

Developing Performance Indicators for Rural Scotland: A Scoping Study

A report for the Scottish Government

18th March 2010

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Executive Summary

Introduction

This scoping study was commissioned by the Scottish Government for the purpose of investigating issues associated with developing performance indicators for rural Scotland. The study focuses on the extent to which existing national performance indicators are relevant to rural Scotland and explores the availability of suitable data sources.

The specific objectives of the study were:

- To review the indicators in the National Performance Framework and assess their relevance to rural Scotland.
- To review existing indicators in other strategies and assess their relevance to rural Scotland as well the availability of data sources for the indicators identified.
- To review approaches used to monitor progress for rural areas in other countries and to extract lessons for transfer where appropriate to the Scottish context.
- To summarise the issues associated with developing a set of rural performance indicators.

With rural policy in Scotland mainstreamed, there is a need to ensure that the particular issues and needs of rural areas are captured in indicator sets such as the Scottish Government's National Performance Framework.

Methodology

The scoping study was primarily desk based, reviewing strategy and policy documents along with relevant literature on performance indicators. The key themes considered to be critical to inform the development of performance indicators in rural Scotland were identified. In order to assess the relevance of indicators to rural Scotland, indicators were categorised as follows:

- Predominantly Urban: Issue/indicator is of greater significance in urban areas.
- Nationwide: Issue/indicator is potentially equally significant in both urban and rural areas.

- Predominantly Rural: Issue/Indicator is of greater significance in rural areas.

It should be noted that applying these categories to the indicators inevitably involves a degree of subjective judgement and our interpretation is open to debate.

A review of availability of data sources for indicators in other strategies was conducted. This encompassed Scottish Government strategies and statistical outputs, as well as strategies of relevant Scottish Government agencies. It assessed existing indicators against strategic objective, theme, relevance to rural Scotland (as defined above) statistical source, geographic detail and continuity of data.

An exploration of approaches used in comparator European countries was also conducted. Countries were selected on the basis of their scale, geographic location and extent of rural territory.

Findings

The analysis of the 45 indicators in the Scottish Government National Performance Framework found that the majority of the indicators (25) could be classified as nationwide, 16 predominantly related to urban areas and four predominantly rural. Although there is some subjectivity associated with judgement as to the category into which an indicator falls, overall it can be concluded that the National Performance Framework contains many indicators that are relevant to rural Scotland.

The analysis of the 62 indicators from the other strategies found that 30 of the indicators could be classified as nationwide, 23 predominantly related to rural areas and nine predominantly urban. Again, although there is some subjectivity associated with judgement as to the category into which an indicator falls, overall it can be concluded that there are many existing indicators that are relevant to rural Scotland with the analysis showing a breadth and depth of current performance indicators in use in Scotland.

The 62 indicators in the other strategies were also assessed in terms of geographic detail and continuity of data and other criteria deemed necessary for a good performance indicator. The topics covered by the indicators were wide ranging but only a minority met all of the required conditions necessary to fulfil the criteria of being a good performance indicator. Few of the Predominantly Rural indicators were published on a regular basis and at a suitable geography. However, many of the Nationwide indicators are relevant and available at the geographic detail necessary to monitor progress in rural Scotland.

A more detailed review of monitoring approaches was conducted for three comparator countries: Finland, Germany and the Republic of Ireland. Although it found differing approaches to monitoring in the countries, partly as a result of different approaches to rural policy, it did not suggest any specific indicators that could be readily adopted in rural Scotland.

Conclusion

This scoping study has identified that a large number of performance indicators already exist that are relevant to rural Scotland. The National Performance Framework provides a sound base against which to assess progress in rural Scotland, comparative to the rest of the country. Other indicators also exist that could be used to monitor change in rural Scotland. It is therefore important that full use is made of existing indicators.

The scoping study has also found that there are issues surrounding availability of appropriate data in terms of level of geographic detail and frequency of data. Further work may be required if some of the existing indicators are to be developed specifically for rural Scotland.

Overall, the scoping study suggests that there is no immediate need to develop new performance indicators for rural Scotland, at least until it is clear that full use is being made of existing indicators and that there are gaps in relation to monitoring progress in rural areas. If such gaps are identified, there is a long list of potential indicators and, therefore, a need to consider how a comprehensive and concise set of indicators could be selected and reported against. Developing such a set would require careful consideration of the methodological issues explored in this report, the outcomes to be achieved and the relationship of indicators to outcomes.

1.0 Objectives and context for the scoping study

1.1 ECOTEC appointment

ECOTEC Research and Consulting Limited were appointed by the Scottish Government in March 2008 to undertake a scoping study exploring the potential for the development of performance indicators for rural Scotland.

1.2 The purpose, scope and expectations of the study

The purpose of this scoping study is to investigate and scope out issues associated with developing performance indicators for rural Scotland.

The research objectives for the project are as follows:

- To review the indicators in the National Performance Framework and assess their relevance to rural Scotland.
- To review existing indicators in other strategies and assess their relevance to rural Scotland as well the availability of data sources for the indicators identified.
- To review approaches used to monitor progress for rural areas in other countries and to extract lessons for transfer where appropriate to the Scottish context.
- To summarise the issues associated with developing a set of rural performance indicators.

The scoping study explores the extent to which the National Performance Framework in Scotland is and can be responsive to the particular circumstances of rural Scotland. The National Performance Framework was launched by the Scottish Government in November 2007 and is an outcome based approach to performance management. It consists of 15 outcomes and 45 indicators which are designed to track progress.

The study also looks at a range of other indicator sets relevant to rural Scotland, for example those set in relation to the Scotland Rural Development

Programme (SRDP) 2007-2013. In addition, the study seeks to understand lessons that may be learned from our near neighbours in Europe in terms of how they monitor success in their rural areas.

Finally, the study goes on to discuss and summarise the key issues in developing a set of indicators.

1.3 Research methodology

In order to meet the requirements of the brief, the research team undertook desk based reviews of data and research relevant to Scotland to inform the study. A list of references is included at Annex One for information.

In addition, the research team were assisted with access to source material by officers represented on the project Steering Group and in particular those from the Rural and Environment Research and Analysis Directorate of the Scottish Government.

