scotland Duty Impact Assessment recommended that the Bank consider developing tailored financial products that can help socio-economically deprived entrepreneurs in accessing finance, and that it work with partners to improve awareness of available financial products.

Tax

The Scottish approach to taxation is founded on the four principles of efficiency, convenience, certainty and proportionality to the ability to pay. These principles have been applied in developing and implementing tax policy. For example, the Scottish Government has taken a progressive approach to the Land and Buildings Transaction Tax (LBTT) protecting those purchasing their first home and supporting people as they progress through the property market.

The Scottish Government will continue to use the additional powers over income tax set out in the Scotland Act 2016 in a progressive manner, aiming to protect taxpayers on low incomes and raise revenue to fund high-quality public services for all. The Scottish Government carried out an analysis⁸ of income tax policy for the 2019-20 draft budget, setting out the impacts on income levels and equality. This analysis found that two million individuals in Scotland did not pay income tax as they earned less than the Personal Allowance. However, even with the further income tax powers, the Scottish Government has limited levers to define the tax base or adjust tax reliefs, and National Insurance remains reserved to the UK Government.

Employability and Training

This budget will continue to support Fair Start Scotland (FSS); Scotland's first fully devolved employment support service. The Scottish Government took on employability powers in 2017 and exercised those powers through the transitional services Work First Scotland and Work Able Scotland. The learning from those services and the overriding principles of dignity and respect were taken forward in FSS. This service targets disadvantaged groups including people in the 15 per cent most deprived SIMD areas. The key focus for the service is to provide tailored and personalised support for all those who participate. The year one evaluation has shown that receiving FSS support has had a positive effect on many participants' motivation to return to work.⁹

The Parental Employability Support Fund (PESF) will form an important plank in the Scottish Government's approach to tackling child poverty, investing in person-centred help to address parents' barriers to work. Help will also be given to parents in meeting the challenges posed by in-work poverty, assisting working parents to remain in the workplace and progress their careers. Given that the fund will be directed at supporting the priority family groups identified in The Tackling Child Poverty Delivery Plan, who are deemed as being at greater risk of poverty, the PESF investment will also help to reduce the disability employment gap; reduce the minority ethnic employment and pay gaps; reduce occupational segregation which continues to negatively affect women in term of income i.e. the gender pay gap; and promote and embed the principles of fair work.

8 Scottish Government (2019) The Scottish Government's Draft Budget 2019-20 Income Tax Policy: Analytical Note on Impacts on Income Levels and Equality

9 Scottish Government 2019 Fair Start Scotland evaluation report 2: overview of year one. <https://www.gov.scot/publications/fair-start-scotland-evaluation-report-2-overview-year-1-november-2019/>

CONCLUSION

Spending supported by the Finance, Economy and Fair Work portfolio will continue to align closely with Scotland's Economic Strategy and the National Performance Framework. This spending should impact positively on people with protected characteristics across Scotland, assist in reducing existing inequalities, and help tackle socio-economic deprivation. During 2020-21, there will be significant investment in helping to address inequalities experienced by groups such as disabled people, women and people from minority ethnic backgrounds. Promoting inclusive growth and fair work are key planks of Scottish Government policy, which will be reflected in investment over 2020-21.

CHAPTER 10

Government Business and Constitutional Relations

INTRODUCTION

The Government Business and Constitutional Relations portfolio has a central role leading the Government's work as the UK exits the EU, and is responsible for constitutional policy and promoting democratic participation in Scotland. This includes responsibility for parliamentary and local elections (including the costs of the independent Local Boundary Commission for Scotland), sponsorship of the Citizens' Assembly of Scotland, and leadership of the Government's work on open government and freedom of information, as well as management of the Government's legislative programme and business in Parliament. In addition, the portfolio is responsible for the Office of the Chief Researcher, veterans and for Royal and Ceremonial functions within Scotland.

KEY INEQUALITIES OF OUTCOME

The portfolio's 2020-21 programme continues our work to understand and remove barriers to participation in our democratic institutions and in government decision-making for those with protected characteristics, underpinned by improvements to equality data collection to inform and monitor progress on promoting diversity of elected representatives in Scotland.

For example, we know that only around a third of Scotland's elected representatives at the Scottish and UK Parliaments are women, and that less than a third of candidates for election to local government in 2017 were women. Only two of 129 MSPs are from ethnic minorities, and disabled people standing for election can face costs and challenges not experienced by non-disabled candidates.

People living in Scotland's more deprived areas are less likely to agree with the statement 'I can influence decisions affecting my local area' than those in less deprived areas.¹ And those on lower incomes are less likely to say that the Scottish Government and Scottish local authorities are good at listening to people's views before taking decisions than those on higher incomes.²

1 Scottish Household Survey, 2018 <https://www.gov.scot/publications/scotlands-people-annual-report-results-2018-scottish-household-survey/pages/9/>

2 Scottish Social Attitudes Survey, 2017 <https://www.gov.scot/publications/scottish-social-attitudes-attitudes-government-economy-public-services-2017/pages/3/>

KEY STRATEGIC BUDGET PRIORITIES

A key priority for the portfolio in 2020-21 continues to be seeking to protect and promote Scottish interests during UK-EU negotiations, and to develop opportunities for Scotland to continue to collaborate with EU partners.

We sponsor the Citizens' Assembly of Scotland and the Local Government Boundary Commission for Scotland. We provide funding for, and work closely with, the Electoral Management Board, and will continue our work to modernise our approach to parliamentary and local elections in pursuit of our ambition for a society founded on fairness and equality.

Our work to ensure we are an open, transparent and connected government will continue through our delivery of our Open Government Action Plans, and we will seek to make a positive contribution to open government internationally through membership of the international Open Government Partnership. In addition, we will consider the results of our consultation on extending the scope of the Freedom of Information (Scotland) Act 2002 (FOISA) to private companies providing services on behalf of Scottish public authorities to inform next steps.

We will respond to the recommendations of the Scottish Veterans Commissioner's reports and progress the UK-wide 'Strategy for our Veterans', and we will maintain funding for the Veterans Commissioner and the Scottish Veterans Fund in 2020-21 as part of our commitment to the armed forces and veterans community.

EQUALITY IMPLICATIONS OF THE BUDGET

EU Exit

We have published a report examining some of the social and equality impacts of the UK's exit from the EU. It identifies 20 equality groups that may be affected by Brexit, looking at three areas of potential impact through changes to: their legal rights; public services and funding; and their employment, housing and (consumer) spending prospects. This study will inform the government's approach to representing Scotland's interests in negotiations, as well as our planning for the impacts of Brexit.

Citizens' Assembly of Scotland

The Citizens' Assembly of Scotland is a group of over 100 people from across Scotland coming together to deliberate on key questions about the future of the country. The members of the Citizens' Assembly were selected to broadly reflect the adult population of Scotland, including by the equality characteristics of age, gender, ethnic group and disability, and by educational qualifications. The full participation of all members is promoted through the use of accessible venues, and providing appropriate measures to assist individual members, including assisting those with caring responsibilities. Most of the sessions of the Assembly, which are being livestreamed, are accompanied by a British Sign Language interpreter. Research is conducted with participants on their experiences at the assembly meetings to feed into the design and delivery of subsequent sessions to ensure that all participants feel equally able to participate.

Accessibility of Elections

The next Scottish Parliament election is scheduled for 2021 and the next local council elections for 2022. The Scottish Elections (Reform) Bill and Scottish Elections (Franchise and Representation) Bill currently progressing through Parliament are intended to ensure equality of opportunity for all people in having their say in Scottish elections, and in standing for elected office.

The Scottish Government will continue to work with the Electoral Management Board, stakeholders and local communities to help remove barriers and improve accessibility of voting. Trials of digital innovations in this area will prioritise improving accessibility to voting for disabled people, in the first instance for those with sight loss.

Access to Elected Office

Just under a third of MPs elected to Scottish constituencies at last year's UK General Election were women, demonstrating again that more needs to be done to promote gender balance in political representation. We will continue to work with the Convention of Scottish Local Authorities' (COSLA) cross-party Barriers to Elected Office Special Interest Group, and with the First Minister's National Advisory Council on Women and Girls. A scoping review of international practice in relation to candidate gender quotas will be published on the Scottish Government website and we will build on this in 2020-21 to inform our work to promote women's representation.

We will continue to support the Access to Elected Office Fund, delivered by Inclusion Scotland, for disabled candidates for the Scottish Parliament election in 2021, and for any by-elections for local council and Scottish Parliament seats. The fund provides financial support to pay for the additional impairment related costs that disabled people face when running for elected office.

We will continue our work to improve the equality data we have available to monitor progress on promoting the increased diversity of elected representatives in Scotland.

Open Government

We are continuing to work with our partners from the civil society network, local government and equality groups on the commitments made in our Open Government action plans, which include a substantive focus on equality of access and equality of participation. This will include an international event focused on how our future action plans can best be used to promote gender equality within Scotland, as well as guiding our actions as we deliver our current plan. We will also develop a cross-government participation framework which will help reduce barriers and increase accessibility to participating in government work.

Freedom of Information

Our Freedom of Information legislation (FOISA) permits requests by voicemail or recorded message, which supports the needs of disabled people who may face barriers to sending written requests. Requesters can also express a preference as to how they would like to receive their response, to ensure they receive it in a format that meets

their needs. As we consider extending FOISA further to cover private companies providing services on behalf of Scottish public authorities, we will assess the equality implications of any changes to the legislation.

Veterans

We will maintain funding for the Veterans Commissioner and the Scottish Veterans Fund in 2020-21 as part of our commitment to the Armed Forces and veterans community. The Scottish Veterans Fund supports a range of projects each year, for example Scotland's Bravest Manufacturing Company (a division of Royal British Legion Industries), which works to support disabled veterans and other disabled people to regain their independence through personal development.

We will work, through the Strategy for our Veterans (jointly developed with the other governments of the UK), to address the needs of older veterans (as also committed to in Scotland's Older People Framework). We will undertake an evidence review to identify gaps in data on veterans in Scotland.

FAIRER SCOTLAND IMPLICATIONS OF THE BUDGET

We know that people living in Scotland's more deprived areas are less likely to agree with the statement 'I can influence decisions affecting my local area'. Through the commitments made in our Open Government Action Plan, we are working to improve the accountability landscape in Scotland, making it easier for the public to hold service providers to account. Additionally, the extension of FOISA to cover Registered Social Landlords (RSLs) is now in force and will provide better regulated access to information held by RSLs.

We will work to ensure veterans are not socio-economically disadvantaged, through our implementation of the Strategy for our Veterans, by supporting veterans to find appropriate employment and continue to enhance their careers throughout their working lives, and by ensuring veterans leave the Armed Forces with sufficient financial education, awareness and skills to be financially self-supporting and resilient.

CONCLUSION

The Government Business and Constitutional Relations portfolio is focused on protecting and promoting Scotland's interests during UK-EU negotiations and as the UK exits from the EU, as well as continuously improving our democratic frameworks and promoting openness and participation.

During 2020-21 we are continuing a number of programmes of work that seek to improve opportunities and remove barriers to participation in our democratic institutions and in government decision-making, and to improve our ability to monitor our progress.

CHAPTER 11

Health and Sport

INTRODUCTION

The Health and Sport Portfolio is responsible for protecting and improving the health and wellbeing of Scotland's population. Our health and social care services and our communities play a vital role in improving the outcomes and wellbeing of the people of Scotland. Improvements in physical and mental health and support to be active citizens are central to our wellbeing and contribute directly to our economic growth and national ambitions as a wellbeing economy.

While progress continues to be made, significant health inequalities persist over a range of indicators.

KEY INEQUALITIES OF OUTCOME

Improving the nation's health and wellbeing will contribute to a number of our National Outcomes and Indicators on our National Performance Framework, including:

- We are healthy and active;
- We respect, protect and fulfil human rights and live free from discrimination;
- We grow up loved, safe and respected so we realise our full potential;
- We live in communities that are inclusive, empowered, resilient and safe;
- We tackle poverty by sharing opportunities wealth and power;
- We value, enjoy, protect and enhance our environment; and,
- We have thriving and innovative businesses with quality jobs and fair work for everyone.

To achieve these National Outcomes, we need to see an overall improvement in our population's health and wellbeing, reduce the health inequalities that exist across Scotland, and ensure people have access to the support they need to live a fulfilling life.

This includes the recognition that adverse childhood experiences such as abuse, neglect and other traumatic experiences are more prevalent in our society than was previously recognised and can have devastating and long lasting effects on people's lives. The impact can result in inequalities in physical and mental health and wellbeing, employment prospects and access to services. These experiences can result in people disconnecting from society and from the services set up to help them.

To this end, the Health and Sport portfolio in line with the Scottish approach is shifting our focus towards prevention, improving performance, and working collaboratively to deliver improved outcomes for people.

Recent evidence from the Scottish Health Survey (SHeS) shows that health inequalities exist across the protected characteristics in Scotland.

- Scotland has seen substantial improvements in life expectancy over the last few decades. However, the rate of improvement in life expectancy and mortality in Scotland has slowed and life expectancy has now remained virtually unchanged since 2012-14. Those living in the most deprived places in Scotland have been most affected by the slow-down in improvements, exacerbating the already wide inequalities.
- In 2018, older people (aged 75 or older) were less likely to report being in good or very good health (57%) than younger people (85% for those aged 16-24).
- Mental health and wellbeing continues to be clearly linked to deprivation. In 2018, 26% of adults living in the most deprived areas scored a GHQ-12 score¹ of four or more (indicative of a possible psychiatric disorder). This compares to 14% of adults in the least deprived areas.
- In 2018, those living in the most deprived areas were almost twice as likely to experience feelings of loneliness as those living in the least deprived areas (28% compared to 15%). Also, people living with a long-term physical or mental health condition were more than twice as likely to experience loneliness as those without (35% compared to 16%).²
- In 2018, adults in the most deprived areas were more likely to have very low activity levels than those in the least deprived areas (32% compared to 12% respectively). Those with a limiting long-term condition were also more likely to have very low levels of physical activity (35%) than those with no long-term condition (12%).³
- In 2017-2018, the provision of unpaid care was higher among adults living in the most deprived areas (18%), compared with the least deprived areas (13%). Unpaid care provision was also higher among women (18%) than men (12%).
- In 2018, adults living in the most deprived areas continued to be around three times more likely to smoke than those in the least deprived areas (30% and 9% respectively).
- In 2017-2018, 16% of adults in the most deprived areas reported being worried about running out of food, compared with 4% in the least deprived areas.

1 General Health Questionnaire 12 (GHQ-12) is a standard measure of mental distress and mental ill-health consisting of 12 questions on concentration abilities, sleeping patterns, self-esteem, stress, despair, depression and confidence in the previous few weeks.

2 Source: Scottish Household Survey

3 Source: SHeS

In addition to the indicators above, evidence⁴ has repeatedly shown that the most deprived areas see higher prevalence rates of many health conditions such as alcohol-related harms, cardiovascular conditions, heart disease and diabetes, along with experiencing poorer mental wellbeing.

Alcohol-related hospital admissions (under-75-year-olds)

When comparing the most deprived and least deprived areas, in 2018 alcohol-related hospital admissions were four times higher in the most deprived areas although this ratio has been reducing since 1996, when alcohol-related hospital admissions were seven times higher.

There has also been a general downward trend observed in relative inequalities for alcohol-related hospital admissions since 1996. While there have been some fluctuations between 1997 and 2018, the 2018 relative inequalities value is the lowest in the current series.

Alcohol-related deaths (45-to-74-year-olds)

The alcohol-specific death rate (for those aged 45-74 years) in Scotland's most deprived areas is five times higher than that observed in the least deprived areas, which is the second lowest rate in the time series. The peak alcohol-specific death rate was in 2002 with a death rate 14 times higher in the most deprived areas. Although the rate of alcohol-specific deaths in the least deprived areas has remained reasonably static since 1997, there has been a reduction in the rate in the most deprived areas.

Drug-related hospital admissions (under-75-year-olds)

In 2017-18, the admission rate in Scotland's most deprived areas was 21 times greater than that of the least deprived areas. Since 1996-97 admission rates (aged under 75) have ranged from 15-28 times higher in the most deprived areas compared to the least deprived areas.

Relative inequality levels for patients with drug-related hospital admissions have fluctuated over time, peaking in 1998-99. Following some slight decreases, there have been increases every year for the last five years and the current relative inequalities value is higher than at the start of the series in 1996-97.

Investment in general health and wellbeing across the Scottish population will also help to address equalities issues for older people, women and infants, children and young people, young males, lesbian, gay, bisexual, transgender (LGBT) living with poor mental health and/or disabilities, and people who have lost their voice or have difficulty speaking,⁵ or people who have a sensory impairment. Also, consistent with our commitment to protect and enhance basic human rights we are committed to better supporting children, young people and adults whose lives have been impacted by trauma and adversity.

4 Users should note that figures from the long-term monitoring of health inequalities report compare deciles where the figures from SHeS above are comparisons between the least and most deprived quintiles.

5 <http://www.legislation.gov.uk/asp/2016/14/part/4/enacted>

KEY STRATEGIC BUDGET PRIORITIES

The key priorities of the Health and Sport portfolio are:

- to improve mental health services, ensuring the service is accessible across all age groups while developing the range and support of other public services to provide early intervention and prevention of emerging mental health and wellbeing challenges;
- to place a greater emphasis on community-based and more joined-up, anticipatory and preventative care, in order to improve care and support for those who use health and social care services;
- to reduce health inequalities and increase healthy life expectancy of the Scottish population;
- to raise the profile, quality, and sustainability of social care support, including the status of social care as a profession;
- to support Scotland's 700,000-800,000 unpaid carers to look after their own health and wellbeing and reduce any negative impacts of their caring role;
- to successfully deliver our vision for Public Health Reform. This will be achieved, in part, through the establishment of Public Health Scotland (PHS) on 1 April 2020, who will be tasked with making the best use of Scotland's public health assets; and
- to improve the co-ordination of care – through the expansion of multi-disciplinary teams (MDT) to deliver improved primary and community care.

EQUALITY IMPLICATIONS OF THE BUDGET

The investments and actions outlined in the Scottish Budget are expected to have a positive impact on the health and wellbeing of social groups who possess protected characteristics.

The budget for the portfolio is set out in the Scottish Budget document showing that around 80% of the funding is directed to NHS territorial or special boards. As public bodies, NHS Boards are subject to the Public Sector Equality Duty and its Scottish specific duties. They are required to produce a mainstreaming report which explains how they will ensure that as an organisation they value diversity and promote equality. For this reason this chapter does not analyse spend directed to NHS territorial or special boards.

The rest of the chapter focuses primarily on budgets consisting of more than £100 million although it is important to note that many smaller budgets within the portfolio will also have important positive impacts in reducing health inequalities.

Mental Health Services

Mental ill health is one of Scotland's most pressing public health challenges, and accounts for a significant proportion of premature mortality and disability within the Scottish population. Evidence suggests the causes of inequalities in mental health outcomes, and

of inequalities experienced by people with mental health problems, are complex, and are due to a number of social causes. These may prevent or delay individuals from seeking help, and reduce the accessibility or effectiveness of services for certain groups.

A budget of £117 million for 2020-21 will help deliver key mental health priorities to improve access to services and deliver the package of measures set out in the 2017-18 and 2018-19 Programmes for Government to support positive mental health and to respond effectively to mental ill health.

Evidence suggests⁶ that mental health issues can impact on different groups of society in different ways.

- Disabled adults are more likely to report mental ill health compared to non-disabled people.⁷ Deaf people also experience a range of mental health inequalities greater than the general population.⁸
- Mental health difficulties are more common in adolescents compared to the general population – as reflected in the growing demand for specialist child and adolescent mental health services (CAMHS) in recent years.⁹
- Key risk factors for depression can disproportionately affect older adults due to presence of disability, long-term condition, or experience of bereavement.¹⁰
- Both adults and young carers often experience poorer mental health than those without caring responsibilities.¹¹
- People who identify as lesbian, gay, bisexual (LGB) or “other” in Scotland report slightly lower wellbeing scores than heterosexual people.¹²

In 2020-21 we will provide funding to support our improvement approach to infant, children, young people, adult, and older people’s mental health which aims to impact positively on outcomes for socio-disadvantaged people.

Community Pharmaceutical Services Priorities

To ensure better outcomes for patients, and to support the wider primary care reform programme, the Budget for 2020-21 sets out an investment of £198 million¹³ (up from £192 million in 2019-20) to deliver NHS Pharmaceutical Care Services on behalf of NHS Scotland. The service seeks to ensure that patients have access to quality pharmaceutical care and advice, as well as timely dispensing of prescribed medication.

6 http://www.healthscotland.scot/media/1626/inequalities-briefing-10_mental-health_english_nov_2017.pdf

7 Scottish Government (2018) *Scottish Surveys Core Questions 2016*. Edinburgh: Scottish Government.

8 Fellingner, J., Holzinger, D., & Pollard, R. (2012). Mental health of deaf people. *Lancet*, 17, 1037-44.

9 Scottish Government (2017) *Scottish Schools Adolescent Lifestyle and Substance Use Survey 2015: mental wellbeing report*. Edinburgh: Scottish Government.

10 Luppá, M., Sikorski, C., Luck, T., Ehreke, L., Konnopka, A., Wiese, B., Weyerer, S., König, H.H., & Riedel-Heller, S.G. (2012). Age- and gender-specific prevalence of depression in latest-life – systematic review and analysis. *Journal of Affective Disorders*, 136, 212-221.

11 Scottish Government (2015) *Scotland’s Carers*. Edinburgh: Scottish Government.

12 Scottish Government (2019) *Scottish Surveys Core Questions 2017*. Edinburgh: Scottish Government.

13 2020-21 Budgets subject to Scottish Parliament approval of draft budget and outcome of negotiations with contractor body.

Spend in this area will have a direct impact on addressing inequalities in Scotland. For example, from April 2020, community pharmacy teams will deliver a new NHS Pharmacy First Service replacing the existing Minor Ailment Service and removing the existing eligibility criteria. The new NHS Pharmacy First Service will become a service available to all residents in Scotland, irrespective of circumstances. This approach will allow us to reach those hardest-to-reach in our communities, making community pharmacy into the first port of call for NHS Services to the homeless, Gypsy Travellers, those in care, and care homes for the elderly.

Reducing inequalities through investment in alcohol and drug services

The levels of alcohol-related and drug-related deaths in Scotland continues to be a significant driver of health and social inequalities in Scotland. The level of drug-related deaths increased by 27% in 2018 with 1,187 deaths recorded.

The most stark inequality exists between men and women. Males accounted for 72% of drug deaths in 2018, although deaths among females has increased disproportionately in recent years. Older age is also a significant risk factor, as is having just been released from prison.

The alcohol and drugs funding in the Budget is intended to target all vulnerable groups but those who are disproportionately affected by drugs harm are likely to benefit most. The funding also covers improved public health surveillance which will provide better evidence of the impact the funding will have in terms of inequalities. In 2020-21, we will make an additional £12.7 million available to tackle the harm associated with the use of illicit drugs and alcohol.

Prevalence of problematic use of alcohol and other drugs is characteristically weighted towards our least well-off communities. Problematic use is more prevalent among our unemployed people. So there is a strong correlation between deprivation and drug death. These deaths are focused around our largest cities and most commonly found in our least well off communities.

There is strong evidence that targeting alcohol and drug initiatives will have a disproportionately positive impact in our poorest communities.

Reducing inequalities through diet and physical activity

'A Scotland where we eat well, have a healthy weight and are physically active' is one of our six [Public Health Priorities](#). This recognises that poor diet and unhealthy weight are key drivers of health inequalities in Scotland.

We know, for example, that obesity rates are consistently higher in Scotland's most deprived areas compared to the least deprived, with a particularly pronounced gap for women. Over 40% of women in our most deprived areas are obese, compared to 20% in the least deprived. Moreover, by the time they start primary school, children living in our poorest communities are twice as likely to be at risk of obesity.

In 'A Healthier Future: Scotland's diet and healthy weight delivery plan', published in July 2018, we set out a vision for a Scotland where everyone eats well and has a healthy weight. The plan set out the government's ambition to halve childhood obesity and to significantly reduce diet-related health inequalities. We recognise that tackling obesity is complex and requires bold, complementary action on a number of fronts. To that end, in 2020-21, we will continue to invest in the prevention and treatment of childhood obesity and Type Two diabetes. Funding will support the re-design and expansion of high quality services across Scotland so that children and families get the right support, no matter where they live. This sits alongside a very wide range of action and support for children and families so that we establish healthy eating habits in those vital early years.

In July 2018 we also published 'Active Scotland Delivery Plan' which sets out actions that we and our partners are undertaking to encourage and support people to be more active, more often. Increasing physical activity is important in terms of improving public health and forms a vital part of the multi-faceted approach needed to support people to maintain a healthy weight.

Social care support

In 2020-21 the Scottish Government will increase its package of investment in social care and integration by a further £100 million. Social care support is an investment in Scotland's people, society and economy. An estimated 230,117 people of all ages in Scotland received social care support and services during 2017-18. Our focus is on supporting people to live independently, be active citizens who participate in and contribute to society, and maintain dignity and human rights.

Evidence gathered during an engagement process in 2018¹⁴ highlighted innovation and opportunities in relation to social care support in Scotland, but also key challenges. This emphasised specific barriers that people and communities with protected characteristics may face when accessing services, for example: language and cultural barriers; the ability to navigate complex systems; physical and learning disabilities, and others.

We have been working with people who use, or who need support, unpaid carers, The Convention of Scottish Local Authorities (COSLA) and the social care sector to use this and a range of other evidence to develop a reform programme for adult social care. The programme was launched in June 2019. Our aim is to help deliver sustainability and consistency of support for people, to encourage greater co-operation between statutory provision and community and voluntary support, and to attract and retain people working in care as a career of choice, ultimately improving people's experience of social care and outcomes for them. Currently the vast majority of people working in the care industry are women who will be positively impacted by this action.

¹⁴ <https://www.gov.scot/publications/summary-report-discussion-paper-responses-analysis-responses-joint-discussion-paper-scottish-government-cosla-building-national-programme-support-adult-social-care-reform/pages/11/>

The Budget for 2020-21 will continue to support this crucial work, including:

- developing a vision and plan for a sustainable care home sector;
- working with health and social care partnerships, local authorities, social care providers and improvement organisations to make it easier to design and implement models of care which support the workforce to provide flexible, consistent care and support for people across care at home, care homes and other types of support;
- continuing to support the sector to commission care and support services that are flexible and person-centred;
- protecting the health and wellbeing of unpaid carers through: improving carer support via the continued implementation of the Carers (Scotland) Act; ensuring short breaks for carers by providing the short breaks fund through the third sector; and promoting awareness and support for carers to enter or maintain employment alongside caring if they so wish; and
- supporting Social Work Scotland to work with local authorities and others to design and test a framework of practice for self-directed support across Scotland, including approaches to assessment and resource allocation. This will result in more consistent experiences, making it easier for supported people to move from one area of Scotland to another.

Our approach to the reform programme is co-production. We are working with a range of groups representing people and communities with protected characteristics or particular life experiences to ensure that the programme helps to reduce inequalities across Scotland, and can evidence this.

Free personal care

Free personal care has been in place in Scotland since 2002 for people over the age of 65. In April 2019, this was extended to all adults. This means that any adult in Scotland, regardless of their age, condition or means, will receive personal care free of charge if they are found eligible for services. In 2017-18, nearly 78,000 older people benefitted from free personal care across Scotland. The Budget for 2020-21 will continue to support the commitment of free personal care to all eligible adults, which is part of our overall ambition to ensure that social care supports people to live independently, be active citizens who participate in and contribute to society, and maintain dignity and human rights.

Workforce and Nursing

Supporting the health and social care workforce is critical to delivering our priorities including actions to tackle the gender pay gap. Portfolio spend will focus on key workforce issues, including the provision of:

- 800 more GPs (headcount) over the next 10 years;
- 100 more medical undergraduate places by 2021;
- 2,600 extra nurse and midwifery training places by the end of this Parliament;

- an increase in GP specialty training posts from 300 to 400 per year;
- 50 more radiology specialty training posts over the next five years, supported by an additional £3 million investment;
- 500 more advanced nurse practitioners trained by the end of this Parliament;
- 1,000 additional paramedics by 2021;
- a national campaign to promote recruitment to the social care sector which will launch on 27th January 2020;
- a programme of work, through the reform of the adult social care programme, which will focus on improving fair work practices for the social care workforce;
- support for the development of additional mental health officer capacity within local authorities, supporting rights-based and person-centred approaches to decisions on the care of those with mental ill-health;
- support for regulation and development of the social care workforce to improve outcomes for users of social services, to improve public protection (including that for the most vulnerable in our society) and to ensure that workers have the skills and knowledge to undertake their roles.

Increasing medical undergraduate students

The 100 extra medical undergraduate places were mentioned in the National Workforce Plan and formed part of our commitment towards a more sustainable medical workforce. The majority of places commenced from the 2019-20 academic year. The extra places consist of 15 extra places added to the Scottish Graduate Entry Programme (ScotGEM) for 2018-19, and 85 places which Scotland's Universities submitted bids for.

As a result, 25 places were allocated to Edinburgh university to start a medical degree course online for healthcare professionals; 30 places went to Glasgow University for its Community Oriented Medical Experience Track (COMET) immersive programme giving students experience in 'deep end' (100 most deprived) practices plus exposure to primary care in a remote and rural context, and 30 places were also allocated to Aberdeen University for their Enhanced GP Programme with a similar remit. All 100 places were fully funded by the Scottish Government, ensuring equality of opportunity to study medicine regardless of gender, income etc.

- By also offering a £4,000 per annum bursary to ScotGEM students we are ensuring that all students have access to additional financial support to undertake their studies including those who have children or would otherwise not be able to afford to fund their second degree.
- The Edinburgh University online degree course will allow existing healthcare professionals to continue earning money whilst studying from home, thus ensuring accessibility for those whose childcare, caring or financial status would otherwise prevent them from studying at this level and allowing people who are socio-economically disadvantaged to access a degree in medicine. It is an equal opportunity for existing NHS staff who would like to train in this field.

- The immersive Glasgow COMET programme encourages students to think about practicing in underserved areas such as 'deep end' or remote and rural practices, aiming to bridge the gap between the quality of medical care experienced in low and high deprivation index areas. The funding has allowed for these additional places to be created, ensuring better access to medical care in future years for these socio-economically disadvantaged areas.
- The Aberdeen GP Enhanced Programme involves GP in admissions processes. Outreach allows students more contact with GPs and experiences. This is in order to encourage medical students to take up a career in general practice and become immersed in primary care, supporting our less well served communities whose main/only access to medical care is through their GPs.

Increasing GP speciality training posts

One hundred additional GP training posts were first advertised from 2017, with the salaries and associated training costs fully funded by the Scottish Government. This increase is now consolidated within the overall Scottish General Practitioner Specialty Training (GPST) establishment overseen by NHS Education for Scotland. The additional posts increase the opportunity for anyone who meets the entry criteria to train as a GP in Scotland. The annual advertisement, recruitment and selection process for these posts forms part of UK-wide medical selection and recruitment via the Oriel recruitment system, which ensures a fair, open and transparent process for all applicants who meet the entry requirements for such posts, thereby fulfilling equal opportunity obligations. The 100 additional places increase the opportunity for anyone who would like to train in these fields.

Additional radiology trainee posts

The additional radiology trainee posts, announced in 2017, formed part of the Scottish Government's response to increasing patient demand for diagnostic testing and commitments to improve the sustainability of Scotland's medical workforce. The ongoing training and associated costs are fully funded by the Scottish Government. In order to manage this significant expansion, 10 extra posts per annum have been added to annual trainee recruitment. The additional posts increase the opportunity for anyone who meets the entry criteria to train as a radiologist in Scotland. As in the GPST posts mentioned above, recruitment and selection via the Oriel system ensures a fair, open and transparent process and fulfils equal opportunity obligations.

Increasing the number of paramedics

An additional 1,000 paramedics will be trained by May 2021, equipped with the skills and abilities to support people in their local communities and helping to build further capacity within the ambulance workforce.

This has supported both career progression opportunities for staff, within the Scottish Ambulance Service, and provided opportunities for those who wish to join the profession.

This uplift in paramedic numbers will help improve health inequalities in a number of ways.

- Additional paramedic posts across the country will provide secure and paid work for more people working within their communities, supporting integrated health and social care provision.
- Increased access to development for staff who wish to apply for paramedic roles, will provide increased earning potential.
- The first paramedic undergraduate programme commenced in Scotland in 2017, increasing the range of access opportunities available to individuals seeking to work in the profession.
- From 2020, BSc paramedic degree programmes will be available through five universities located across Scotland as part of the plan to build and sustain paramedic numbers in Scotland, and improve accessibility to local education programmes for potential applicants.
- Through the expansion of undergraduate routes to paramedic qualifications, people from a range of socio-economic backgrounds will be able to apply for support offered through the student awards body and universities.
- The Scottish Ambulance Service is working with universities to ensure programmes are accessible to students across diverse backgrounds.
- The Service is also engaging with a wide range of communities, including those living in areas of deprivation, to promote the paramedic role as a career choice.

Nursing and midwifery training places

The increase in nursing and midwifery student intake by 2,600 increases the opportunity for anyone who would like to train in these fields. We are currently on track to meet this target. This spend line positively affects inequalities in a number of ways.

- We are encouraging universities to engage with, and encourage more men into nursing and midwifery, and have funded two research projects to consider this issue.
- By increasing the nursing and midwifery student bursary, we are ensuring that all students are financially supported, including those who have had care experience. The bursary has additional allowances for single parents, those with dependants, childcare and disabled people.
- We are working with universities to ensure meaningful exposure to remote and rural placements at undergraduate level and meet the costs of students' placements.

The budget for this area will also allow for additional places to be created, allowing people who are socio-economically disadvantaged to access a nursing degree, either:

- through the Open University we provide funding for Healthcare Support Workers (HCSWs) to undertake nursing degrees through the Open University; or
- through an Higher National Certificate (HNC) route. We provide funding for Healthcare Support Workers (HCSWs) to undertake an HNC to enable them to matriculation into Year Two of a nursing degree. This allows HCSWs to remain in employment whilst studying. At present over 200 HCSWs are undertaking the endorsed HNC programme.

Both this, and the Open University route, allow HCSWs to 'earn and learn' as they remain in post.

Advanced Nurse Practitioners

The 2016 Programme for Government announced a commitment to train an additional 500 Advanced Nurse Practitioners by 2021. This was to equip nurses across Scotland to maximise their leading role in the integrated health care of the future, to improve patient care, and to contribute to a seamless care journey for patients.

The increase in training more Advanced Nurse Practitioners is an equal opportunity for any nurse who would like to train in this field if agreed by their employer.

FAIRER SCOTLAND IMPLICATIONS OF THE BUDGET

The Scottish Budget 2020-21 incorporates a wide range of decisions with the potential to reduce socio-economic inequality. A selection of these are outlined below and illustrate the broad range of work being taken forward as part of the Scottish Budget 2020-21.