In relation to the case study countries, an initial framework for selecting countries was devised and agreed with the study Steering Group. The selected countries were then analysed through a combination of website reviews and discussions with associates located in case study counties, enabling the team to source relevant data and material. In this respect, the Organisation for Economic Cooperation and Development (OECD) rural team were helpful, enabling access to their rural policy review data.

1.4 Putting the scoping study into context

1.4.1 The Scottish Government agenda

The SNP Scottish Government elected in Scotland in May 2007 announced their intention to move the whole operation of government to an outcomes-focused approach towards assessing expenditure and performance. This was to provide a focus on the long term challenges facing Scotland and to ensure the alignment of the whole of the public sector, working towards one overarching Purpose:

"... To focus Government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth..."¹

Figure 1.2: The National Performance Framework



Supporting this Purpose are a set of **Purpose Targets** as follows:

- **Economic Growth (GDP)**
 - to raise the GDP growth rate to the UK level by 2011.
 - to match the GDP growth rate of the small independent EU countries² by 2017.
- **Productivity**
 - To rank in the top quartile for productivity against our key trading partners in the OECD by 2017.
- **Participation**
 - To maintain our position on labour market participation as the top performing country in the UK.
 - To close the gap with the top five OECD economies by 2017.
- **Population**
 - To match average European (EU15) population growth over the period from 2007 to 2017.
 - Supported by increased healthy life expectancy in Scotland over the period 2007 to 2017.

¹ <http://www.scotland.gov.uk/Publications/2007/11/13092240/9>

² Defined by the Scottish Government as Austria, Denmark, Finland, Ireland, Luxembourg, Portugal, and Sweden.

- **Solidarity**
 - To increase overall income and the proportion of income earned by the three lowest income deciles as a group by 2017.
- **Cohesion**
 - To narrow the gap in participation between Scotland's best and worst performing regions by 2017.
- **Sustainability**
 - To reduce the emissions over the period to 2011.
 - To reduce emissions by 80 per cent by 2050.

The Framework then proposes a set of five **Strategic Objectives** to support the delivery of the Purpose. For Scotland to become:

- Safer and stronger
- Wealthier and fairer
- Smarter
- Healthier
- Greener

In order to monitor progress against the purpose and the five strategic objectives, the new performance measurement framework establishes a related set of 15 **National Outcomes**, in turn supported by 45 **National Indicators** and targets, illustrated below and overleaf in Figures 1.3 and 1.4.

Figure 1.3: Strategic objectives, national outcomes

NATIONAL PERFORMANCE FRAMEWORK

THE GOVERNMENT'S PURPOSE

TO FOCUS GOVERNMENT AND PUBLIC SERVICES ON CREATING A MORE SUCCESSFUL COUNTRY, WITH OPPORTUNITIES FOR ALL OF SCOTLAND TO FLOURISH, THROUGH INCREASING SUSTAINABLE ECONOMIC GROWTH

HIGH LEVEL TARGETS RELATING TO THE PURPOSE

GROWTH PRODUCTIVITY PARTICIPATION POPULATION SOLIDARITY COHESION SUSTAINABILITY

STRATEGIC OBJECTIVES

WEALTHIER
& FAIRER

SMARTER

HEALTHIER

SAFER &
STRONGER

GREENER

NATIONAL OUTCOMES

- We live in a Scotland that is the most attractive place for doing business in Europe
- We realise our full economic potential with more and better employment opportunities for our people
- We are better educated, more skilled and more successful, renowned for our research and innovation
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens
- Our children have the best start in life and are ready to succeed
- We live longer, healthier lives
- We have tackled the significant inequalities in Scottish society
- We have improved the life chances for children, young people and families at risk
- We live our lives safe from crime, disorder and danger
- We live in well-designed, sustainable places where we are able to access the amenities and services we need
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
- We value and enjoy our built and natural environment and protect it and enhance it for future generations
- We take pride in a strong, fair and inclusive national identity
- We reduce the local and global environmental impact of our consumption and production
- Our public services are high quality, continually improving, efficient and responsive to local people's needs

Figure 1.4: National indicators and targets

NATIONAL INDICATORS AND TARGETS		NATIONAL INDICATORS AND TARGETS
	At least halve the gap in total research and development spending compared with EU average by 2011	Achieve annual milestones for reducing inpatient or day case waiting times culminating in delivery of an 18 week referral to treatment time from December 2011
	Increase the business start-up rate	Reduce the proportion of people aged 65 and over admitted as emergency inpatients two or more times in a single year
	Grow exports at a faster average rate than GDP	Reduce mortality from coronary heart disease among the under 75s in deprived areas
	Improve public sector efficiency through the generation of 2% cash releasing efficiency savings per annum	Increase the percentage of people aged 65 and over with high levels of care needs who are cared for at home
	Improve people's perceptions of the quality of public services delivered	All unintentionally homeless households will be entitled to settled accommodation by 2012
	Reduce the number of Scottish public bodies by 25% by 2011	Reduce overall reconviction rates by 2 percentage points by 2011
	Reduce the proportion of driver journeys delayed due to traffic congestion	Reduce overall crime victimisation rates by 2 percentage points by 2011
	Increase the percentage of Scottish domiciled graduates from Scottish Higher Education Institutions in positive destinations	Increase the percentage of criminal cases dealt with within 26 weeks by 3 percentage points by 2011
	Improve knowledge transfer from research activity in universities	Increase the rate of new house building
	Increase the proportion of school leavers (from Scottish publicly funded schools) in positive and sustained destinations (FE, HE, employment or training)	Increase the percentage of adults who rate their neighbourhood as a good place to live
	Increase the proportion of schools receiving positive inspection reports	Decrease the estimated number of problem drug users in Scotland by 2011
	Reduce number of working age people with severe literacy and numeracy problems	Increase positive public perception of the general crime rate in the local area
	Increase the overall proportion of area child protection committees receiving positive inspection reports	Reduce overall ecological footprint
	Decrease the proportion of individuals living in poverty	Increase to 95% the proportion of protected nature sites in favourable condition
	60% of school children in primary 1 will have no signs of dental disease by 2010	Improve the state of Scotland's Historic Buildings , monuments and environment
	Improve the quality of healthcare experience	Biodiversity: Increase the index of abundance of terrestrial breeding birds
	Increase the proportion of pre-school centres receiving positive inspection reports	Increase the proportion of journeys to work made by public or active transport
	Increase the social economy turnover	Increase the proportion of adults making one or more visits to the outdoors per week
	Reduce the rate of increase in the proportion of children with their Body Mass Index outwith a healthy range by 2018	50% of electricity generated in Scotland to come from renewable sources by 2020 (interim target of 31% by 2011)
	Increase the average score of adults on the Warwick-Edinburgh Mental Wellbeing Scale by 2011	Reduce to 1.32 million tonnes of waste sent to landfill by 2010
	Increase healthy life expectancy at birth in the most deprived areas	Increase to 70% key commercial fish stocks at full reproductive capacity and harvested sustainably by 2015
	Reduce the percentage of the adult population who smoke to 22% by 2010	Improve people's perceptions, attitudes and awareness of Scotland's reputation
	Reduce alcohol related hospital admissions by 2011	
DELIVERY, ACCOUNTABILITY: PARTNERS' CONTRIBUTIONS ACROSS THE PURPOSE AND ALL STRATEGIC OBJECTIVES - MEASURED BY PERFORMANCE MANAGEMENT REGIMES		