General Dental Services

To ensure that people who wish to have access to NHS dental care are able to do so, the Budget for 2020-21 sets out an investment of £429 million¹⁵ to ensure the provision of NHS General Dental Services. As at 30 September 2019, 94% of children and 92% of adults were registered for NHS General Dental Services.

Everyone in Scotland receives free NHS dental check-ups. In addition, there are a variety of groups who are already entitled to free NHS dental treatment. These include children; young people; expectant mothers; and adults in receipt of certain benefits. In sum, approximately 40% of all patients, including children, do not have to pay a contribution towards the cost of their NHS dental care.

¹⁵ To note – these figures are based on the latest information provided by Health Finance, and may not correspond exactly with published information as part of the budget process.

For adults who do not meet any of the criteria for free NHS dental treatment, they may qualify for help towards the cost of their NHS dental treatment through the NHS Low Income Scheme. This is an income-related scheme, which considers the applicant's (and partner's) weekly income and expenses to calculate how much, if anything, the person should pay towards the cost of their NHS dental treatment. Around 20,000 applications were made to the Low Income Scheme for the 12-month period to September 2019.

Investing in general dental services contributes to the following Outcomes:

- our children have the best start in life and are ready to succeed;
- we live longer, healthier lives;
- we have improved the life chances for children, young people and families at risk.

Evidence for the improvement in child oral health is now compelling, and Scotland is internationally recognised in preventive oral health amongst children through the Childsmile Programme. The programme was introduced in 2006 and offers supervised tooth-brushing instruction in nursery, early school years and dental practice. Since 2009, the proportion of Primary seven children with 'no obvious decay experience' has increased from 64% in 2009 to 80% in 2019. Equivalent data for Primary one children also shows an increasing trend, from 58% in 2008 to 71% in 2018.

The latest report on child oral health also shows a slight narrowing in oral health inequalities, but the gap remains significant; 80% of children from the most affluent 20% of the population 'have no obvious decay experience', compared with 53% of children living in the most deprived areas. In 2017 the Scottish Government expanded the Childsmile Programme to ensure that children in the 20% most deprived areas of Scotland received fluoride varnish application.

Investment in this area is already generating positive outcomes for addressing inequalities. This can be demonstrated by the introduction of the Oral Health Challenge Fund Programme. The fund was launched on 1 July 2019, with funding for 22 projects across Scotland. The purpose of the Fund is to enable third sector organisations to deliver projects that support families with young children living in areas of multiple deprivation to reduce oral health inequalities and support better early years oral health. The Scottish Government has committed £2.5 million from July 2019 to March 2022 to the fund.

Alongside this investment, the latest Programme for Government announced a new commitment - to extend the eligibility for free NHS dental care to care-experienced people between the ages of 18 and 26. It is hoped this commitment will reduce the negative impacts that poor dental health can have on physical health, mental wellbeing, and self-confidence, ensuring their oral health experience is closer to more advantaged groups.

General Ophthalmic Services (GOS) Priorities

To ensure regular, free eye examinations of high quality are available to all Scottish residents, the Scottish Government is continuing to invest in General Ophthalmic Services (GOS). In 2020-21, the estimated budget for providing GOS will be £110 million.

Evidence suggests that there is increased demand for GOS, with the number of primary and supplementary eye care examinations in Scotland steadily increasing between 2006-07 and 2018-19.

Evidence also suggests that people are less likely to attend an eye examination if they live in a more deprived area. Of those people who attended a primary eye examination in 2018-19, 28.6% were in SIMD one (most deprived) compared with 33.6% in SIMD five (least deprived).

In order to tackle health inequalities, a national group is being formed with Optometry Scotland and other key stakeholders.

In addition, the policy area is supporting the development of a national low vision service. There is strong evidence¹⁶ that access to low vision aids is presently a 'postcode lottery', and that improvements to the service would greatly increase a visually impaired person's independence, mental health, and general wellbeing.

CONCLUSION

The Health and Sport budget is responsible for protecting and improving the health and wellbeing of Scotland's population. The portfolio is crucial in ensuring that we are healthy and active, live in communities that are inclusive, empowered, resilient and safe, and can fulfil our human rights. Improvements in these outcomes will contribute directly to our economic growth and national ambitions as a wellbeing economy.

¹⁶ Scottish Government Review of Low Vision Service Provision in Scotland (2017) <https://www.gov.scot/publications/review-low-vision-service-provision-scotland/>
Court H, McLean G, Guthrie B, Mercer SW, Smith DJ. Visual impairment is associated with physical and mental comorbidities in older adults: a cross-sectional study.

CHAPTER 12

Justice

INTRODUCTION

The Justice portfolio is responsible for keeping our communities safe and administering justice in its various forms: civil, criminal and administrative. This includes Scotland's prisons, courts, tribunals, police, fire and rescue services, the legal aid system and criminal justice social work services.

Over the past decade, many of the key challenges facing the Justice portfolio are about addressing the changing nature of crime. The past decade has seen evidence that both overall levels of victimisation and recorded crime have fallen. However, this has been accompanied by increasing levels of recorded crimes, prosecutions and convictions relating to sexual offences and domestic abuse compared with 10 years ago.

The justice system in Scotland is underpinned by a set of fundamental principles relating to public safety, fairness, respect for human rights, independence of decision making and separation of powers between the state and judicial processes.

The justice system acts as a key foundation to support law and order and therefore economic confidence and sustainable economic growth, as well as equality which is necessarily at the heart of justice decision making.

Box 12.01 (overleaf)¹ expands on this, and the difficulty of linking outcomes to defined budget lines. However, the decisions made by justice partners, and the implications that they have on those who interact with the justice system are very important, and this chapter focuses closely on these two topics.

¹ Lady Dorrian review <https://www.scotcourts.gov.uk/about-the-scottish-court-service/scs-news/2019/03/20/improving-the-management-of-sexual-offence-cases>

Box 12.01: Whole Systems Approach to Justice

There are significant interdependencies within the Justice portfolio budget, with equalities analysis of one budget line in isolation often not possible without reference to the others.

For example, it may be the case that to specifically benefit women the Justice system should co-ordinate efforts to reduce the time it takes to reach a verdict in sexual crime cases. However, this is not something that could be done in isolation by a particular agent within the Justice System. It requires co-ordinated action and investment across the budget system in order to successfully achieve outcomes. Investment directly into the Scottish Courts and Tribunal Service would need to be complemented by investment in the Scottish Police Authority (to ensure evidence and/or forensics are available in a timely manner), prosecution (to ensure the case is ready to proceed), legal aid (to ensure the accused has access to a reasonable defence). This approach is being taken by the Scottish Courts and Tribunals Service (SCTS) in relation to improving the management of sexual offence cases, with a view to improving the experiences of complainers and witnesses without compromising the rights of an accused. Lady Dorrian is leading a review group that includes representation from all of the organisations listed above, as well as third sector organisations including Rape Crisis Scotland, Scottish Women's Aid and Victim Support Scotland. The review group will make recommendations in early 2020.

These interdependencies are not specific to this example, and make ascribing key equalities outcomes to one budget line in particular extremely difficult and necessitates the need for key portfolio policies to be considered (and delivered) across multiple budget lines, and with the input of numerous justice partners. The Scottish Government is facilitating this approach via the Justice Board and Justice Systems Planning Group.

KEY INEQUALITIES OF OUTCOME

We know a significant amount about the characteristics of those who interact with the justice system – primarily as victims of crime, accused, convicted and employees, through various different data sources. A summary of this information is available online.² The Scottish Crime and Justice Survey (SCJS) for example tells us about the characteristics of victims and their reporting of the characteristics of offenders. Recorded crime statistics can provide a useful geographical breakdown of crime and criminal proceedings statistics providing significant amount of information about the age and gender of those who are proceeded against.³ However, there is much that currently is not known about how different groups interact (or do not interact) with the justice system. Box 12.02⁴ covers efforts that are being taken to address this and improve the evidence base.

² <https://www.gov.scot/publications/victims-taskforce-papers-september-2019/>

³ All of these data sources are available at: <https://www2.gov.scot/Topics/Statistics/Browse/Crime-Justice/Datasets>

⁴ <https://www.gov.scot/publications/developing-information-hate-crime-recorded-police-scotland/>

Box 12.02: Improving the equalities evidence base for justice in Scotland

In February 2019, the Scottish Government published the research report 'Developing Information on Hate Crime Recorded by the Police in Scotland'. The report provides an update on work by Scottish Government statisticians and Police Scotland to review the availability of information on hate crime recorded by the police in Scotland.

The report also includes summary information on hate crime recorded by the police, for each of the four years from 2014-15 to 2017-18 in relation to race, religion, sexual orientation, disability and transgender.

Scottish Government statisticians are continuing to engage with Police Scotland as they develop the information they hold on hate crime. This includes plans for Scottish Government statisticians to review a large sample of police recorded hate crimes to investigate further the characteristics and circumstances of these cases. It is anticipated that a report on the findings of this exercise will be published in 2020.

Victims of crime

While the total number of crimes recorded by Police Scotland increased by 1 percentage point between 2017-18 and 2018-19, the recording of crime remains at one of the lowest levels since 1974. Higher levels of recorded crime per capita are seen in cities than rural areas. For example, over 700 crimes for every 10,000 people were reported in Glasgow compared with below 200 crimes for every 10,000 people reported in the Shetland Islands, Orkney Islands and Eileanan Siar.

The 2017-18 SCJS found that the proportion of adults in Scotland experiencing crime has fallen from around one in five in 2008/09 to one in eight.

The SCJS also shows that the likelihood that an individual is a victim of crime varies significantly depending on their characteristics. For example, just 3.4 per cent of adults in Scotland are estimated to have experienced 57 per cent of all crime recorded. Furthermore, the likelihood of experiencing crime is higher for people living in the 15 per cent most deprived areas (18.0 per cent) compared with people living in the rest of Scotland (11.5 per cent). The difference between the most deprived areas and the rest of Scotland is more pronounced for violent crime (3.8 per cent compared to 2.1 per cent, respectively). Similarly, gay and bisexual men and women are more likely to be victims of violent crimes than heterosexual men and women (4.5 per cent versus 2.6 per cent, respectively), as are younger people when compared with those over 60.

There was no significant difference in the proportion of men and women who reported that they were victims of crime in SCJS (2017-18), at 12.8 per cent and 12.1 per cent respectively. However, for many types of crime, specific groups will be more adversely affected. For example, a much higher proportion of women than men reported experiencing at least one type of serious sexual assault since the age of 16 (6.2 per cent compared to 0.8 per cent, respectively).

In addition to sexual crimes, other types of crime are also disproportionately experienced by those with protected characteristics. According to the Scottish Household Survey in 2018, just over one in 20 adults reported that they had experienced either discrimination (7 per cent) or harassment (6 per cent) in Scotland at some point over the preceding three years. Among those that had experienced discrimination, 30 per cent believed the reason behind this was their ethnicity or nationality. Aside from 'other' reasons, the next most common motivating factors were said to be the respondent's age or disability.⁵

Accused and convicted

Criminal proceedings statistics show that men are over four times more likely to receive a conviction than women. This difference holds for every age group, but men between the ages of 18 and 40 most likely to be convicted. Men are also far more likely than women to receive a custodial sentences, and the Scottish Prison Service (SPS) estimate that men accounted for around 95 per cent of the total prison population of around 7,500 in 2017-18.

People in prison experience multiple disadvantages, with women in the criminal justice system being particularly at risk. While there have been significant positive developments in youth justice, with a fall in the number of under 18s being prosecuted in court and a decrease in under 18s in custody, the number of older people in prison has been increasing steadily over the last 10 years.

Employees

It is possible to say more about how specific groups are affected directly by justice spending as a result of being employed by a justice partner.⁶

Police officers comprise the majority of Police Scotland employees (around three-quarters). Police officers are disproportionately likely to be men, white and not have a recorded disability. As of 31 March 2018, 30 per cent of police officers were women, 1 per cent were minority ethnic and 3 per cent disabled. The majority (63 per cent) of police staff overall were women, but the higher proportion of women held only for lower paid positions. For example, over 60 per cent of police staff paid salaries of over £65,000 per year were men.

The proportion of women employed by Scottish Fire and Rescue Service (SFRS) was 13 per cent in 2019 and the a large majority of (all) staff were aged between 30 and 59.

⁵ These statistics are taken from the Scottish Household Survey 2019 - available at: <https://www.gov.scot/publications/scotlands-people-annual-report-results-2018-scottish-household-survey/pages/1/>

⁶ Much of this information can be found in the most recent annual reports of justice partners, with the exception being the Police Scotland Equality and Diversity Mainstreaming and Outcomes Progress Report for 2017-19, which captures a significant amount of important equalities information in regard to not only police staffing, but also wider outcomes. It is available at: <https://www.scotland.police.uk/assets/pdf/138327/243045/mainstreaming-report-2017-2019?view=Standard>

For the Scottish Prisons Service (SPS), almost 70 per cent of staff are men (both in terms of full terms equivalent staff and headcount), with 8.5 per cent disabled. The majority of staff did not disclose their ethnicity but, among those that did disclose, over 98 per cent of staff were white.

However, some progress is being made in terms of staff diversity. For example, over 48 per cent of SPS recruits in 2018-19 were women. In 2017-18, 33 per cent of newly appointed Police Officers were women and there was some sign of progress with 5 per cent of newly appointed police officers identifying as BME. Police Scotland regularly report on Equality and Diversity Mainstreaming and Outcomes, with a focus both on workforce, and a commitment to rights based approach to policing. SFRS are implemented a plan to balancing the workforce. The key aims of this Action Plan are to address the Gender Pay Gap and broaden the organisation's workforce profile.

Much like the Crown Office and Procurator Fiscal Service (which has its own chapter within this document), around two thirds of Scottish Legal Aid Board (SLAB) and Scottish Courts and Tribunals Service (SCTS) staff are women. In the SLAB four out of 13 senior managers and above grades were women in 2018-19, with 35 women occupying 71 senior managers and above positions in SCTS.

Cost of crime

More broadly, the economic and social costs of crime in Scotland are estimated at around £4 billion per annum across Scotland.⁷ These costs disproportionately affect communities that are more deprived. The Justice portfolio plays a key role in promoting equality by, for example, tackling the causes of crime, which are often rooted in inequality, through an increased emphasis on prevention and rehabilitation. It is also crucial for targeting specific types of crime, such as violence against women and girls, and all forms of hate crime.

The Justice portfolio plays a role beyond criminal justice, with civil courts and tribunals playing an important role in society – including in the protection of children and vulnerable adults, as well as in addressing discrimination. It is also known that some people are more likely than others to experience civil justice problems. For example the Crime and Justice Survey results show that an estimated 38 per cent of disabled people experienced a civil law problem compared with 28 per cent of non-disabled people.

KEY STRATEGIC BUDGET PRIORITIES

The 'Vision for Justice in Scotland' published in July 2017 sets out the way in which we will work towards a safe, just and resilient Scotland. It seeks to build on recent success and progress across the Justice portfolio, identifies current and emerging challenges and sets out our priorities to tackle these challenges.

There are a number of strategic priorities that are key to promoting greater equality. We continue to work toward delivering on these priorities. These include penal reform where there is a fundamental shift towards prevention and rehabilitation, informed by evidence that community-based interventions are more effective at reducing reoffending than

⁷ <https://www2.gov.scot/Topics/Statistics/Browse/Crime-Justice/Publications/costcrimjustscot/costcrimjustdataset>

short-term imprisonment. In line with this evidence, we have extended the presumption against short periods of imprisonment to include sentences of 12 months or less and will monitor the impacts of this change over the course of 2020-21.

The Scottish Government is committed to taking the actions necessary to address the challenges that have arisen as a result of a rapid increase in the prison population from 2018-19 onward. Compared with a decade ago, far fewer people now receive custodial sentences each year. However, those that do receive custodial sentences on average receive longer sentences and are increasingly complex to manage (for example, as a result of the increase in convictions for sexual crimes and serious organised crime seen over recent years). We will take forward a series of actions aimed at managing the current prison population and reduce the number of people in prison in the longer term. Work is also continuing to take forward work to modernise Scotland's prison estate to meet the changing demands of the prison population and to transform the lives of people in our care. This includes work towards the building of a replacement for HMP Barlinnie.

There is also a strong focus on tackling violence against women and girls as we continue to implement Equally Safe, Scotland's strategy to tackle and eradicate violence of this nature. We continue to work with justice agencies to find ways to reduce the trauma, improve the experience of victims of gender-based violence within the justice system and strengthen the criminal justice response to tackle men's behaviour through supporting integrated behaviour change programmes.

The Domestic Abuse (Scotland) Act 2018 introduced a specific offence of domestic abuse covering both physical and psychological abuse. We will continue to support agencies to understand the full spectrum of domestic abuse as defined in the legislation through a range of activities. These include the development of resources for professionals in housing, social work, health and schools to enhance a shared understanding of domestic abuse and information sources where further support can be found.

We are committed to improving the experiences of victims and witnesses and support a range of measures to help individuals and communities feel empowered, resilient and safe and put the protection of victims' rights at the centre of our justice system. Work is being progressed through, for example, the Victim's Task Force co-chaired by the Cabinet Secretary for Justice and the Lord Advocate to better support victims and witnesses of crime.

The Children (Scotland) Bill was introduced into the Scottish Parliament on 2 September 2019-20. The Bill aims to ensure that the views of the child are heard in contact and residence cases and to ensure that the welfare of the child remains the primary consideration in these cases. It introduces a new special measure into the Vulnerable Witnesses (Scotland) Act 2004 prohibiting a party from personally conducting the remainder of their case in certain circumstances. The Bill also includes a provision which gives the court the power to order a range of special measures if attending or participating in a Child Welfare Hearing is likely to cause distress that could be alleviated by use of a special measure.

EQUALITIES IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

To reduce reoffending and inequality, it is essential that we address the underlying causes of offending. These underlying causes can involve multiple inequalities and risk factors, including deprivation, adverse childhood experiences and health problems. Community Justice Scotland, the national body launched in 2017, supports this holistic approach to prevent and reduce further offending and reports against local Community Justice Outcome Improvement Plans annually. Funding for our approach to community justice and reducing reoffending is provided through the Community Justice Services budget, as well as central grants to local authorities for criminal justice social work services.

A central element of our vision for reducing reoffending is that our criminal justice system uses prison less and has an even stronger emphasis on robust community sentences, including greater use of electronic monitoring. Evidence shows that community sentences are more effective at reducing reoffending than short prison sentences. They can also help to prevent some of the detrimental impacts of prison. These detrimental impacts can be particularly acute for marginalised groups, such as women, young people, older prisoners and children of people in prison. We have extended the presumption against short periods of imprisonment to cover sentences of 12 months or less and keep a continued focus on robust and effective community disposals, such as community payback orders, as well as promoting the use of other non-custodial interventions, including diversion from prosecution and structured deferred sentences.

An additional £2.8 million (2018-20) has been invested to expand the innovative Caledonian programme to provide court ordered rehabilitation services to male perpetrators of domestic abuse, which target the underlying causes of their actions. Nineteen local authorities now deliver this fully integrated behaviour change programme and all local authority hubs are actively taking on referrals. This, broadly speaking, means that 75 per cent of the population of Scotland live in local authority areas which now deliver the Caledonian programme. Funding contributes to outcomes aimed at reducing reoffending, prevent offending and to tackle the underlying causes of crime. To support the ongoing delivery of this programme funding will continue into 2020-21.

We know that many women who offend have multiple disadvantages, including experience of trauma and abuse. With the Scottish Prison Service and other key agencies, will continue to progress transformation of the female custodial estate to address the specific needs of women offenders. This includes continuing the development of two innovative community-based custody units in Glasgow and Dundee by the end of 2020 that were mentioned in the 2019-20 Equality Budget Statement, as well as the construction of a smaller national facility at HMP Cornton Vale. These facilities will help women in custody to overcome issues such as alcohol and drug abuse, mental health and trauma, which evidence shows can drive offending behaviour.

The Justice portfolio's continuing investment to tackle violence against women and girls (VAWG) will have an ongoing and positive impact on women and young people. In 2020-21, we will invest in specialist front line services to help victims to engage with the justice system and support a pilot to visually record police statements in rape and attempted rape cases to reduce secondary victimisation or traumatisation through the criminal justice process.

There will also be investment in measures to improve the experience of victims of rape and other forms of sexual offending of the justice system. In line with our commitment in the Equally Safe Delivery Plan, we will continue to explore the application of the Barnahus concept for immediate trauma-informed support for child victims of serious and traumatic crimes within the context of Scotland's healthcare and criminal justice system.

People of other nationalities make up a large proportion of those who are referred to human trafficking-related services. Support services must therefore take account of a wide variety of cultural and social factors, as well as providing psychological trauma support. We will continue to work with partners to implement Scotland's trafficking and exploitation strategy with the explicit vision of eliminating human trafficking and exploitation, through actions to identify victims and support them to recovery, identify perpetrators and disrupt their activity, and address the conditions that foster trafficking and exploitation.

Scotland is committed to meeting the benchmark set by international treaties and obligations to tackle violence against women and girls – as a modern democratic country, we aspire to the creation of an inclusive Scotland which protects, respects and realises the human rights of everyone. Recognising the links between human trafficking and the exploitation of women through prostitution as a form of violence against women, we will bring forward a consultation on approaches to challenge demand for prostitution among men and support work to reduce the harms associated with it and help women to exit.

Legal aid helps people to defend or pursue their rights if they cannot afford to do so and resolve disputes and problems in their lives. We have considered the report of an independent review received in February 2018 and opened a consultation on the key recommendations. The Scottish Government response to this will improve access to justice, taking a user-focused approach to the provision of advice and legal services. This tackles inequality and builds individual and community resilience. The legal aid fund pays for legal services provided by solicitors employed by the Scottish Legal Aid Board and private solicitors who are registered to provide legal aid.

We are continuing to focus and align our efforts to reduce the inequality gap through our ambition to Build Safer Communities. Through our support to the Inspiring Scotland Link Up programme, our funding of the Scottish Violence Reduction Unit; Medics Against Violence; No Knives, Better Lives; the Crimestoppers Fearless programme and the Navigators' initiative amongst others we will support a number of positive outcomes for communities.

We know that families living in deprived areas, young children and older people are more likely to experience unintentional harm. We continue to work in partnership with the Scottish Fire and Rescue Service, Royal Society for the Prevention of Accidents

(RoSPA), Child Accident Prevention Trust (CAPT), the Scottish Community Safety Network, as well as COSLA and local partnership networks to support initiatives that raise awareness and share good practice and approaches that help reduce unintentional harm.

Following the public consultation on the sale and use of fireworks in Scotland, which received 16,420 responses, we are progressing our ambition that everything possible is being done to ensure fireworks are used safely and appropriately. We have heard clearly how fireworks can cause distress and alarm to those who have noise sensitivity and the impact in particular on persons with autism and armed forces veterans. The Firework Review Group chaired by Alasdair Hay, will report its ideas for change in the summer 2020.

Through Scottish Budget 2020-21, we will continue to support the Scottish Violence Reduction Unit (SVRU) and Medics Against Violence to deliver the public health approach to preventing violence. This involves treating violence like a disease which can infect communities much like a virus can. Therefore, their work will continue to focus on stopping violence happening in the first place among particularly vulnerable groups and within deprived communities. Much of our work to eradicate sectarianism will also promote prevention – through education; changing attitudes and challenging unacceptable behaviours.

Risks to safety, such as fire, vary by protected characteristics, including disability, and by deprivation. We will continue to invest in the Scottish Fire and Rescue Service (SFRS) to support its plans to modernise and redesign services to achieve a transformational shift to prevention and collaboration where the need of local communities is greatest. Over 2020-21, SFRS transformation efforts will include expanding prevention activities to encompass a wider range of risks faced by older and vulnerable people in their homes. This underlines the Scottish Government's commitment to ensuring that SFRS can broaden its contribution to the public sector and directly target equality groups.

For policing, by continuing to protect the revenue budget of the Scottish Police Authority in real terms, we will continue to support Police Scotland and the Scottish Police Authority to implement 'Policing 2026', the long-term transformational strategy for policing in Scotland. The strategy, which builds on the Scottish Government's Strategic Police Priorities, is a direct response to the changing demands policing is facing, with efforts increasingly focused towards addressing vulnerability and the consequences of inequality. For example, a key priority in Scottish Budget 2020-21 is improving multi-agency responses to those who present to police in mental health distress. It will support efforts to ensure that the police workforce is properly reflective of the people it serves and that Scotland continues to benefit from a modern and responsive police service that is fit for the future.

Tackling hate crimes continues to be a key priority. Linking with Connected Communities portfolio, policies will be progressed to help prevent and address hate crime in all its forms. Legislation will shortly be introduced in the Scottish Parliament that will consolidate and reform existing hate crime law with the aim of providing for a modern, easily understandable set of hate crime laws that can be used to help hold to account those who commit offences motivated by prejudice and hatred.

FAIRER SCOTLAND IMPLICATIONS OF THE BUDGET

In 2020-21, the Scottish Government will continue to deliver reforms to justice system in Scotland to improve access to justice and address the experience and consequences of poverty and socio-economic disadvantage. This includes continuing to support robust and effective community disposals, such as community payback orders and electronic monitoring, alongside the extension of the presumption against short sentences to 12 months.

Disadvantaged communities experience higher rates of crime. We are also establishing a dedicated Victim's Task Force to ensure victims' voices are heard and to streamline their journey through the criminal justice system. The task force will be informed by direct evidence from victims. We are also continuing to fund advice services and ensuring that those most in need can access publicly-funded legal assistance.

Crucially, a number of initiatives to reduce violence continue to be funded in 2020-21, including the Violence Reduction Unit (VRU) and Medics Against Violence (MAV). Addressing the underlying cause of crime by investing in diversionary activities continues to be a priority and investment continues in Cashback for Communities, which focuses on young people aged 10-25. We are also implementing the Serious Organised Crime (SOC) Strategy for Scotland, addressing the presence, visibility and opportunities for SOC in our most deprived communities.

CONCLUSION

The Justice portfolio remains committed to advancing equality and providing a forum to address the causes of inequality. We are taking forward a range of system wide measures to prevent offending and reduce re-offending as outlined in this document. That will help to protect and support various equality groups, including women, children, gay men and women and older people, from the detrimental effects of crime and accidental harm. These investments and reforms continue to provide an opportunity to maintain and develop an accessible and effective justice system that can meet our wider ambitions to tackle inequality.

CHAPTER 13

Rural Economy

INTRODUCTION

The Rural Economy budget seeks to support rural communities in Scotland. It does this through the Scottish Rural Development Programme, EU supported Common Agricultural Policy (CAP) financed farming environmental and rural development programmes and through Highland and Islands Enterprise (HIE) and the South of Scotland Enterprise agency (SoSEA). It also allocates the European Maritime and Fisheries Fund (EMFF) to support coastal businesses, infrastructure and communities.

The budget also provides funding for Forestry and Land Scotland (FLS) to support woodland creation and maintenance. It also allocates support for food processing and manufacturing and invests in food and drink related activity. Through our membership of the EU, the Scottish Government receives an income of £512 million. It will distribute £766 million in this portfolio - made up with a further allocation of £253 million¹ from the Scottish exchequer.² The budget seeks to support the specific challenges associated with living in remote, rural, coastal and island communities and to support the needs of particular groups, as well as key rural sectors. Research in 2019 showed rural communities were on average at much higher risk from negative consequences of Brexit. This reflects a number of factors including their distance from economic centres, a greater concentration of industries considered particularly vulnerable and the comparatively high levels of funding that such locations receive from EU schemes. Such impacts risk reinforcing existing inequalities caused by rurality and population sparsity.³

KEY INEQUALITIES OF OUTCOME

Rural communities face a range of unique challenges around access to services and markets, and higher rates of fuel poverty. Many communities also face challenges relating to an ageing and declining population, which can severely threaten local economies and the viability of service provision. The economic development agencies, Highland and Islands Enterprise and South of Scotland Enterprise, which are funded from this budget aim to address these issues in rural areas and coastal communities. Additionally, this budget delivers local outcomes through the EU co-funded LEADER rural development programmes which support the Community Led Local Development model

1 Exact amount will vary due to exchange rate fluctuations as it is paid to Scottish Government in Euros.

2 The review by Lord Bews into convergence funding resulted in a £95 million uplift in EU monies that had been withheld by HM Treasury in previous years.

3 This was shown in work on the Brexit Vulnerabilities Index for Scotland: <https://www.gov.scot/publications/local-level-brexit-vulnerabilities-scotland-brexit-vulnerabilities-index-bvi/>

(CLLD). However, much of the funding to support rural communities is delivered through other portfolio budgets, for example, fuel poverty is addressed through the Communities and local government budget and access to services is addressed through the transport budget.

This portfolio addresses issues around rural disadvantage through supporting traditional rural industries, including agriculture, forestry and fishing, and through direct funding to community groups to support rural development across Scotland. Direct financial support for farmers also reduces the costs that farmers need to cover which may help in keeping food prices affordable for low income households.

The evidence for any effects on food prices for low income households is very limited and some may be capitalised instead into inflated land values and rent. More broadly, there is little data on the direct and indirect impacts of the budget on groups with protected characteristics, and where, other than for age and gender, there is little data.

Payments to farmers are split into two parts. Pillar One direct payments (through the EU basic payments scheme) support farm incomes and entail some responsibilities for environmental management (greening). Pillar Two schemes are those which recipients must apply for and meet certain criteria, such as age for Young Farmers grants, or poor land quality for Less Favoured Area Support Scheme grants (LFASS). The most direct consequence of these payments is to supplement a sector that would otherwise make significant losses. Overall average farm income is £35,400 and without direct payments subsidies these farms would make an average loss of £7,400 (as the subsidy from direct payments is on average £42,000). This income, by being tied to land, ensures farmers remain on the land and that the land remains in use. This helps to support rural communities and ensures a productive landscape.

KEY STRATEGIC BUDGET PRIORITIES

The overarching priority is to ensure a sustainable, inclusive and prosperous rural Scotland. We work to ensure that our economic strategy applies equally to all communities of Scotland. Work is being structured around two programmes: strengthening our rural and island communities and maximising the value and sustainability of our land and marine assets.

EQUALITY AND FAIRER SCOTLAND IMPLICATIONS OF THE DRAFT BUDGET 2020-21

Overall, the budget has had a significant uplift of around £95 million, or 12% relative to 2019-20. This increase this year is due to 'convergence funding' in the overall budget as a consequence of the Lord Bew's review. This means HM Treasury has released more money to the Scottish Government. In addition, there is around £25 million in separate 'Bew monies' on which specific spending decisions have not been finalised in 2020-21. However, many of the individual lower level budget lines have very little, if any, change. This stability is a direct consequence of the long-term nature of EU funding to create a programme over six years, which forms the majority of the portfolio.

The budget is one year of the 2014-20 CAP and Scotland's Rural Development Programme. After allowing for accounting changes, the portfolio has changed by £95 million, around 12%, on an overall spend of £766 million across CAP, Forestry and EMFF. The vast majority of the change is the convergence money, however, there are also some minor movements within the portfolio.

The largest elements of the budget are CAP payments, through a variety of schemes, to around 18,000 farm businesses each year. £262 million is paid as direct income support payments to farmers and £132 million is paid to farmers as part of Greening support for farmers' environmental responsibilities. These schemes' terms and conditions are agreed by the EU with which the Scottish Government is required to comply. Funding levels are, therefore, largely unchanged from previous years.

A further £28 million is allocated for grants under Agri-Environment Climate Scheme (AECS) which is also supported with the EU's finance. In addition, there is £30 million in support for farms and crofts in Scotland's more challenging agricultural areas, such as mountains, through the LFASS with around 12,000 recipients. This scheme has been reduced from £52 million in the previous year due to prior agreements with the European Commission, representing a fall of 42%. The CAP also supports a co-financed £25 million support in 2019-20 direct to rural community organisations through the LEADER programme, which has risen from around £20 million in the previous year.

Overall, the EU Common Agricultural Policy financed element is not designed to, and therefore may not tend to, reduce direct inequalities by protected characteristics. For example, at present 38% of farmers are women but 45% of new entrants receiving grants were women in 2018 - an improvement from around 20% of grant recipients in the previous year. To address this, the government is providing resources to support more women into agriculture. Through other budgets, the government also supports young people training in farming, food production and other rural enterprises to gain skills and qualifications and contribute their experiences to future policy development. While there is significant variation and disparity in the value of many farm holdings, there are some low and very low income farm households who receive payments through these schemes. In addition, payments through this funding help contribute to the wider rural economy, supporting supply chain activity and enabling people to move to and stay in rural communities, thus supporting local facilities like schools, health services and businesses.

The Scottish Forestry and Forest and Land Scotland budgets are associated with an industry that supports 25,000 forestry jobs, through funding for new planting, regulation and monitoring and management of Scotland's forests. These two Forestry agencies distribute around £90 million, of which £27 million is EU funding. This budget has grown from around £83 million in the previous year, an uplift of around 8%. This funding helps to maintain the National Forest Estate which provides access for communities and individuals to activities in forests and woodlands across Scotland. This includes activities to improve mental health and wellbeing and opportunities for outdoor education. It also supports agri-environment forestry and other landscape schemes, contributing to our sustainable development and climate change goals. Forestry has traditionally been

a male dominated industry, and only around 30% of Scottish Forestry staff are women, with women more likely to be on fixed term rather than permanent appointments, though there has been work to improve this through the Women in Forestry programme.

There is also £6 million in support for the EMFF (with two thirds from the EU) supporting Scotland's fisheries' businesses, infrastructure and research and development to enable sustainable marine activities. This budget is unchanged. As with the CAP, generally, the main recipients of fisheries funds are older, white, males and it does not, therefore, directly reduce inequalities. However, as outlined above for farming, fishing businesses are also likely to support the described spin-offs and impact positively on different protected characteristics depending on the composition of local communities and businesses, especially across the seafood supply chain. The spend on harbours and infrastructure may help coastal communities in remote areas and may improve opportunities for jobs and economic growth in this area.

The largest single (non-accounting) change on the budget is the convergence monies, with around £90 million extra arriving in Scotland to be distributed. The main output from this will be a large non-consolidated uplift to payments in the Pillar One schemes of around £52 million pounds. This is weighted towards regions with lower agricultural productivity and should mitigate losses in those areas, especially on the Less Favoured Area Support Scheme (LFASS). There is also a specific £13 million – payment to Less Favoured Area farmers to, again, mitigate changes on the LFASS. Additionally, there are £15 million to Voluntary Coupled Support schemes for mainland beef (£11 million), beef island (£2 million) and upland sheep. The two beef schemes support farm types with a near to average income of around £33,000. Upland and LFA sheep farmers have some of the lowest incomes in the sector, with an average farm business income of £21,200.⁴ This is significantly below the average household income for remote rural Scotland.