Source: The Scottish Government

1.4.2 Implementation at the local level

The ambition of the Scottish Government in establishing their Purpose and National Performance Framework is also to orchestrate a transition to an outcomes-based approach with delivery partners, thereby leaving government to focus upon strategic leadership, direction and priorities. Towards this end a process known as Single Outcome Agreements (SOA) has been put in place between national and local government (via Community Planning Partnerships) with SOAs articulating how they contribute to the National Performance Framework. A menu of locally relevant indicators has also been developed from which Community Planning Partnerships may pick and choose to reflect their particular circumstances – one key aspect of which may well be the rurality of the area involved. This menu currently involves some 52 local indicators³.

Again, with reference to the work undertaken in this report, the SOA approach to indicator development and reporting should be aligned with rurally specific indicators – and wherever possible, SOA indicators should be developed so that they enable 'rural-tagging' i.e. the analysis of data according to the urban rural definition adopted by Scotland.

1.5 Understanding rural Scotland

As noted by Richard Lochhead in his speech at the Rural Gathering event in September 2009, the Scottish Government wish to see a “rural Scotland which presents to the world a dynamic, active, modern society, able and willing to use all that the 21st century can offer while capitalising on its heritage.”

Measuring progress towards this vision, along with tracking the essential characteristics that make up rural Scotland, is a challenging task: the very characteristics of rural areas - for example, low population density and remoteness – mean that what constitutes success in rural areas (and how it is measured) may be different from the rest of Scotland.

In 2008, the OECD produced a Rural Policy Review of Scotland⁴. This publication highlights a number of key points regarding the profile of rural Scotland:

³ Single Outcome Agreements: guidance, format and indicators for Scottish Local Government (February 2008)

⁴ OECD (2008)

- Scotland's 'predominantly rural' regions using the OECD classification (described in Chapter 2) comprise 75% of the land area, 17% of the population and 13% of its Gross Domestic Product (GDP).
- Scotland's rural areas as a whole display good socio economic indicators, compared to urban and intermediate areas, with higher income levels and better health standards, levels of tertiary education, employment rates, liveability and neighbourhood safety. In addition, unemployment is lower than in urban areas and home ownership higher.
- Most rural regions in Scotland had rates of growth above the OECD average.
- Rural areas in Scotland have been net receivers of population since the late 1980s with the share of the population living in rural areas increasing.
- However, rural areas across Scotland are not homogenous and considerable differences are seen between accessible rural regions and the very remote highlands and islands in particular. Here, several indicators point to underperformance closely correlated to inadequate infrastructure and high transportation costs, for example income levels, employment, skills and health.
- Finally, Scotland's employment profile is undergoing change with service industries outpacing the primary sector and new potential for growth demonstrated in sectors linked closely to the natural asset base, for example tourism and energy.

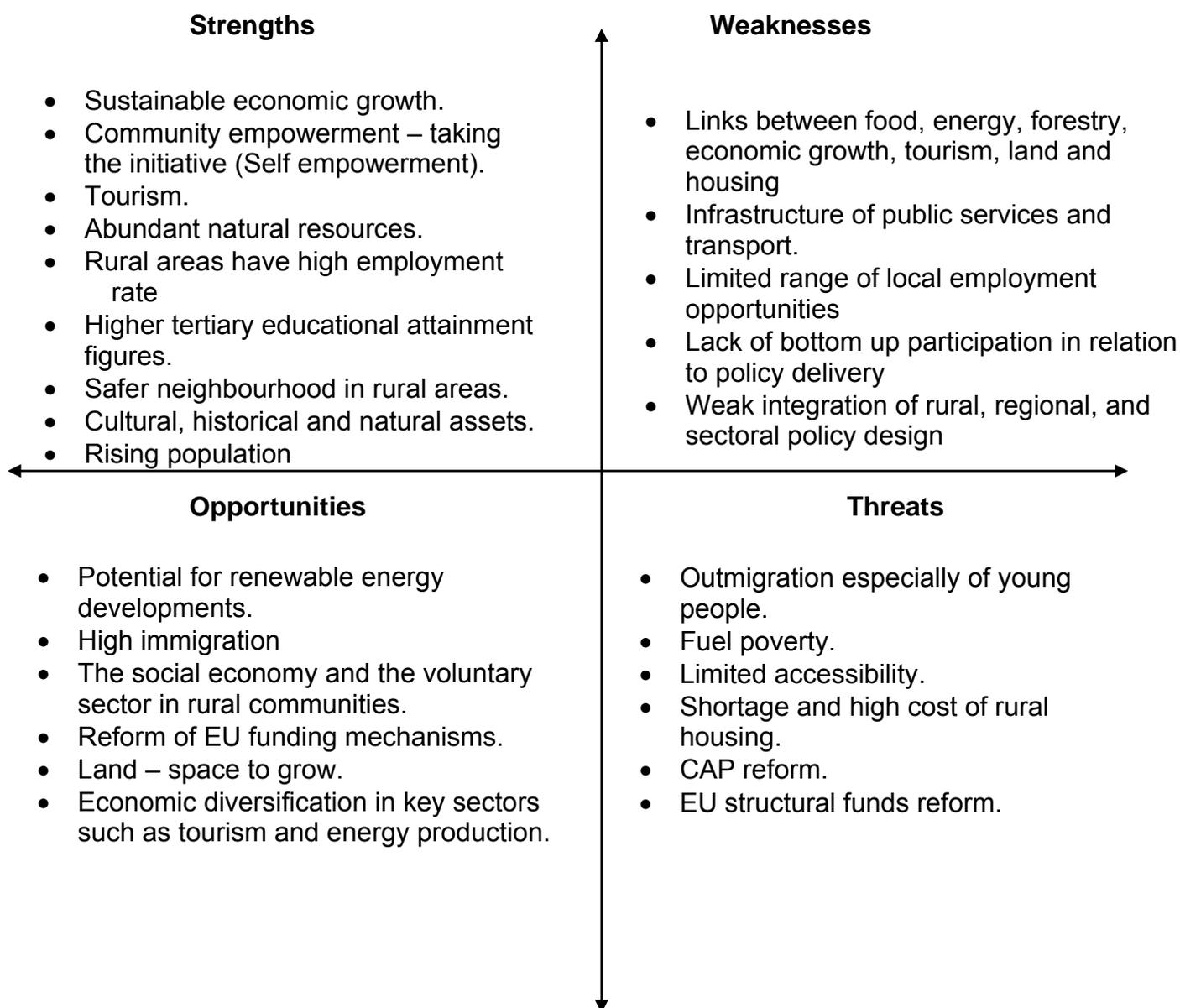
1.5.1 Strengths, weaknesses, opportunities and threats