The second largest change is the reduction in the LFASS, which is reduced from £52 million to £30 million – a 42% reduction. The Scottish Government has been obliged to make this reduction by the European Union regulations as this is the maximum that we can now pay under this scheme. Scottish Ministers have committed to doing everything possible to retain the level of funding to the Less Favoured Areas and have been clear that CAP convergence funding will be prioritised for this purpose. These are likely to have negative effects on farm household incomes depending on the type of farm. Overall, this is a 42% cut on a fund that is on average around 31% of a farmer's income, for those who receive LFASS. The average LFASS farm business income in 2019 was around £34,100 which is above the median household income for Remote Rural Scotland at around £27,000 in 2017.

On a straightforward 42% LFASS reduction, Less Favoured Area sheep farms, (predominantly in the uplands, highlands and islands), would face challenges. These farms are more dependent on LFASS – it represented 70% of their income in 2018, compared with 31% of all farms in receipt of LFASS, which explains its differential impact. Wider equalities impacts of the change are not known as there is not data

⁴ This income data is taken direct from the Farm Business survey unweighted data, which represents only 51 respondents, so may vary from other published figures. However there is no other reliable source to impute income changes hence reporting these figures here.

available. However, the additional monies to the sector, through the convergence uplift, LFA uplift and additional Upland Sheep support scheme, should serve to mitigate this change.

There is a rise of £17 million to the budgets for Scotland's rural enterprise agencies – South of Scotland Enterprise Agency (SoSEA) and Highlands and Islands Enterprise (HIE). £12 million is going to SoSEA and £5 million to HiE South of Scotland Agency's budget to support the transition from the South of Scotland Economic Partnership to the full economic development new agency. These increases should contribute directly to inclusive growth, reduce unemployment and assist with the specific rural disadvantage in the regions that they serve.

CONCLUSION

The largest change in the portfolio spend in the Rural Economy is due to the additional convergence funding. It is being spent partly as a temporary uplift to current schemes and also to mitigate reductions to LFASS that are a consequence of EU commitments and the challenges around continuing funding post-EU withdrawal. This means there is little change to the equalities impacts of these funds overall.

EU support for farming, coastal and rural communities has been consistent and has been the financial bedrock of many farming enterprises. Marginalised rural and coastal communities who receive funding for the EU LEADER programmes may also be at particular risk from EU withdrawal. Support schemes for rural development may help to moderate any damage.

CHAPTER 14

Social Security and Older People

INTRODUCTION

The portfolio is focused on our overarching aims to create a Fairer Scotland. This portfolio will continue to devote funding to support the development, design and implementation of our social security powers and delivery of all benefits through Social Security Scotland. The portfolio will continue to tackle poverty and inequality, to provide assistance to ensure that every child has the best start in life, to improve the lives of those in need and to mitigate the worst impacts of the UK Government's welfare cuts.

The portfolio also supports a wide range of work to prevent discrimination and promote equality and human rights. The portfolio will continue to support strategic and front-line projects to address inequality and discrimination across the protected characteristics.

We will support the embedding of equality and human rights in the development of policy across government and the improvement of public sector delivery on equality. We are bringing together several funding streams which previously all supported some aspect of work related to violence against women and girls. This review will enable us to more closely align future funding to support organisations to develop and deliver work that directly contributes to delivering the ambitions of the Equally Safe strategy. Proposals for legislation, which will drive long-term, systemic change in relation to human rights, are being developed by the National Taskforce for Human Rights Leadership. We support and celebrate the skills and talents of our older people and seek to reduce barriers for all to contribute to their communities.

KEY INEQUALITIES OF OUTCOME

Those who identify as having a protected characteristic tend to be more likely to report the experience of discrimination in their daily lives than those who do not share the characteristic. This is true of disabled people (11% versus 7% non-disabled), members of minority ethnic groups (17% versus 8% White), those of a non-Christian religion (17% versus 9% Roman Catholic and 4% Church of Scotland) and lesbian/gay/bisexual adults (25% versus 8% heterosexual/straight).¹ People living in the 20% most deprived areas are also more likely to experience discrimination compared to those living in the 20% least deprived areas (10% versus 7%).²

¹ Scottish Government (2019) [Scottish household survey 2018: annual report](#)

² Scottish Government (2019) [Scottish household survey 2018: annual report](#)

Scottish social security primarily provides financial support to low-income households, those with a disabled adult or child, and unpaid carers (who may be disproportionately affected by low income and limiting long-term health conditions).³

In 2015-18, 20% of people in Scotland were living in relative poverty after housing costs and the overall poverty rate continues to rise. Relative poverty rates after housing costs are higher in households with a disabled person (24% versus 17% non-disabled), for those in minority ethnic groups (38% versus 26% White Other and 18% White British), for Muslims (41% versus 18% overall), for single working-age women (28% versus 26% single working-age men), and for children (24% versus 20% of all ages).⁴ Research has also found that poverty levels among carers increases with the amount of care provided⁵ and that adults in the most deprived areas are more likely to provide regular unpaid care than those in the least deprived areas (18% versus 13% respectively).⁶

Intersectionality, whereby an individual or household may identify with more than one protected characteristic, can be a compounding factor in economic disadvantage. For instance, the Tackling Child Poverty Delivery Plan 2018-22 shows the extent to which child poverty and inequality overlap strongly with age, sex, ethnicity and disability dimensions in the wider household. It outlines that child poverty levels are higher for children in lone-parent families (the majority of which are headed by women), families with a disabled person, children in minority ethnic families and children with young mothers under 25 years old.⁷

We are committed to delivering a rights-based approach to social security based on dignity, fairness and respect and playing a key role in the creation of a fairer society, improving wellbeing and helping to reduce child poverty.

KEY STRATEGIC BUDGET PRIORITIES

Social Security Priority

In total, we will invest over £361 to deliver Scotland's social security system in 2020-21, including:

Budget Line	Budget
Social Security Programme	£175 million
Social Security Scotland	£186 million

This budget funds the continued implementation of Scotland's social security programme, the operation of the Executive Agency, Social Security Scotland, and the administration of the Scottish Welfare Fund and Discretionary Housing Payments.

³ National Advisory Council on Women and Girls (2019) [Monthly Spotlight: Carers](#)

⁴ Scottish Government (2019) [Poverty and income inequality in Scotland: 2015-2018](#)

⁵ New Policy Institute (2016) [Informal Carers, Poverty and Work](#)

⁶ Scottish Government (2019) [Scottish Health Survey 2018 Volume 1 - Main Report](#)

⁷ Scottish Government (2018) [Every child, every chance: tackling child poverty delivery plan 2018-2022](#)

In 2020-21 we will launch new applications for two replacement disability benefits and Child Winter Heating Assistance for families with severely disabled children, introduce the Scottish Child Payment for children under 6 and develop a new payment for carers of more than one disabled child.

Social Security Scotland is working towards mainstreaming equality in all their activities, with respect to services, culture and employment, and making best use of data on equalities. Their first [Annual Report](#) was published in 2019 and their draft Mainstreaming Equality outcomes have been undergoing [consultation](#).

Social Security Assistance Priority

In 2020-21 our budget will deliver social security assistance with a total forecast expenditure of over £3.39 billion, including:

Budget Line	Budget
Disability Benefits ⁸	£2.9 billion
Carer's Allowance and Carer's Allowance Supplement	£330 million
Best Start Grant	£18 million
Funeral Support Payment	£9 million
Young Carer Grant	£1 million
Job Start Payment	£2 million
Discretionary Housing Payments	£72.6 million
Scottish Welfare Fund	£35.5 million

This budget provides the social security assistance to improve the outcomes for the people of Scotland who are entitled to these vital payments. The benefit expenditure contributes to the National Outcome of Poverty by sharing opportunities, wealth and power more equally in a system based on dignity and respect. Social security payments are demand-led and budget allocations are based on expenditure forecasts produced by the Scottish Fiscal Commission.

From April 2020, we will take on executive competence for all disability benefits. At that time payments of existing benefits such as Carer's Allowance Supplement, Young Carer Grant and Funeral Support Payment will also be increased to reflect the current cost of living, and we will also uplift the £700 standard rate for other funeral expenses to £1,000. In 2020-21 we are also increasing funding for the Scottish Welfare Fund and Discretionary Housing Payments, reflecting our commitment to provide support to help mitigate some of the worst impacts of UK Government welfare cuts.

⁸ This includes all disability benefits being devolved under the Scotland Act 2016 as well as a new Child Winter Heating Assistance payment for families with severely disabled children.

Equality and Human Rights Priority

In total, we will invest £30.2 million to support a wide range of work to prevent discrimination and promote equality and human rights:

Budget Line	Budget
Promoting Equality and Human Rights	£30.2 million

This budget provides support to improve equality and human rights outcomes for people and communities across Scotland; supports the infrastructure and capacity of equality community organisations and enables us to give focus and support on issues such as discrimination and structural inequalities, in line with the values and outcomes of the National Performance Framework.

EQUALITY IMPLICATIONS OF THE BUDGET

We recognise that there is limited data available on the protected characteristics of people receiving social security benefits at a UK level – in particular in relation to gender reassignment, sexual orientation, race and ethnicity, religion or belief, marriage and civil partnership, and pregnancy and maternity. This is, in part, because the relevant UK Government departments do not publish comprehensive data.⁹

However, below we set out the equalities implications that have been identified for the Social Security Assistance Priority, highlighted above, focusing on the largest existing items, as well as those which are due to be introduced during 2020-21. The equality implications of existing benefits under this budget priority have been set out in earlier Equality Budget Statements in [2017-18](#), [2018-19](#), and [2019-20](#). The equalities implications of the Equality and Human Rights Priority within this portfolio, also outlined above, are discussed too.

Carer's Allowance and Carer's Allowance Supplement

Carers make an immense contribution to our society by caring for family, friends and neighbours who are disabled or in poor health. It is estimated that there are 700,000 to 800,000 carers in Scotland,¹⁰ and that they save the Scottish economy over £10.8 billion per year.¹¹

From September 2018, the Scottish Government has paid the Carer's Allowance Supplement (CAS) to recipients of Carer's Allowance (CA), currently administered by the UK Government's Department of Work and Pensions (DWP). CAS is paid as two 6-month lump sums a year (each of £226.20 in 2019-20) and provides some extra financial support and recognition for those who choose to care and/or have had to give up or limit their employment or study because of caring responsibilities.

⁹ Home Office (2019) [Policy equality statement \(social security coordination\)](#)

¹⁰ Scottish Government (2019) [Scotland's Carers – Update Release](#)

¹¹ Scottish Government (2015) [Scotland's Carers – An Official Statistics Publication for Scotland](#)

Since February 2018 to May 2019 the number of carers in receipt of Carer's Allowance in Scotland increased from 73,913 to 77,711.¹² Since launch, 235,405 payments of CAS have been made to 91,550 carers (up to the end of June 2019).¹³ Of those carers eligible in April 2019, 93% (72,125) were also eligible for CAS in October 2018. An additional 7% (5,615) of carers were new recipients of CAS and 9% (7,555) were no longer eligible by April 2019.

The allocated budget for CA/CAS in 2020-21 is £330 million which represents an increase on last year's budget due to the increased number of carers receiving CA and the uprating of payments.

CAS should have a positive impact on carers in receipt of CA, and an indirect positive impact on the people they care for.

As women in Scotland are more likely to be carers than men until retirement age, we would expect a disproportionately positive impact on women – and 69% of recipients of CA were women in May 2019.¹⁴

CA is only payable where the cared-for person is in receipt of a qualifying disability benefit. Though figures on the number of disabled people receiving CA are not available, Scotland's 2011 Census shows that around 5% of the household population claim to have 'bad' or 'very bad' health which increases to 7% for carers and 14% for those who care for 50 or more hours a week.¹⁵ The Census also revealed that women and girls who are carers are more likely to have one or more long-term health conditions or a disability (27%) than women or girls who are not carers (20%).¹⁶ The Scottish Health Survey 2018 found that mental wellbeing is significantly lower among those who spend a greater number of hours per week providing unpaid care.¹⁷ While acknowledging that money may be only part of the driver for lower health or wellbeing, we would still expect a disproportionately positive impact on disabled people – since cared-for people are more likely to be disabled people – and carers are more likely to live in bad health than those who do not have caring responsibilities.

While we have not identified any potentially negative impacts on any protected groups, we recognise that some groups may face barriers in accessing CA and thus in benefiting from CAS as a result.

Of the CA claimants in receipt of payments in February 2019, 45% were aged over 50, whereas only 12% were under the age of 30.¹⁸ Young carers are less likely to be receiving CA because of the requirement for carers to be 16 or over, not in full time education, and providing 35 hours or more of care per week. Older carers also make up the majority of carers with an 'underlying entitlement' to CA. This means they are

¹² Scottish Government (2019) [Summary statistics for Carer's Allowance at May 2019](#)

¹³ Scottish Government (2019) [Carer's Allowance at February 2019 and Carer's Allowance Supplement, April 2019 eligibility date](#)

¹⁴ Scottish Government (2019) [Summary statistics for Carer's Allowance at May 2019](#)

¹⁵ Scottish Government (2015) [Scotland's Carers](#)

¹⁶ National Advisory Council on Women and Girls (2019) [Monthly Spotlight: Carers](#)

¹⁷ Scottish Government (2019) [Scottish Health Survey 2018 Volume 1 - Main Report](#)

¹⁸ Scottish Government (2019) [Carer's Allowance at February 2019 and Carer's Allowance Supplement, April 2019 eligibility date](#)

eligible for CA but do not receive it, as they already receive another benefit equal to or more than CA – in this case the ‘overlapping benefit’ is the State Pension. In 2019 the Scottish Government launched a Young Carer Grant of £300 per year for carers aged 16, 17 and 18 years old and not in receipt of CA. It is estimated that this will provide support to almost 2,400 young carers in 2020-21.

Previous research has found lower uptake of, and satisfaction with, carer benefits among members of minority ethnic groups and gypsy/travellers.¹⁹ These groups may be less likely to identify as carers, have a lack of knowledge about carer entitlements or have communication or accessibility barriers which prevent engagement with carer benefits. In line with the requirement to promote benefit take-up within the Social Security (Scotland) Act 2018, and through continued work with stakeholder organisations, we have an opportunity to address some of these barriers and will work to increase take-up amongst protected characteristic groups.

CAS will be subject to monitoring processes and an evaluation will be carried out in 2020 which will consider the impact of the additional support on carers’ finances, health and wellbeing. The Scottish Government is also working to develop a new payment for carers of more than one disabled child and a replacement benefit for Carer’s Allowance.

Disability Benefits

From April 2020 the Scottish Government will take on executive competence for five disability benefits currently the responsibility of the UK Government and administered by the DWP. In the Summer we will launch new applications for Disability Assistance for Children and Young People (DACYP), which will replace Disability Living Allowance for children (Child DLA) in Scotland. As part of DACYP, we will provide Child Winter Heating Assistance for families with severely disabled children from Winter 2020. Disability Assistance for Working Age People (DAWAP), which replaces UK Personal Independence Payment (PIP), will accept new applications in early 2021. Disability Assistance for Older People will replace Attendance Allowance, and will commence during 2021. Until the new benefits are launched the DWP will continue to make payments of the existing benefits under Agency Agreements.

In 2020-21 expenditure on all disability benefits is forecast to be £2.9 billion and it is anticipated that the benefits will have a positive impact both on disabled people and families with disabled children.

Disability benefits will be provided to individuals to mitigate the additional costs of living with a disability or health condition. In reflecting the Scottish Government’s approach to social security, we have also aimed to create a system of delivery that is person-centred, and is based on the principles of dignity, fairness, and respect. This is intended to make it easier and less stressful for disabled people to receive the benefits to which they are entitled. We will monitor and evaluate the system to make sure it meets people’s needs.

¹⁹ Allmark P, Salway S, Crisp R & Barley R (2010) *Ethnic Minority Customers of the Pension, Disability and Carers Service: An Evidence Synthesis*; MECOPP (2012) *Hidden Carers. Unheard Voices. Informal caring within the Gypsy/ Traveller community in Scotland*

It is envisaged that disability benefits will impact on disabled people of all ages, as different disability benefits are available for people of different ages. DACYP will be provided to disabled children and young people – usually between the ages of 3 months and 18 years old. Young people aged 16 and over making a new application will apply for DAWAP. Amounts for both benefits are variable and depend on the level of support needed.

With increasing age, adults (16+) are more likely to report having a limiting long-term condition and less likely to report good/very good general health²⁰ and there were 213,741 people receiving PIP in July 2019 in Scotland.²¹ However, there has also been an upward trend in the proportion of younger adults with limiting long-term health conditions with 14% of 16-24 year olds reporting living with a limiting long-term condition in 2017, a five percentage point increase since 2012.²² In May 2019 there were 40,857 children (aged 0-17) receiving Child DLA in Scotland.²³

Child Winter Heating Assistance to families with severely disabled children will be introduced for children and young people in receipt of the highest rate of the care component of DACYP from Winter 2020. This payment is to supplement winter heating costs for families and will impact specifically on families of disabled children and young people and on young people themselves. We forecast that the number of families that will benefit from this will be approximately 16,000 in 2020-21.

There is also a sex dimension to the receipt of disability benefits. As boys account for 71% of those currently in receipt of Child DLA²⁴ it is predicted that the policy relating to DACYP will have a disproportionately positive impact on that group. One of the main causes of this disparity is the much more frequent diagnosis of boys with behavioural and learning disabilities compared to girls.²⁵ In contrast, women are currently more likely to be in receipt of PIP, accounting for 55% of recipients in Scotland.²⁶ This means that DAWAP will have a disproportionately positive impact on women who are proportionally more likely than men to have a limiting condition at older ages.²⁷

While we have not identified any potentially negative impacts on any protected groups, we recognise that some groups may face barriers in accessing disability benefits.