Figure 1.5 presents a summary SWOT analysis drawing on a combination of reviews relating to rural Scotland: particularly Rural Scotland: Better Still, Naturally⁵, the Scotland Rural Development Programme⁶ and the OECD Rural Policy Review. This synthesis identifies some common themes in these various approaches and summarises them as a reference point for this study. The strengths and weaknesses refer to the current situation; threats and opportunities refer to likely changes in the environment in the future. In some case it is not certain whether the effect will be negative or positive or it is possible that a change, for instance funding arrangements, offers both threats and opportunities, perhaps to different sectors. A SWOT analysis can provide a framework for thinking about policies, but in the current instance we are primarily interested in identifying themes.

⁵ Scottish Executive (2007)

⁶ Scottish Executive (2007)

Figure 1.5: A SWOT Analysis for rural Scotland



1.5.2 OECD priorities for rural Scotland

Building from their analysis, the OECD review highlighted the following as being key priorities for the future growth and prosperity of rural Scotland:

- To address the shortage of affordable housing.
- To improve service delivery and related investment strategies, particularly linked to education, healthcare, ageing and transport infrastructure.

- To continue to diversify the economic base beyond agriculture, with particular attention paid to tourism markets, forestry and energy.
- In support of the above, to provide improved supporting services and infrastructure to foster SME growth.
- To recognise and understand further the opportunities arising through urban rural interdependency and linkages and to develop appropriate policy responses.
- The OECD also proposed that, in order to meet the challenges of the future, Scotland needs "...a distinct, integrated rural development policy..." and "...better targeting rural policy to different rural areas..." This view supports the notion of developing and using specific rural indicators to target intervention and measure success and impact.

1.5.3 In conclusion – key themes for rural Scotland

Following the SWOT analysis, the study team were able to develop a list of the themes that were considered to be critical to inform the development of performance indicators in rural Scotland:

- Developing **agriculture and forestry** (as key 'triggers' of other rural and urban industries (for example, manufacturing and food processing)).
- Diversifying the **rural economy** – including 'green jobs' (renewable energy etc), diversification of agricultural activities and tourism.
- Creating **balanced rural communities** (demography) – with a mix of ages and skill levels.
- Improving supply of and access to **affordable housing** or increasing the availability of housing that is affordable.
- Improving **access to services and mobility** (travel times, public transport, internet/broadband availability).
- Enhancing **social capital**⁷, i.e. strong social networks as an indicator of the resilience of rural communities.
- Promoting **community empowerment**, to stimulate and harness the energy of local people to come up with creative solutions to local challenges.
- Improving **living standards** and income levels, including the price of housing.

⁷ There are numerous definitions of what constitutes "social capital". One well known definition states that "...social capital is about the value of social networks, bonding similar people and bridging between diverse people, with norms of reciprocity..." (Dekker and Uslaner 2001; Uslaner 2001). The commonalities of most definitions of social capital are that they focus on social relations that have productive benefits.

- Enhancing the quantity, quality and enjoyment of the **physical environment**/landscapes/cultural and natural heritage.
- Increasing the degree of **innovation and collaboration**/partnerships in business.

1.6 Report structure

The remainder of the report is structured as follows:

- **Chapter 2:** presents background information and discusses the need for key performance indicators for rural Scotland and what makes good indicator
- **Chapter 3:** sets out an analysis of the relevance of the indicators in the Scottish Government's National Performance Framework to rural Scotland.
- **Chapter 4:** explores existing indicator sets and describes their data sources.
- **Chapter 5:** provides a summary of our analysis of case study countries.
- **Chapter 6:** summarises the key issues in developing indicators.
- **Annex One:** provides a list of reference material for the study.
- **Annex Two:** details the types of indicators used in the European Commission Common Monitoring and Evaluation Framework employed for measuring the impact of the Scotland Rural Development Programme 2007-2013.
- **Annex Three:** lists the strategy documents consulted to identify additional indicators which could supplement the national performance indicators.

2.0 Background

2.1 Why develop rural specific indicators?

With rural policy in Scotland mainstreamed across the five strategic objectives set out previously, there is a need to ensure that the particular issues and needs of rural areas – particularly those in the more remote rural regions – are captured in the Scottish Government's National Performance Framework.