Eligibility criteria necessarily inhibit access to those who are detained in custody. This will disproportionately affect men as they accounted for a significantly higher proportion of the average daily prison population (95%) than women (5%) in 2018-19.²⁸ Eligibility also has strict residency criteria which excludes those who have not been living in Scotland for long or who are subject to immigration control. We are aware that we must ensure that, when people are newly able to meet the residence requirements,

20 Scottish Government (2019) [Scottish Surveys Core Questions 2017](#)

21 Calculated from Stat-Xplore

22 Scottish Government (2019) [Scottish Surveys Core Questions 2017](#)

23 Calculated from Stat-Xplore

24 Calculated from Stat-Xplore

25 Scottish Government (2019) [Disability Assistance in Scotland consultation: partial equality impact assessment](#)

26 Calculated from Stat-Xplore

27 Scottish Government (2019) [Disability Assistance in Scotland consultation: partial equality impact assessment](#)

28 SPS (2019) [SPS Annual Reports and Accounts 2018-19](#)

they do not continue to experience barriers to applying for disability benefits. This might have particular implications for members of minority ethnic groups – for instance Scotland has resettled 3,180 people under the Vulnerable Persons Resettlement Scheme (VPRS) and Vulnerable Children Resettlement Scheme (VCRS) since the beginning of 2014, mostly Syrians.²⁹

We know anecdotally that there may be additional barriers for LGBT groups because of language and attitudes, both with regards to written communication and interactions with Agency staff and/or because of fear of experiencing homophobia.³⁰ Transgender people in particular may experience additional barriers if their name and/or gender is not reflected on DWP or Social Security Scotland systems and there is not an easily accessible way of updating this information. Members of minority ethnic groups may also face difficulties in engaging with the benefit system because there are language barriers for people who communicate in languages other than English or because the services do not reach out appropriately.³¹

Through simplification of the application process, the availability of multiple application channels and commitment to Digital First Service Standards and inclusive communication, we aim to ensure that disability benefits are accessible for all people. In line with the requirement to promote benefit take-up within the Social Security (Scotland) Act 2018, we have an opportunity to address some of these barriers and will work to increase take-up amongst protected characteristic groups. We also anticipate that the improvements to disability benefits will impact positively on carers, as carers often play a significant role in the application process for the people they care for.

Scottish Child Payment

The Scottish Child Payment is part of the Scottish Government's wider strategy to tackle child poverty by supporting low-income families, as set out in our Tackling Child Poverty Delivery Plan. By Christmas 2020, we will have made the first payments of the Scottish Child Payment for children under 6. All families with responsibility for a child and entitlement to a qualifying benefit³² will receive £10 per child, per week, paid every 4 weeks, in arrears. The Scottish Child Payment will be rolled out in full to eligible families by the end of 2022. Social Security Scotland will administer the Payment, with implementation costs supported from the Social Security and Older People portfolio. The cost of paying the benefit will be covered from the Communities and Local Government portfolio and is forecast to be £21 million in 2020-21.

As noted earlier, the Tackling Child Poverty Delivery Plan focuses on priority families at high risk of poverty which includes lone parents; families with a disabled adult or child; young mothers; minority ethnic families; families with a child under 1; and larger families (with three or more children).

²⁹ Home Office (2019) [Asylum and resettlement datasets, Immigration statistics data tables year ending June 2019, Resettlement by Local Authority](#)

³⁰ Scottish Government (2019) [Disability Assistance in Scotland consultation: partial equality impact assessment](#)

³¹ Scottish Government (2019) [Disability Assistance in Scotland consultation: partial equality impact assessment](#)

³² Child Tax Credit, Universal Credit, Income Support, Pension Credit, Working Tax Credit, Income-based Jobseeker's Allowance (JSA), Income-related Employment and Support Allowance (ESA).

Women are more likely to be recipients of Universal Credit (53% vs 47%),³³ and make up the bulk of 'single tax credit recipients' (94%) as lone parents.³⁴ In addition, 51% of families receiving tax credits are headed by single women (44% by couples, and 3% by single men).³⁵ Given that Universal Credit and tax credits are part of the eligibility criteria for the Scottish Child Payment, it is expected that women will benefit disproportionately from this policy.

Children in larger families are more likely to be in relative poverty after housing costs compared to all children (32% vs 24%).³⁶ Given that there is no cap on the number of children per family who will receive the Payment, it is also expected that larger families will benefit particularly from this policy.

In relation to younger parents, due to the relatively small numbers of teenage parents,³⁷ where parents are under 25 their children are more likely to be aged 0-5. As a result it is expected that younger parents will benefit from prioritising children under 6 in the initial roll-out.

As the benefit is rolled out to all children 16 or under, we can see the equality impact in number of ways. Poverty is more likely to affect children in households with a disabled person than those without (31% vs 21%) whether an adult (32% vs 22%) or a child (26% vs 24%).³⁸ Members of minority ethnic groups are also more likely to be in relative poverty after housing costs (40% vs 24% for all children)³⁹ and 29% of Black families are on an income-related benefit compared to 17% of White families.⁴⁰

Job Start Payment

With the co-operation of the UK Government to ensure the necessary legislation is in place on time, the Scottish Government aims to launch Job Start Payment in Spring 2020 to help support young people on low incomes with the costs associated with starting a new job. It is a cash payment of £250 (or £400 if the young person is responsible for any children). The Payment is designed to help young people, who are disproportionately likely to be unemployed even after the recovery from the recession. It is estimated that around 5,000 young people could benefit each year, of whom 1,500 are estimated to have children. Those aged 16-24 who have been out of work and on certain qualifying benefits for 6 months can apply when they have been offered a job. Care leavers aged 16-25 only need to be out of work, and be receiving one or more of the qualifying benefits, on the day they are offered a job. This is because young people leaving care are twice as likely to end up not in education, training or employment by the age of 19.

33 Calculated from Stat-Xplore. It is noted that as the UC rollout is not complete yet, this evidence should be treated with caution and not as representative. Also, the rollout started first with single claimants without children who are more likely to be men.

34 HMRC (2019) [Child and Working Tax Credits Statistics April 2019 \(Data Tables\), Table 3.1](#)

35 HMRC (2019) [Child and Working Tax Credits Statistics April 2019 \(Data Tables\), Table 3.1](#)

36 Scottish Government (2019) [Supplementary Child Poverty Tables, Table 3a](#)

37 National Records Scotland (2019) [Vital Events Reference Tables 2018 Births](#)

38 Scottish Government (2019) [Supplementary Child Poverty Tables](#)

39 Scottish Government (2019) [Supplementary Child Poverty Tables](#)

40 Department of Work and Pensions (2019) [Ethnicity Facts and Figures: State Support](#)

Job Start Payment has been developed following consultation and engagement with a range of stakeholders. This has resulted in changes to policy to make it easier for young people to meet the eligibility criteria and to apply for and receive the Payment. For example, in the second quarter of 2019, disabled young people were less likely to be employed (44%) than the total disabled population (49%) and the total non-disabled population (83%).⁴¹ Therefore Employment Support Allowance (Support Group) has been added as one of the qualifying benefits to help ensure that young people on low incomes with long-term conditions and disabilities can qualify.

Promoting Equality and Human Rights

This budget provides support to improve equality and human rights outcomes for people and communities across Scotland; supports the infrastructure and capacity of equality community organisations and enables us to give focus and support on issues such as discrimination, increased representation and community cohesion. The budget supports delivery of equalities objectives right across government, therefore detail of spend in support of work delivered through the Communities and Local Government portfolio is set out in that chapter.

Our ambition on equality and human rights is clear. They are fundamental to the National Performance Framework values of dignity, kindness and compassion, the outcomes, and the Sustainable Development Goals (SDGs) which underpin them. Every one of the outcomes can only be fully delivered through a clear understanding of human rights and equality principles, and through their being applied consistently through decision making and action.

To that end we are committed to building upon existing initiatives and moving towards a more holistic approach to enact public sector-wide system change, investing in ways of more clearly demonstrating how to embed equality and human rights as core in our policy making and delivery, and creating beacons of excellence which set the preconditions for comprehensive transformational change.

We will continue to deliver a number of substantial recommendations from the first report from the First Minister's Advisory Council on Women and Girls, including a Gender Beacon Collaborative and gender-focused What Works? Institute. We will also respond to their second report, prioritising actions that will ensure that gender equality continues to be central to policy development across Scotland. Without a step change in our approach to gender equality, it will not be possible to deliver our NPF outcomes.

We will also support the National Taskforce on Human Rights Leadership including delivery of a participatory approach to the development of the proposed 'Scottish Bill of Rights' and implementation of the capacity building programme recommended by the First Minister's Advisory Group.

41 Scottish Government (2019) [Scotland's Labour Market - Tables and Charts - October 2019](#)

We will review the operation of the Public Sector Equality Duty (PSED), providing an opportunity for the Scottish Government, listed authorities, third-sector organisations, professional and improvement agencies, and other interested parties, to consider the future direction of travel for the overall regime and for the Scottish Specific Duties. It will also provide an opportunity to consider how any changes to the regime might work in practice, the implications of any changes for listed authorities, and how we can best evidence improvements in the outcomes for people across the range of protected characteristics.

We will work to improve policy making by supporting the development of a strategic programme to embed equality and human rights across the Scottish Government and develop a comprehensive suite of resources, coupled with upskilling of policy makers, to better embed understanding of equality and human rights as central to policy development. At the same time we will launch a new funding stream to support strategic activity to promote Equality and Human Rights, which will directly support the values and outcomes of the National Performance Framework. We will continue to deliver and further develop the Scottish Human Rights Defender Fellowship, in conjunction with civil society partners such as the University of Dundee. We will ensure that Scotland engages successfully with international human rights mechanisms, including reporting performance against treaty obligations, responding to international recommendations and facilitating visits and inspections by relevant international bodies and UN Special Rapporteurs.

We will take forward specific actions to promote the interests of those with protected characteristics such as:

- increase support to front-line services and enhance prevention activity and systemic change to address gender-based violence and inequalities, and review ongoing support for the sector;
- enhance delivery across the Race Equality Action Plan, focusing in on a small number of the most impactful actions;
- maintain Scotland's reputation as a progressive country in terms of Lesbian, Gay, Bisexual, Transgender and Intersex equality;
- continue work to address social isolation and loneliness through the delivery phase of our Connected Scotland strategy; and
- take forward work to maximise the positive contribution that older people make to our society, and combat ageism and discrimination against them, through the delivery of A Fairer Scotland for Older People.

FAIRER SCOTLAND IMPLICATIONS OF THE BUDGET

The budget for Social Security and Older People is focused on the overarching aim of creating a fairer Scotland.

Scotland's Social Security system primarily provides financial support to low-income households as well as unpaid carers and disabled people (whom may be disproportionately affected by low income). In addition, our new Take-up Strategy⁴² is designed to promote and encourage the take-up of social security benefits amongst people who are more likely to be in poverty and need of financial assistance. To date, Fairer Scotland Impact Assessments have been published for Best Start Grant⁴³ and Funeral Support Payment⁴⁴ among the existing benefits.

Equality and Human Rights are central to our vision of a fairer Scotland. The Scottish Government believes that everyone should be treated fairly and that tackling inequalities of outcome caused by socio-economic disadvantage is key to achieving that vision.

Below we set out the Fairer Scotland implications for the Social Security Assistance Priority – again focusing on the largest existing items, as well as those which are due to be introduced during 2020-21. We also set out the implications for the Equality and Human Rights Priority within the portfolio.

Carer's Allowance Supplement

Carer's Allowance Supplement (CAS) was introduced to recognise the vital role carers play and to address the fact that CA was otherwise the lowest of all working-age benefits. There is an income threshold for CA which means that recipients cannot earn more than £123 per week through paid work (in 2019-20), and, though some recipients may have significant capital and non-earnings income, most are expected to have lower than average earnings. As a result we expect CAS to have a positive impact on the finances of carers on lower incomes which may reduce the gap between carers with more and fewer economic resources.

Disability Benefits

The commencement of both Disability Assistance for Children and Young People (DACYP) and Disability Assistance for Working-age People (DAWAP) will ensure that disabled people can access ongoing financial assistance to meet their care and mobility needs, mitigating some of the increased costs they may incur as a result of a disability or long-term condition. Though not designed as a poverty alleviation strategy in itself, as disabled people generally have higher poverty rates than non-disabled people (11% versus 7%), we expect disability benefits to impact positively in regards to socio-economic indicators and have positive distributive effects.

42 Scottish Government (2019) [Social security - benefit take-up strategy: Fairer Scotland Duty summary](#)

43 Scottish Government (2019) [Best Start Grant: Fairer Scotland Duty assessment](#)

44 Scottish Government (2019) [Funeral Expense Assistance: Fairer Scotland Duty assessment](#)

We also expect Child Winter Heating Assistance for families with severely disabled children to have a particular impact on families with disabled children, who are more likely to be in poverty than households without a disabled person.

Scottish Child Payment

Households with under 6s make up 58% of those children in relative poverty,⁴⁵ so ensuring that they receive the Scottish Child Payment first is likely to reach a greater share of children in need. It is estimated that 170,000 children in 140,000 families could be eligible for the payment at this stage. When fully rolled out to all children under 16 by 2022, it is estimated that 30,000 children will be lifted out of poverty, representing a three percentage-point reduction in relative poverty.⁴⁶

Job Start Payment

The higher rates of unemployment for young people mean that efforts to help people with the costs associated with starting a new job are likely to help a group more exposed to poverty through lack of work, and have positive distributive effects. The immediate impact will be a £250 payment, or £400 if the young person is responsible for any children, to a group who have recently been in receipt of a low-income benefit, and may be accepting jobs with lower rates of pay.

Promoting Equality and Human Rights

As having a protected characteristic is more likely to be associated with poverty and receipt of benefits, our investment in initiatives that support inclusion in society, should have a disproportionate impact on poverty and employment, compared to initiatives that are targeted across the whole population.

CONCLUSION

The portfolio is designed to improve the life chances and outcomes of those with protected characteristics as well as those experiencing poverty and discrimination. As well as directly helping those in society who need financial assistance, we intend to reduce the causes of exclusion from society, whether financial, structural or cultural, and this budget represents concrete steps to target resources to those who need it most.

45 Scottish Government (2019) [Child poverty by whether there are under 5-year-olds or under 6-year-olds in the household](#)

46 Scottish Government (2019) [Income Supplement: Analysis of Options](#)

CHAPTER 15

Transport, Infrastructure and Connectivity

INTRODUCTION

The Transport, Infrastructure and Connectivity (TIC) portfolio is responsible for physical and digital connectivity and infrastructure; for energy policy and delivery; for transport policy and strategy; for City Region and Growth Deals and for implementation of the Islands (Scotland) Act 2018 through the National Islands Plan. It includes Transport Scotland, the Scottish Government's national agency with responsibility for delivery of transport policy and strategy, public transport services, transport infrastructure including the trunk road network, accessibility and active travel and transport's contribution to the development of a low carbon economy. This also entails the sponsorship of a number of public bodies.

KEY INEQUALITIES OF OUTCOME

Within the budget for the Transport, Infrastructure and Connectivity portfolio, investment is targeted to ensure key sections of the population, such as older and disabled people, are able to access sustainable and reliable transport options, to support those on lower incomes to ensure they have access to essential services and to address the impacts of rurality and remoteness.

Those on lower incomes face additional challenges in maintaining social connections or accessing employment or training opportunities due to the affordability and availability of transport options.

People in lower income households are more likely to travel by bus, while those in higher income households are more likely to travel by car. In addition, lower-income households are far less likely to have access to one or more cars compared with higher-income households.

Women are also more likely to travel by bus and less likely to travel by rail than men. A greater proportion of Scotland's part-time workforce are women, reflecting a gendered division of labour that is evident across the UK and Europe. Women are also more likely to be in low-paid work, with almost two-thirds of people paid below the Living Wage being women. A lack of adequate public transport provision creates further barriers to women accessing employment and educational opportunities.

Key issues for young people in relation to transport include the availability and cost of public transport, particularly to further and higher education, and personal safety when using services. Evidence shows that there has been a decline in the number of domestic trips being undertaken by young people (aged 17 to 29).

Scotland's population is also ageing and the proportion of disabled adults or those with a long-term limiting mental or physical health condition is also increasing as the population ages. Between 2008 and 2017, the proportion of both disabled women and men or those who had a long-term limiting mental or physical health condition increased.

Barriers to travel can create considerable problems for disabled people, particularly in accessing employment opportunities and key services such as health. The provision of transport to health and social care can be a challenge for disabled and older people.

Affordability is also an issue for disabled people. While there is a National Concessionary Travel Scheme for those eligible, disabled people are more likely to experience affordability barriers to transport relative to people who are not disabled. A lower proportion of disabled people are in employment compared to those who are not disabled, and are more likely to be affected by poverty than those who are not disabled. These barriers lead to lower levels of travel amongst disabled people.

Transport challenges differ across regions of Scotland. Satisfaction with public transport in large urban areas is considerably higher compared to accessible rural areas.

Those living in remote and rural areas face many different transport challenges when carrying out their daily lives compared to, for example, those living in less rural areas of the mainland and urban areas. Transport costs can be a real challenge for those on low incomes living in rural areas, particularly when needing to access employment and essential services such as health and education.

The relatively high cost and low levels of frequency of public transport can also have a disproportionate impact on young people and disabled people, creating further challenges in finding and taking up opportunities in employment, education or training.