Whilst this report does not anticipate or propose that any new 'rural' indicators should be incorporated into the performance framework, it is beneficial to consider whether a supporting or shadow set of rural indicators should be established that could provide finer grain focus upon key issues facing rural Scotland, providing help to policy makers and adding value to the decision-making process.

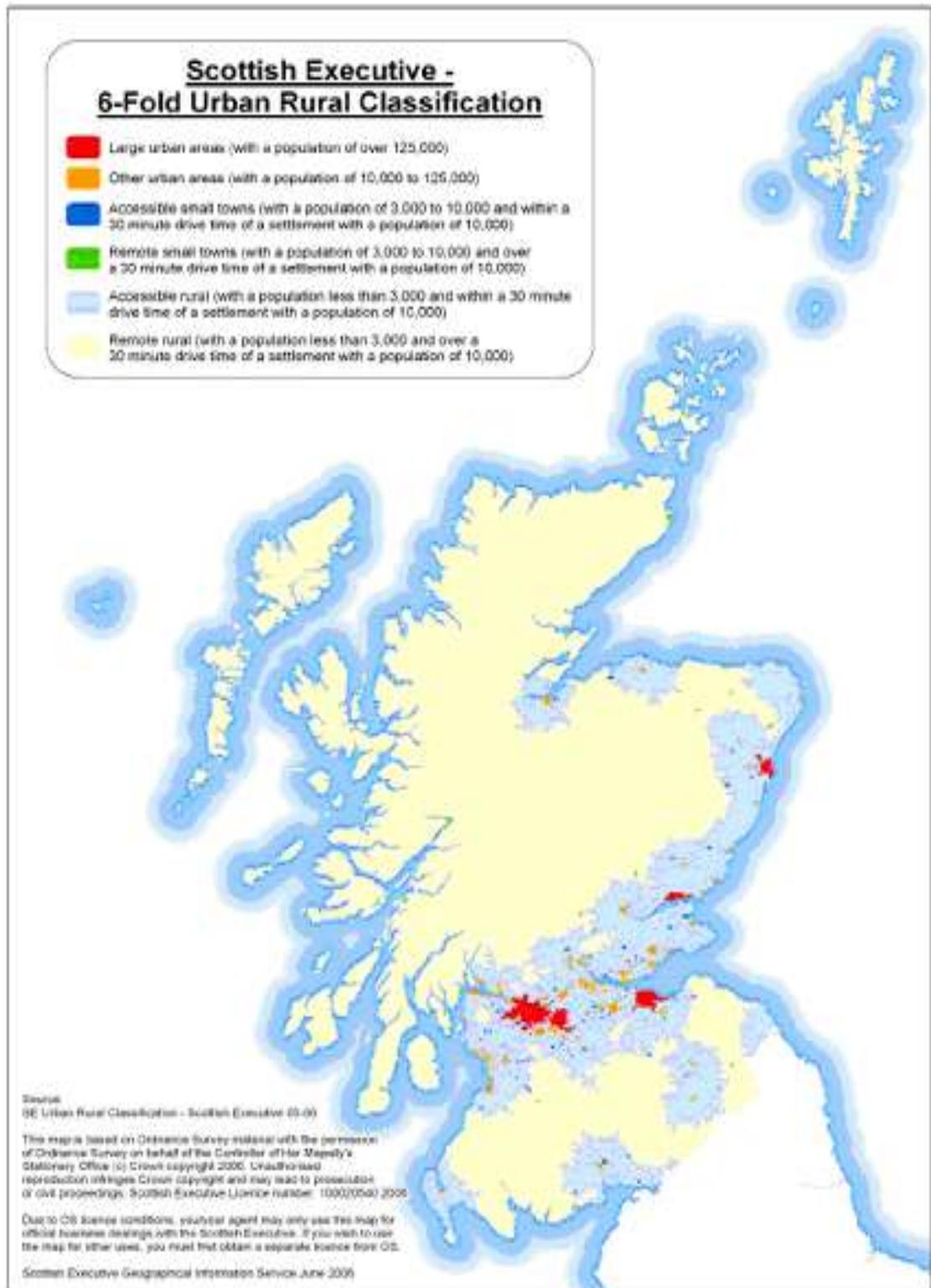
2.2 Defining rural Scotland

Critical to the development of a set of meaningful indicators for rural Scotland is the need to understand what is meant by 'rural Scotland' and for data supporting indicators to be available at the appropriate granularity to allow for targeted responses to be made.

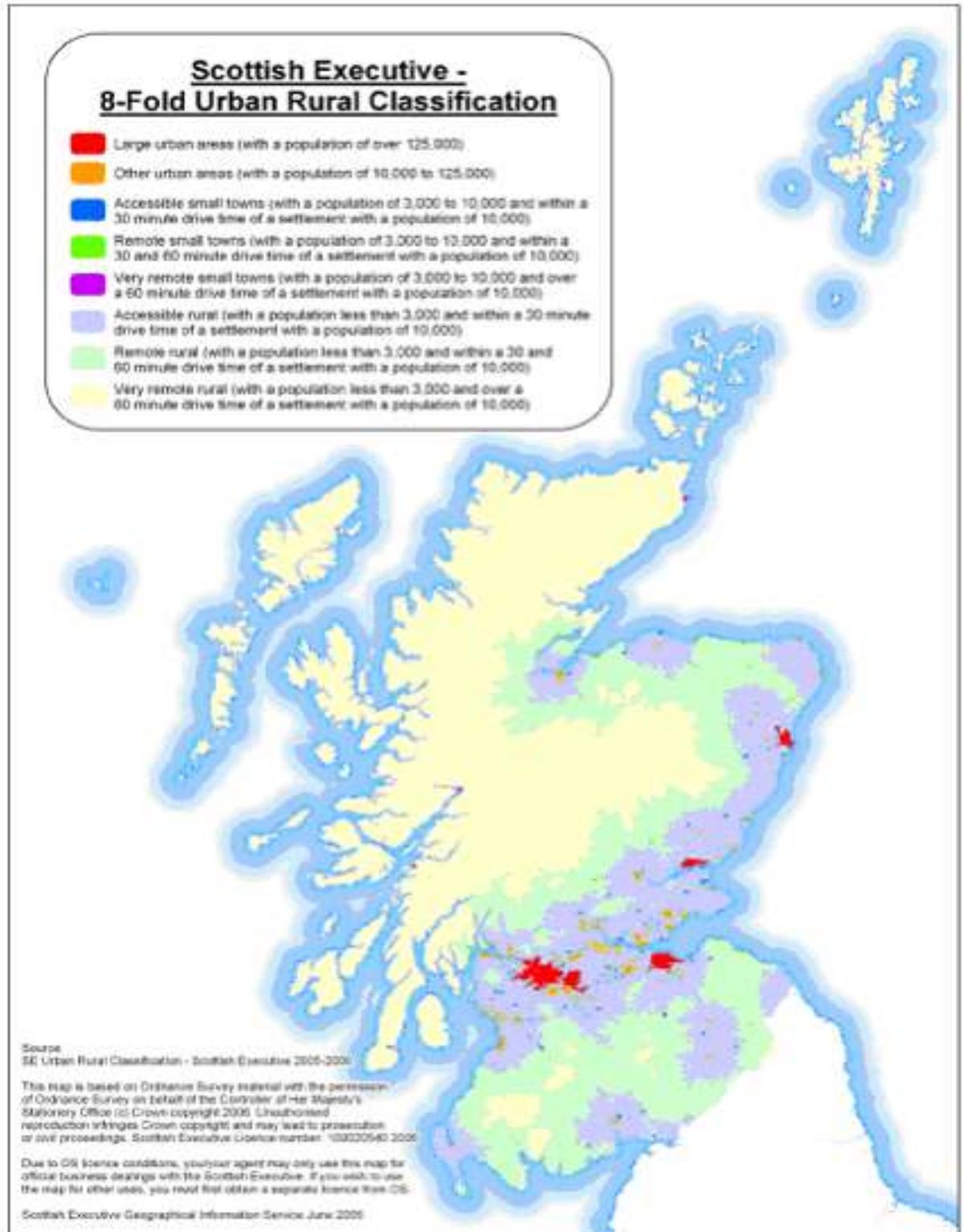
For the purposes of this report we have primarily followed the Urban-Rural Classification as developed by the Scottish Executive in 2000 and subsequently updated every two years⁸. This methodology provides a simple classification which distinguishes between urban, rural and remote areas on a six and eight category basis, according to settlement size and accessibility based on drive time. The 6-fold and 8-fold classifications are illustrated in Maps 2.1 and 2.2.

⁸Urban Rural Classification 2007-2008, Scottish Government (2008).
<http://www.scotland.gov.uk/Publications/2008/07/29152642/0>

Map 2.1: 6-fold Urban Rural Classification



Map 2.2: 8-fold Urban Rural Classification



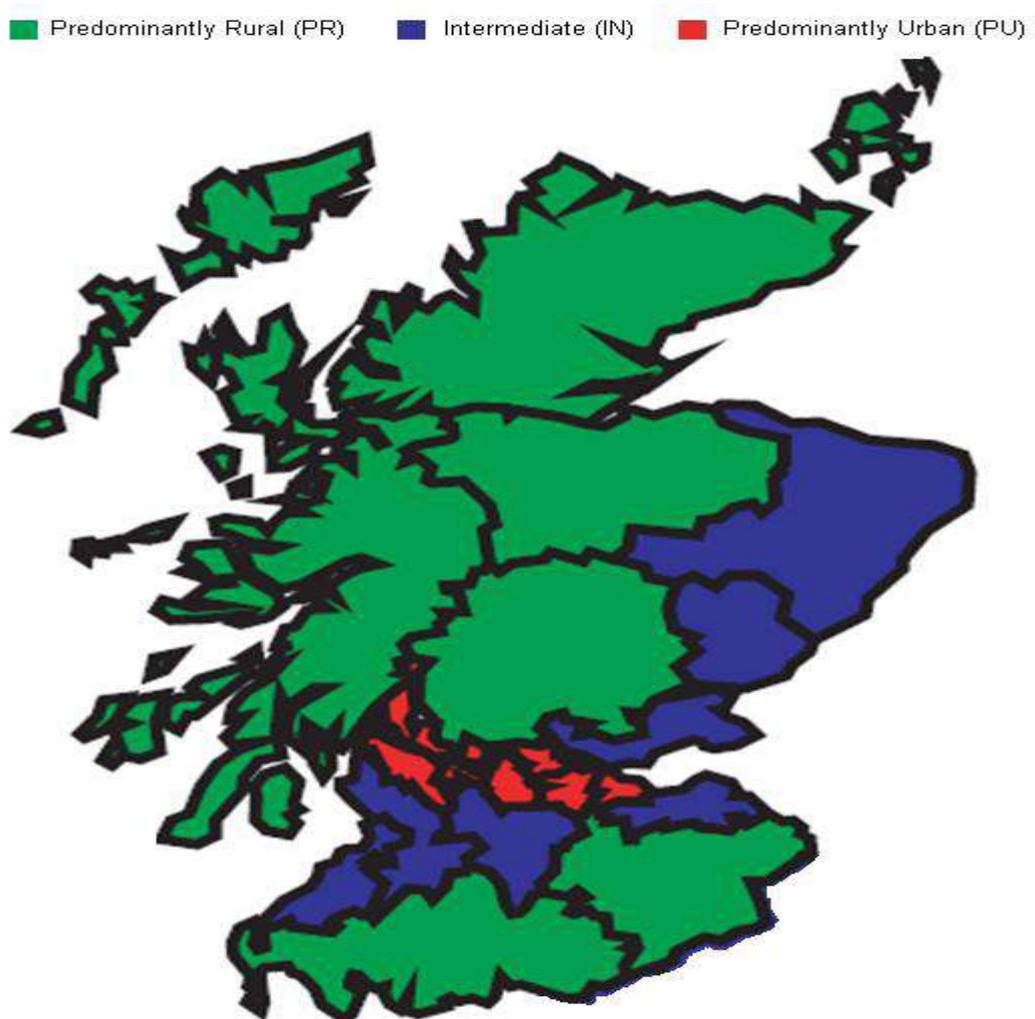
Source: Scottish Executive (2006)

2.2.1 OECD definition

An alternative methodology for defining urban-rural Scotland is provided by the OECD and is useful to understand for the purposes of this report as much of the comparative data from case study countries is taken from the OECD and the benefits of using their methodology allows comparability across countries.