Island communities face similar issues to those living in remote and rural areas, but in many cases the challenges can be greater. Longer commutes compounded by higher fuel prices; issues around integrated timetabling; the additional cost of making occasional trips to the mainland; and additional ferry/air costs for inter-island travel and for delivery of goods and services exacerbate the issues of remoteness and inequality for Island communities.

KEY STRATEGIC BUDGET PRIORITIES

From energy policy through to the infrastructure that underpins the effective functioning of our economy and society, the TIC portfolio priorities contribute to all the National Outcomes that form part of the National Performance Framework. Our islands work directly contributes to all of the National Outcomes through the National Islands Plan.

Our overarching priority is to ensure sustainable inclusive economic growth across all of Scotland's communities and that all of Scotland has the transport, energy and digital connectivity infrastructure needed to deliver real economic benefits and improved connectivity, whilst protecting our climate and improving lives across our urban, rural and island communities.

We will deliver these priorities by:

- investing in digital infrastructure and extending superfast broadband access;
- enabling and encouraging sustainable development, enterprise and investment in key transport infrastructure, including Scotland's lifeline ferry services;
- investing in decarbonising transport across all modes to tackle the Climate Emergency;
- promoting active travel and healthy travel choices;
- improving bus priority infrastructure and providing vital transport links to improve physical connectivity and a range of improved National Outcomes;
- supporting economic development in cities and their regions;
- working with island stakeholders to implement the National Islands Plan; and
- investing in heat decarbonisation and energy efficiency to help reduce emissions from homes and buildings.

EQUALITY AND FAIRER SCOTLAND DUTY IMPLICATIONS OF THE SCOTTISH BUDGET 2020-21

Decisions on budget and spending for the Transport, Infrastructure and Connectivity Portfolio impact upon particular groups, individuals and communities, particularly those who depend on public transport and who may be affected by its cost.

We recognise that bus services are very important for, and are used more frequently by, women, older people, younger people and those on lower incomes. They offer affordable travel for all, though are used more frequently by those on lower incomes. Bus travel can also help reduce congestion and improve air quality by reducing car use, and offer health benefits as a form of active travel when used as a part of a multi-stage journey.

In 2020-21, we will invest £10 million on bus priority infrastructure to reduce the impacts of congestion on bus services, including establishing the Bus Partnership Fund which supports implementation of the Transport Act. The Fund will support local transport authorities to work in partnership with bus operators to deliver bus priority

measures that make bus services faster, more reliable, and to leverage other bus service improvements, such as reduced fares and extended bus networks so that more people travel by bus.

We are maintaining our budget for the Bus Service Operators Grant in 2020-21 (£54.2 million) which subsidises all services. This makes the network more extensive and fares lower than would otherwise be the case.

We will continue to provide free bus travel to those who need it most through the National Concessionary Travel Scheme, at a cost of around £226 million in 2020-21. The National Concessionary Travel Scheme currently provides free bus travel on local or Scottish long-distance buses for Scotland's older people aged 60 or over and disabled people, including eligible veterans. In 2020-21, we will also introduce free travel for a parent or carer travelling with an eligible disabled child aged under 5. The National Concessionary Travel Scheme has had positive impacts on the physical and mental wellbeing of cardholders, reducing isolation and helping disabled users to access employment and educational opportunities. We are currently running a pilot to provide free bus travel for Modern Apprentices (MAs) in Shetland, Aberdeen City and Aberdeenshire, the aim of which is to better understand the impact free bus travel would have in supporting apprentices with the costs they incur accessing training for employment. Analysis of MA starts in recent years show a greater proportion living in the 20% most deprived areas than those living in the 20% least deprived. We are also working towards extending the National Concessionary Travel Scheme during 2020-21 to include recipients of the Young Carers Grant.

We are investing around £4 million in 2020-21 to deliver on the Scottish Government's vision that 'all journeys on Scotland's public transport networks can be accessed using some form of smart ticketing or payment.' This work includes supporting locally-focused attainment schemes, using smart ticketing to provide access to discounted or free travel by loading smart travel tickets onto Young Scot or other smartcards. This helps to improve access to travel which in turn enables greater access to work, education or leisure activities.

The National Concessionary Travel Scheme is smart-enabled through the National Entitlement Card. This will improve social mobility, as it simplifies the travel experience for users of the scheme. The Young Scot National Entitlement Card is also smart-enabled, and provides discounted travel on both bus and rail for card holders aged 16-18.

The Scottish Government is committed to building an active nation where communities are shaped around people, with walking and cycling the most popular choice for shorter everyday journeys. It is also committed to providing affordable, greener, healthier travel options for more people as part of our climate justice response.

In 2020-21, we will increase our investment in active travel to over £85 million, enabling the delivery of high quality walking, wheeling and cycling infrastructure and supporting work to encourage more people to choose active and sustainable travel. This investment will create safe, segregated walking and cycling routes in towns and cities across Scotland which, in tandem with the public transport system, will ensure that cheaper, healthier and greener forms of travel are available to more people.

We will encourage behaviour change by offering support to a wider range of public, third and community sector organisations to promote active and sustainable travel for everyone. Schemes that we will continue to fund in 2020-21, including more targeted children's cycle training and our Social Housing Fund, will deliver benefits to people living in areas of higher deprivation, and help address issues such as transport poverty, isolation and health inequalities. In addition, schemes such as interest free e-bike trials and loans, subsidised bike hire and cycle training underpin our responsibility to make active travel a viable alternative for all communities across Scotland.

We will continue to support the uptake of electric vehicles through incentives for consumers, businesses and the public sector and the further development of world-class charging infrastructure. In 2020-21, we will make over £40 million of funding available to continue to enable more consumers and businesses to make the switch to electric vehicles and we will extend the eligibility of the Low Carbon Transport Loan to include used electric vehicles and range-extended models to ensure more households can take advantage of the switch to Electric Vehicles (EVs).

We have invested almost £30 million since 2012 to fund the development of a comprehensive electric vehicle charging network across Scotland, which now includes over 1,200 publicly available charge points. In 2020-21 we will provide over £15 million of funding in continued investment to support phasing out the need for new petrol and diesel cars and vans by 2032, which will include significant expansion of EV charging infrastructure across Scotland with our investment aligned to making the network more resilient. In 2020-21, we will invest £10 million to accelerate the development of zero emission buses and supporting infrastructure.

We are working with Scottish industry and academia to ensure that Scotland's economy and workforce is positioned to benefit from large-scale investment in low carbon mobility. We will continue to invest in Scotland's colleges, through the Energy Skills Partnership, to build their capacity and capability to deliver training for electric vehicle repair and maintenance and to anticipate future skills needs to support low carbon mobility.

In 2020-21, we will invest £182 million in major infrastructure projects to improve Scotland's road network. We want to improve accessibility on the trunk road network and when undertaking maintenance work we will ensure that any barriers to accessibility are addressed which will help to improve access for disabled road users and pedestrians. Through our Roads for All Forum, we will continue to engage with particular communities to ensure equality implications are considered going forward.

The Scottish Government is committed, through Scotland's Road Safety Framework to 2020, to achieving safer road travel in Scotland and protecting vulnerable road users such as children, pedestrians and pedal cyclists. Although pedestrian casualties among adults and children were at the lowest level since records began in 2018, there remains higher casualty rates in our most deprived areas.

Effective management of speed is an important component of casualty reduction programmes. In 2020-21, we will continue to fund the Scottish Safety Camera Programme at a cost of £4.65 million. This programme aims to reduce the number of casualties on Scotland's roads by encouraging improved driver behaviour and speed limit compliance. We will also continue to fund implementation of our Road Safety Framework in 2020-21, which has focus on vulnerable road users including younger, older and disabled people.

We will continue our significant investment in Scotland's railways with investment of approximately £1,259 million during 2020-21. Through our funding of the ScotRail franchise, we will continue to deliver a range of fare offers to customers on all routes, including reduced fares for job seekers and the newly employed. Our funding also includes the minor works budget which provides £350,000 a year to improve facilities across the network, removing barriers to travel and promoting confidence in the use of rail by disabled people and people with reduced mobility.

The ScotRail fleet now has 70 modern class 385 Hitachi trains and is nearing the end of a significant refurbishment programme of the existing fleets, at a cost of £475 million over the franchise term. This is to meet current accessibility standards ensuring improved facilities for all customers. All 70 of the C385s are fully compliant with the Persons of Reduced Mobility (PRM) regulations including accessible toilet, two spaces for wheelchair users with tables, call for aid plus visual and aural announcements. In addition, ScotRail operate over 2,400 services every day which offer around 8,000 dedicated wheelchair spaces with companion and priority seating. Since 2007, Scotland also has 47 more fully accessible stations, benefiting disabled rail users.

In 2020-21, we will publish the second Accessible Travel Annual Delivery Plan. This will build on our commitment to enable more disabled people to make successful door-to-door journeys more often; to ensure that disabled people are more involved in the design, development and improvement of transport policies, services and infrastructure; and that disabled people feel comfortable and safe using public transport – this includes being free from hate crime, bullying and harassment when travelling.

We will continue to support Disability Equality Scotland to develop and host the accessible travel hub, providing a single source of quality-assured information to help disabled people to travel.

The National Islands Plan is underpinned by the principles of fairness and inclusivity. It fully reflects our commitment to equality and human rights for all islanders including women and young people. Our resources and activities will be carefully targeted where needed the most, and we will continue to work closely with island communities so they have a say in decisions that directly affect them.

Access for our island communities is important in addressing the impacts of remoteness and rurality, reflecting the lifeline role played by Scotland's support ferry networks.

We are committed to maintaining and improving lifeline ferry services that play a key role in supporting the economic, social and cultural development of island and remote mainland communities.

In 2014-15, we established the Ferries Accessibility Fund which has delivered over £1 million in investments so far via ferry and port operators to make travel by ferry more accessible for those with limited mobility. In 2020-21, we will continue to use this across the ferry network and have opened the fund up to Third Sector organisations to continue to improve facilities and access at harbours for those with accessibility issues.

Older people aged 60 or over, disabled people and young people aged 16-18 who live on an island will also benefit from the continuation of reduced ferry travel costs through national and local concessionary schemes. We have reduced ferry fares for islanders on Northern Isles services where possible and we will continue to seek to introduce Road Equivalent Tariff (RET) fares on all Northern Isles ferry services. This follows the full roll-out of RET on Clyde and Hebrides ferry services.

We will continue to fund the Air Discount Scheme and the Public Service Obligation air services to Barra, Campbeltown and Tiree. This will ensure that those living in some of the most remote parts of Scotland continue to benefit from access to the mainland and reduced air fares.

High quality digital connectivity across all of Scotland will be a driver for sustainable and inclusive economic growth and a key enabler of tackling climate change and transitioning to a low carbon economy. The continuation of our R100 programme in 2020-21 will continue to improve access for disadvantaged groups to products and services (including key public services such as education and healthcare) while supporting greater inclusion, equality and participation, particularly for vulnerable groups. R100 follows on our Digital Scotland Superfast Broadband (DSSB) programme, which is now nearing completion having extended fibre broadband access to over 940,000 premises across Scotland, delivering positive impacts on social inclusion and wellbeing.

Extending access to online services helps to ensure that all citizens and consumers, regardless of their location, can benefit from lower prices, wider choice, time savings and reduced need to travel. Our R100 and DSSB programmes are specifically aimed at extending broadband access for those who would otherwise be excluded.

Improving digital connectivity for all will also have wider impacts such as in health and social care. Digital connectivity can enable remote access to information, care and support, enabling a more inclusive healthcare system where geographic barriers or physical impairments are more easily overcome. This is outlined in Scotland's Digital Health and Care strategy.

We aim to obtain maximum sustainable economic value from the development of Scotland's energy system, promoting a secure, efficient and sustainable energy supply, which maximises the economic and social outcomes of the transition to a lower carbon Scotland. This is essential to Scotland's 2045 net zero target being met.

In 2020-21, we will continue to support onshore and offshore wind, hydro, wave and tidal energy projects, recognising that renewable energy developments are a vital part of Scotland's transition to a low carbon economy.

Through our Local Energy Policy Statement, we will ensure that energy policy is shaped by the views of people and communities, taking into consideration the variety of ways people access and use energy.

Funding of £204 million has been allocated in 2020-21 to continue the commitment to the City Region and Growth Deals already agreed and we will continue to progress the deals in development. We have committed to 100 per cent coverage of Scotland with growth deals. Four deals are now fully in place, four are at Heads of Terms, and we are also working to finalise the remaining four growth deals across the rest of the country. We are collaborating with local authorities and other regional partners as deals are developed and delivered to ensure maximum impact for communities and addressing inequalities both within and between regions in Scotland.

All City Region and Growth Deals are focused on inclusive growth and aim to ensure that all sections of the community benefit from the investments. Across the deals, partnerships are prioritising people in the most deprived communities and those furthest from the labour market – disabled people, ethnic minorities and women in STEM – for employment. These priorities are developed by the local authorities and partnerships and so are responsive to the local economy and local circumstances.

CONCLUSION

The assessment of the 2020-21 Transport, Infrastructure and Connectivity Budget highlights its positive impacts to create a fairer, more equal Scotland; reflects our ongoing commitment to improving physical and digital connectivity; and to providing a sustainable, low carbon transport system.

ANNEX A

EXAMPLES OF FAIRER SCOTLAND DUTY ASSESSMENTS (FSDAs) CARRIED OUT IN 2019-20

As well as the examples given in Chapter 2 relating to major areas of new Scottish Government spend, FSDAs have supported improved financial decision-making through influencing decisions relating to:

- **The development of high-level Scottish Government strategies**

The **National Transport Strategy 2** (NTS2) will establish a new transport vision for Scotland. The FSD summary for the draft strategy highlights evidence from consultations and a baseline review of transport-related inequalities in employment opportunities, social connections and access to essential services.¹ Poor service coverage, reliability, or affordability of public transport reinforces inequalities for those in deprived communities, with cost of transport regularly cited by those on low incomes as the greatest transport-related barrier.^{2,3} Changes affecting different modes of transport will vary in their impact on inequalities: decline in bus use for example has the highest impact on people from the lowest SIMD quintile, who make 206% more trips by bus and coach than those in the highest quintile.⁴ Consideration of this evidence has informed and shaped a positive framework to underpin a strategy that has 'Promotes Equality' as one of its four overarching priorities. This will support interventions to target existing inequalities and achieve key outcomes of the NTS2 of providing 'fair access to services we need' that are 'easy to use and affordable for all'.

1 <https://www.transport.gov.scot/media/45137/national-transport-strategy-2-fairer-scotland-duty-summary.pdf>

2 See: Transform Scotland, 'Rethinking Transport Services to Tackle Poverty', 2018. Available at: <http://transformscotland.org.uk/wp/wp-content/uploads/2018/11/Rethinking-Transport-Services-to-Tackle-Poverty-Poverty-Alliance-briefing-for-Transform-Scotland-2018-10-16.pdf>

3 JRF, 'Tackling transport-related barriers to work in Scotland'. 2018. Available at: <https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods>

4 Glasgow Connectivity Commission, 'Connecting Glasgow', 2019. p.19. Available at: <https://www.glasgow.gov.uk/connectivitycommission>

A Trading Nation, the Scottish Government's export growth plan, was informed by a range of consultation activity. Evidence in the FSDA highlighted the risk that the plan's aims to raise productivity and create new jobs could embed existing inequalities unless the quality of those jobs was ensured, and pathways to them were accessible by those normally excluded.⁵ In recognition of this, the FSDA states a commitment to gathering evidence of the plan's impacts, as it is developed, through a specific monitoring and evaluation framework. This analysis will allow us to consider what wider Scottish Government work could be undertaken to mitigate any adverse impacts on inequalities or socio-economic disadvantage or consider the scope to put in place complementary measures against any negative distributional consequences from our efforts to deliver inclusive economic growth. The plan sets an expectation that Scottish-based businesses will adopt ethical business practices and Scottish Enterprise will work collaboratively with the Scottish Government and partner agencies, using data and evidence around any impacts to help shape future policies and actions.

- **The development of new and devolved benefits delivered by Social Security Scotland**

Funeral Support Payment (FSP) is a benefit providing a contribution towards funeral costs for bereaved people in Scotland on low-income benefits or tax credits. Published evidence highlighted the burden of debt these groups may face when paying for a funeral. Evidence gathered from stakeholders during policy development (including views expressed by members of the Social Security Experience Panels) further indicated that many people who may struggle with these costs were not eligible for existing support.⁶ Stakeholders proposed increasing the flat rate element of the payment, currently set at £700. In response to this, eligibility for support for FSP was widened by 40% compared to the existing benefit, targeting payments at people at the lower end of the income spectrum. The Scottish Government has also committed to an annual uprating of the flat rate element. This will ensure that the value of this part of the payment will be protected from the impact of inflation and means that people in Scotland will receive a higher payment for other expenses than in the rest of the UK after the first year of introduction. The costs of this additional support will be met from the Scottish Government's budget and will total almost £2 million in the first full year of operation.

The **Best Start Grant (BSG)** is a devolved benefit replacing the Sure Start Maternity Grant (SSMG). It provides additional money to families on low incomes when their children make transitions in the early years. This is intended to alleviate material deprivation, tackle inequality, contribute to closing the educational attainment gap and give children the best possible start in life. The Scottish Fiscal Commission's estimates show that the annual cost will be in the region of £12 million, based on 2019-20 figures. This is an estimated additional investment of £10 million by comparison with projected spending by the UK Department for Work and Pensions on SSMG for the same period. The FSD assessment for this benefit explains that this policy approach was developed in response to concerns from a Reference Group of stakeholder organisations about groups that may be disadvantaged under existing SSMG criteria.⁷

⁵ <https://www.gov.scot/publications/fairer-scotland-duty-assessment-trading-nation-plan-grow-scotlands-exports/>

⁶ <https://www.gov.scot/publications/funeral-expense-assistance-fairer-scotland-duty/>

⁷ <https://www.gov.scot/publications/early-years-assistance-best-start-grants-scotland-regulations-2019-fairer-scotland-duty-summary/>

Analytical work to model options has indicated that the benefit will reach families in poverty or at risk of being in poverty, both in and out of work (almost 90% of families in the bottom three income deciles). The BSG is designed to be easily understood and accessible, to improve take up and ensure spend on administration is proportionate.

- **The scrutiny of new Bills and Regulations introduced to the Scottish Parliament**

The **Fuel Poverty (Targets, Definition and Strategy) (Scotland) Bill**, which received Royal Assent on 18 July 2019, aims to reduce the extent of fuel poverty, which can lead to poorer health outcomes for children. Figures identified in the FSDA for the Bill suggested that among the 26.5% of households living in fuel poverty in Scotland in 2016, many families with children or people with enhanced heating needs were not meeting the existing criteria for support.⁸ Evidence from projections suggested that a proposed new fuel poverty definition would increase the proportion of families eligible for the Scottish Government support programme from 16% to 23%, while stakeholder consultation supported this as an effective means to address fuel poverty. Following consideration of this evidence, the Bill includes the new fuel poverty definition with a long-term target that by the year 2040, no more than 5% of households are in fuel poverty.

Draft Regulations for a **Deposit Return Scheme (DRS)** for single-use drinks containers were laid in Parliament on 10 September 2019, as part of the Scottish Government's wider ambition to develop a more circular economy. Key strategic objectives are to: increase the quantity and quality of target materials collected for recycling; encourage wider behaviour change around materials; and deliver maximum economic and societal benefits for Scotland. The published FSDA reports consideration of both modelling of likely additional outlay and evidence from recycling schemes in England and overseas.⁹ Accessibility of return points, take-back by online retailers and the creation of accessible jobs were identified as important factors in minimising the risk of negative impacts for those experiencing socio-economic disadvantage. This informed selection of the preferred scheme design, which enables consumers to take single-use containers back and redeem a 20p deposit from any retailer selling drinks covered by the scheme. This amount is within the range of deposit levels adopted by successful international schemes, adjusted for inflation, and is the median deposit level suggested by responses to a public consultation.

8 <https://www.gov.scot/publications/fuel-poverty-target-definition-strategy-scotland-bill-fuel-poverty-strategy-9781787810402/>

9 'A Deposit Return Scheme for Scotland', 2019

ANNEX B

LEVEL 3 SPEND LINE ANALYSIS TEMPLATE

As noted in Chapter 2, new tools were utilised this year to help portfolios develop their impact analysis. One of the tools was a template for budget lines of more than £100 million.

The following examples from this year's trial show the type of material that could be put together to explain the impact of a high-spend policy.

EXAMPLE ONE - General Dental Services

Is budget line name, broad content and portfolio the same as last year? Yes

Purpose of spend in this budget line:

What does the budget pay for?

What does it seek to achieve?

The budget pays for the provision of NHS General Dental Services. The purpose of the budget is to ensure that people who wish to have access to NHS dental care are able to do so.

As at 30 September 2019, 94% of children and 92% of adults were registered for NHS General Dental Services.

Budget 2019-20	Budget 2020-21
£416.6 million	£428.6 million

Progress on Outcomes

- Our children have the best start in life and are ready to succeed.
- We live longer, healthier lives.
- We have improved the life chances for children, young people and families at risk.

Inequalities in Outcomes by Protected Characteristic

All patients receive free NHS check-ups (only available in Scotland).

In addition, the following groups are already entitled to free NHS dental treatment:

- Children;
- Young people under 18 years of age;
- Young people under 19 years of age and in qualifying full-time education;
- Expectant mothers and those who have given birth in the last 12 months;
- Adults in receipt of certain benefits;

- Income support;
- Universal credit
 - And had no earnings or net earnings (take-home pay) of £435 or less during the most recent assessment period
 - Which includes an element for a child and/or limited capability for work or limited capability for work-related activity, and had no earnings or net earnings (take-home pay) of £935 or less during the most recent assessment period
 - Where the claimant is a member of a couple it should be the combined earnings of the couple that are considered when determining the relevant threshold.
- Income-related Employment and Support Allowance;
- Income-based Jobseeker's Allowance;
- Pension Credit Guarantee Credit;
- or holders of an NHS Tax Credit Exemption Certificate.

Approximately 40% of all patients, including children, are exempt from paying a contribution towards the cost of their NHS dental care.

Inequalities in Outcomes for People Who Are Socio-economically Disadvantaged

For adult patients who do not meet any of the criteria for free NHS dental treatment, they may qualify for help towards the cost of their NHS dental treatment through the NHS Low Income Scheme. This is an income-related scheme which considers the applicant's (and partner's) weekly income and expenses to calculate how much, if anything, the person should pay towards the cost of their NHS dental treatment.

Around 20,000 applications were made to the Low Income Scheme for the 12-month period to September 2019.

If helpful – Short Case Study of one specific policy or programme within this Level 3 budget line which specifically addresses inequality for one of the above dimensions.

Oral Health Community Challenge Fund

In January 2018, the Scottish Government published the 'Oral Health Improvement Plan'. A key action from the Plan, incorporated into the 'Programme for Government 2018-19', was to introduce an Oral Health Community Challenge Fund.

The Fund was launched on 1 July 2019 with funding for 22 projects across Scotland. The purpose of the Fund is to enable third sector organisations to deliver projects that support families with young children living in areas of multiple deprivation in order to reduce oral health inequalities and support better early years oral health.

The Scottish Government has committed £2.5 million from July 2019 to March 2022 to the Oral Health Community Challenge Fund.

Care-experienced People

We have recently been tasked with a new Programme for Government (PfG) commitment: to extend the eligibility for free NHS dental care to care-experienced people between the ages of 18 and 26 to reduce the negative impacts that poor dental health can have on physical health, mental wellbeing and self-confidence.

EXAMPLE TWO - Early Learning and Childcare Expansion

Is budget line name, broad content and portfolio the same as last year? Yes

Purpose of spend in this budget line:

What does the budget pay for?

In 2019-20 the budget includes funding to prepare for the near-doubling of the statutory entitlement to funded early learning and childcare (ELC) hours for all 3 and 4 year olds, and around a quarter of 2 year olds from August 2020.

During 2019-20 (Year 2 of a four-year funding agreement between the Scottish Government and COSLA which was based on local authorities' own financial plans for the ELC expansion), the revenue budget is supporting local authorities to offer the additional funded hours early as part of a phased implementation through in-house provision and private and third sector providers including childminders; to expand their early learning and childcare workforce to provide additional hours; and to manage their own change programmes. The capital budget is enabling local authorities to create new ELC provision and to extend and refurbish existing ELC settings.

What does it seek to achieve?

The ELC expansion aims to deliver three main benefits for children and families:

- children's development improves and the poverty-related attainment gap narrows;
- parents' opportunities to take-up work, training or study increase; and
- family wellbeing improves through enhanced nurture and support.

Budget 2019-20	Budget 2020-21
£286 million revenue £175 million capital	£488 million revenue £121 million capital

The revenue budget is due to increase in 2020-21 to reflect the new statutory requirement for local authorities to ensure all eligible children can access up to 1,140 hours per year of funded early learning and childcare. The equivalent statutory

requirement in 2019-20 was 600 hours, but local authorities were also funded to start phasing in the additional hours early.

Progress on Outcomes

Scottish ELC Census

There is already very high uptake of funded ELC in Scotland; our latest ELC census data shows near-universal uptake of funded ELC by 3 and 4 year olds. Given that children growing up in disadvantaged circumstances stand to benefit the most from high-quality ELC, eligibility criteria for the 2-year-old offer intends to capture children facing the most disadvantage and includes looked-after children and children who are subject to a kinship or guardianship order. It also includes children in families receiving support under Part VI of the Immigration and Asylum Act 1999 and children whose family are in receipt of a 'qualifying benefit'. Approximately 11% of the total population of 2 year olds are registered for funded ELC (compared to the roughly 25% that are eligible). While this has increased gradually over the last few years, it is still relatively low and the Scottish Government and local authorities are working to raise awareness and introduce data-sharing powers that will help local authorities target likely eligible families. Our work includes developing a toolkit for stakeholders including trusted professionals such as health visitors and family nurses, which they can draw on when communicating with parents and carers about ELC.

A data transformation project is underway that will improve the data available nationally on the provision of statutory ELC. A significant part of the project is to improve the ELC census, which currently collects information about funded ELC registrations rather than individual children. The future ELC census (available from 2021) will be based on individual child-level data collection, and will collect data on the characteristics of children accessing funded ELC, including: sex, ethnicity, disability status, whether the child has any additional support needs, and the home postcode of the child (to enable analysis by the Scottish Index of Multiple Deprivation). This will allow for more substantive research on how different families use ELC in Scotland and will help to identify if there are any particular groups where uptake is not as high and where the Scottish Government and local authorities may need to focus attention on promoting uptake.

Scottish Study of Early Learning and Childcare

The Scottish Study of Early Learning and Childcare (SSELC) is a cross-sectional and longitudinal study that will evaluate the expansion of the funded entitlement to 1,140 hours. Baseline data is being collected from both children and the parents of those children accessing 600 hours of funded ELC. In 2022-23, data will be collected from those accessing 1,140 hours. Measuring before and after the expansion allows for an assessment of the extent to which the expansion's long-term benefits have been achieved.

Inequalities in Outcomes by Protected Characteristic

To support the ELC expansion we have published the following EQIAs:

- ELC Expansion: <https://www.gov.scot/publications/equality-impact-assessment-expansion-early-learning-childcare/>
- ELC Workforce: <https://www.gov.scot/publications/equalities-impact-assessment-considering-barriers-employment-early-learning-childcare-sector/>
- ELC Learning and Wellbeing Project: <https://www.gov.scot/publications/equality-impact-assessment-expansion-early-learning-childcare-learning-wellbeing-project/>

Some findings from these assessments have been summarised below:

Sex

The most significantly under-represented group in the ELC workforce is men, who make up only 2% of the current workforce, compared to 48% of the population in Scotland. However, since 2015 the proportion of male teachers within ELC has doubled from 3% to 6%. Subsequent to our establishment of a £50,000 challenge fund with our colleagues at the Scottish Funding Council, a 'Men in Early Years' seminar was held in September to share learning and best practice in recruiting and retaining men to the ELC sector. At the event it was also agreed to develop a network to support men already in the sector as well as those coming through training programmes.

Our research on 'Parents' Views and Use' of ELC in Scotland found that two-thirds of the parents surveyed who were using ELC for a 3 or 4 year old mentioned working or looking for work as a reason for using ELC.¹ Research has found that typically, higher-paid jobs and career progression come with less flexibility and may require someone to work full-time. The expanded ELC offer with more flexible provision aims to remove a potential barrier for parents wishing to access work, training or study opportunities, especially those who need help with finding sustainable employment.

Women are still more likely to be the primary carers in the family, which can restrict the type of work and working patterns they can take-up. The ELC expansion therefore presents further opportunity to enable more women to work, train or study, and to help to close the gender pay gap, while broader policies in other portfolios such as the Gender Beacon Collaborative, the What Works? Gender Institute and work to promote fair and inclusive workplaces all aim to shift broader gender stereotypes around work and caring.

Research, including studies from Scotland, recognise the negative impacts that gender stereotyping can have on children, and the importance of gender-equal play. The guidance on the National Standard signposts readers to the Care Inspectorate and Zero Tolerance resource to promote gender-equal play in ELC. By promoting this, there will be lasting positive impacts on equality between those of different genders.²

¹ <https://www.gov.scot/publications/exploring-parents-views-use-early-learning-childcare-scotland/>

² <https://www.careinspectorate.com/index.php/news/4706-gender-equal-play-in-early-learning-and-childcare>

Disability

To ensure that disabled children and children with additional support needs are able to access high-quality ELC, the National Standard for ELC, which all providers delivering funded ELC, from August 2020 will have to meet, has a criteria explicitly on inclusion which reads:

- The setting must comply with the duties under the Equality Act 2010.
- The setting will be willing to provide appropriate support, including making any reasonable changes to the care and learning environment, to ensure that children's additional support needs do not provide a barrier to them accessing a full range of experiences and meets their individual needs.

In addition, the ELC Inclusion Fund was launched in 2018 and provides funding to ELC settings to support children with additional support needs access their funded ELC entitlement. Funding can be awarded to pay for staff in ELC settings to receive appropriate training and funds resources, equipment and adaptations. The fund is worth £2 million over four years and invites bids from settings delivering funded ELC. A total of £521,145 was awarded to 455 applicants in 2018-19.

Race

The data currently collected through the ELC census does not allow us to measure uptake of ELC by ethnicity, however, the new ELC census (to be in place from 2021) will collect information about a child's ethnicity and enable us to assess impact on this protected characteristic.

There is some evidence that some minority ethnic parents are more comfortable using ELC where there is a mix of cultures and ethnic backgrounds in the ELC setting. Comparing the ELC workforce demographic data with data from the 2011 Scotland population census indicates that a number of minority ethnic groups are under-represented in the ELC workforce. However, around 10% of those responding to the Care Inspectorate annual return do not provide their ethnicity, making it difficult to be precise about whether minority ethnic communities are proportionately represented in the workforce.

We recognise the importance of the ELC workforce reflecting the diversity of Scotland's population. In addition to our ongoing national recruitment campaign, we are actively promoting the diversification of the ELC workforce by funding the Council for Ethnic Minority Voluntary Organisations (CEMVO) to promote career opportunities in ELC with minority ethnic communities.

Age

'Funding Follows the Child' will increase parental choice, supported by our parental communication strategy which is designed to raise awareness of the funded ELC entitlement, support take-up, and help families make informed decisions about their child's ELC entitlement.³ By increasing awareness and uptake of funded ELC, we expect that more ELC settings will benefit from having a wider range of young children, including children with a protected characteristic. This means there is the opportunity for relationships between children who do, and do not, share a protected characteristic to flourish at a young age.

Inequalities in Outcomes for People Who Are Socio-economically Disadvantaged

We have published a Fairer Scotland Duty Assessment to support the ELC expansion.⁴

Some findings from our Fairer Scotland Duty Assessment are summarised below:

- A socio-economic gap in cognitive attainment is apparent well before children attend primary school. Children from less advantaged families perform less well at age 3 than children from more advantaged backgrounds. Studies have also established that early cognitive ability can influence later outcomes. Children with early poor cognitive ability can have poorer education, employment, health, and social development outcomes later in life.
- Accessing high-quality ELC is associated with improved outcomes in language, cognitive and other essential skills and, importantly, these benefits have been found to be greater for children from disadvantaged backgrounds. Since children from disadvantaged backgrounds may benefit more from government-funded ELC, universally available ELC can contribute to narrowing the poverty-related attainment gap.
- There is also evidence of links between the availability of affordable and accessible ELC and employment opportunities for parents and carers.
- In addition, analysis of Growing Up in Scotland data has shown that children from disadvantaged backgrounds are no less likely than those from advantaged backgrounds to attend a high quality ELC provider.

The expansion to 1,140 hours intends to maximise the opportunity to ensure that all children in Scotland get the best possible start in life. Given the transformative impact ELC can have on children's development, particularly for children growing up in more disadvantaged circumstances, a key aim of the expansion to 1,140 hours is to close the poverty-related attainment gap. With this at its heart, policy design and implementation have considered inequalities of outcome throughout. For example, the ELC expansion aims to ensure:

- all children have access to high-quality provision;
- children who stand to benefit the most also benefit first;

³ <https://www.gov.scot/publications/funding-follows-child-national-standard-early-learning-childcare-providers-principles-practice/>

⁴ <https://www.gov.scot/publications/early-learning-childcare-expansion-fairer-scotland-duty-summary/>

- household income is not a barrier to children accessing their entitlement; and
- those children who stand to benefit the most have access to an enhanced offer.

Evaluation plan - What circumstances would allow you to 'switch off' spend on this line?**How will you know if and when you have achieved your intended outcomes?**

The Scottish Government and COSLA have agreed a multi-year revenue and capital package to fully fund the expansion of funded early learning and childcare, and we have put in place legislation to require local authorities to make available up to 1,140 hours of funded early learning and childcare for every child.

The Monitoring and Evaluation Strategy for the expansion, including the Scottish Study of Early Learning and Childcare referenced above, will provide us with a rich evidence base to evaluate the impact of this significant investment on the intended outcomes and consider any refinements to policy and practice which could further improve realisation of these outcomes.

We are making a long-term commitment to increase investment in the early learning and childcare of Scotland's children.

If helpful - Short Case Study**Ensuring families who benefit most also benefit first**

Local authorities have already started to 'phase in' the expanded offer. Our expansion planning guidance issued to local authorities in March 2017 asked that plans for 'phasing in' the expanded offer in the period to August 2020 reflect the Scottish Index of Multiple Deprivation. This means that families and communities who stand to benefit most from the expansion also benefit first. As a result of 'phasing in', nearly 50,000 children, including over 3,600 eligible 2 year olds, were already benefiting from more than the minimum 600 hours to which they are currently entitled, as of the end of September 2019.

The 'Tackling child poverty: first year progress report' published on 26 June 2019 also featured a case study showing the positive impact of the funded early learning and childcare for 2 year olds for a family in challenging circumstances - see Lucy and Jemma's story on page 48.



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