In brief, the OECD methodology provides a three fold classification based upon population density and defines predominantly rural regions, intermediate regions and predominantly urban regions according to the share of the population that live in areas of less than 150 inhabitants (more than 50%, 50% to 15%, and less than 15%, respectively). This is illustrated in Map 2.3 below:

Map 2.3: OECD urban-rural definition applied to Scotland

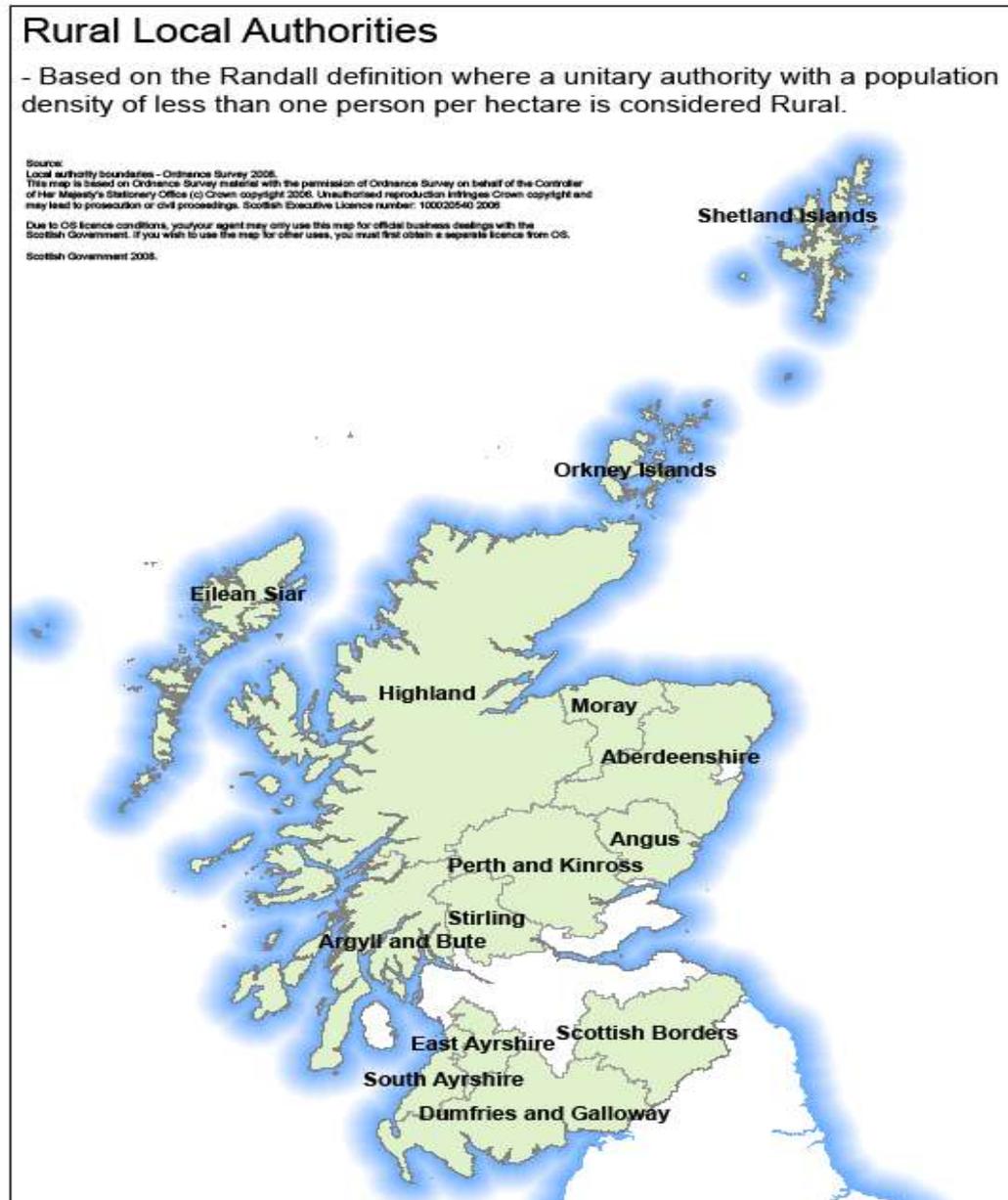


Source: OECD (2008)

2.2.2 The Randall definition

A further analysis of the spatial geography of rural Scotland is provided by the Randall definition, based upon allocating a definition of urban/rural to local authority areas based upon population density, as illustrated in Map 2.4 below:

Map 2.4: Rural Local Authorities in Scotland



This definition is set out in addition to those above in recognition that some data are only available down to Local Authority level. Although this provides challenges in terms of data interpretation, and Local Authorities classified as 'urban' may include rural areas, it is possible to use such data at a strategic level where fine grain analysis may be achieved through local level investigations.

2.3 Identifying good performance indicators

The key task of this study is to consider the scope for developing a set of rural performance indicators for the Scottish Government. In order to do this effectively it is necessary to understand the critical components of a good performance indicator. The necessary features of an effective indicator can be distilled into four principal requirements that must be satisfied if it is to be effective. An indicator must be:

- **Strategic** – the indicator must be linked to the strategic objectives of the programme/policy/intervention.
- **Quantifiable** – it must be possible to quantify the indicator and definitive targets must be able to be set against which progress or change can be assessed.
- **Continuous** – it must be possible to collect data relating to the indicator from sources that are updated at regular intervals or continuously.
- **Comparable** – it must be possible to compare the indicators with other recognised norms or standards at the local, sub-regional and national level.

2.3.1 What makes a good indicator?

Research compiled by the Department of Land Economy at the University of Cambridge⁹ identified six essential features of a good indicator:

- A good indicator should measure conditions in a locality at a point immediately prior to the commencement of a particular policy, programme or project intervention. Ideally, local conditions should be measured relative to some standard or norm that may represent a wider local, sub-regional, regional or national average. This comparison helps to identify whether a

⁹ Evaluation of the Single Regeneration Budget Challenge Fund: An Examination of Baseline Issues, on behalf of the Department of the Environment, Transport and the Regions, 1999

given change in the value of an indicator is due to the impact of programme in question.

- The same conditions should be capable of being revisited at the end of (and fairly continuously during) the implementation period of the policy, programme or project intervention, again relative to a standard comparator. This converts the static baseline indicator into a dynamic measure of change. It serves to reveal the degree of local change irrespective of cause.
- Indicators that are designed to measure outcomes should relate to a broader set of local changes than are captured by indicators that measure specific outputs. A good indicator must be capable of being influenced by programme or project interventions but are also subject to a wide variety of other policy and non-policy influences.
- Indicators should be measured consistently across an entire policy, programme or project intervention.
- Indicators should as far as possible be quantitative in nature even when it is qualitative change that is being assessed.
- A good indicator should be capable of measuring change or progress.

The last feature is particularly relevant. It is not enough for an indicator to simply establish local conditions at a particular point in time. In order to be meaningful, an indicator should also be capable of being used to set definite targets against which change or progress can be assessed. There are three types of targets that can be adopted:

1 **Directional change** - to increase/decrease the incidence of the condition measured by the indicator.

2 **Absolute change** - to increase/decrease the incidence of the condition measured by the indicator by a specified interval or ratio.

3 **Gap change** - to increase/decrease the incidence of the condition measured by the indicator by a specified interval or ratio to better reflect the norm or standard in a comparator area or in a larger area of which the local area is part.

We are also able to think of indicator suitability in terms of their fit with the 'AIMS' criteria – are they Action oriented, Important, Measurable and Smart:

- **Action oriented** - does the indicator provoke people to debate, change the way they think and behave? Is it obvious to all in which direction policy should be going? Can achievable targets be set?

- **I**important - does the indicator describe an important asset of the issue clearly and unambiguously? Is the indicator relevant to the local area and community? Does it reflect national and global concerns?
- **M**easurable - can you identify where to get information for this indicator? Can data for the indicator be collected?
- **S**mart - would most people be able to understand what the indicator is about, and find it interesting?

2.3.2 The choice of spatial building block

In order to be effective, indicators must pass two principal tests:

- Are they appropriate to the area concerned?
- Are they measurable at an appropriate spatial level?

Indicators must relate to the strategic objectives against which they are seeking to assess impact and progress. The assessment of measurability breaks down into a further three tests that must be passed:

- Can the data set be produced to fit the geographical boundary of the area concerned?
- Can the information and data sets be easily updated?
- Can the data sets be updated at time intervals useful for the purposes of the project?

The first test is often difficult to meet and this has a negative impact on meeting the second and third of the above tests. Many secondary statistical sources provide information at a national and regional level, and also for Local Authority or 'travel to work areas'. Fewer produce results for smaller areas because of the limited sample size or, in the case of administrative data, to avoid disclosure. Some small area data has to be constructed by combining samples from several years.

2.4 Conclusion

In this chapter we have discussed the need for rural specific indicators. We have explored the different methodologies in classifying urban and rural areas in Scotland and while the Scottish Government 6-fold classification is most appropriate, other classifications can be useful in some circumstances too. We

have set out what makes a good performance indicator and concluded that one of the most important features is ability to be able to track the change in the indicator over time.

3.0 The National Performance Framework and rural Scotland

3.1 Indicators in the National Performance Framework

This chapter of the report provides an analysis of the Scottish Government's National Performance Framework in order to inform our subsequent analysis of rural performance indicators.

First, however, the current set of 45 indicators and targets included within the National Performance Framework have been assessed for their sensitivity to the needs of rural areas. The results are shown in Table 3.1 set against the five headline strategic objectives established by the Scottish Government:

- Safer and stronger
- Wealthier and fairer
- Smarter
- Healthier
- Greener

3.2 Approach to assessing relevance of indicators to rural Scotland

There is not a single 'Rural Strategy' that establishes priorities and themes for rural development (including agriculture) across Scotland. There is, however, the Scotland Rural Development Programme (SRDP) 2007-2013 which, underpinned by a strategic plan and the programme, identifies a series of strategic outcomes. The outcomes include addressing business viability and competitiveness, biodiversity and landscape, water quality, climate change and wider rural development. The SRDP is monitored against a Common Monitoring and Evaluation Framework (CMEF) applicable to all national programme participants across the EU. The key types of indicators utilised in this CMEF are set out in Annex Two.

The SRDP is an EU programme and whilst there exists scope for national determination of priorities, such as the identified of strategic outcomes for Scotland noted above, these are set within the context of the EU's priorities and the Axes under which funding is made available:

- **Axis 1:** Improving competitiveness of the agricultural and forestry sectors.
- **Axis 2:** Improving the environment and countryside through land management.
- **Axis 3:** Improving quality of life through diversification of economic activity.
- **Axis 4:** LEADER.

Instead of using the themes in the SRDP, this study has used the key priorities arising from the OECD Review of Rural Scotland report as a means of identifying priority themes for rural Scotland. This OECD report identified the key priorities for Scotland's rural policy listed in Section 1.5.2:

- Addressing the shortage of rural housing and increasing demand for rural space for multiple use.
- Service delivery policy and investment strategies tackling education, healthcare and transport across rural areas (and taking account of an ageing population).
- Opportunities for economic development and diversification looking beyond agriculture.
- Developing a new approach to greater urban-rural interdependencies.

For the purposes of this study to describe the 'strategic significance to rural Scotland' of the indicators in the National Performance Framework, we have applied a three fold categorisation, and linking this to the OECD work, as well as the key themes highlighted with the Rural Scotland Key Facts, as shown below in Figure 3.2:

Figure 3.2: Criteria for Assessing Indicator Strategic Significance to rural Scotland

Indicator descriptor	Rationale	OECD Key rural priority?	OECD Rural Scotland S/W/O/T?	Rural Scotland Key Facts key theme?
Predominantly Urban	Issue is of greater significance in urban areas.	x	x	x
Nationwide	Issue is potentially equally significant in both urban and rural areas.	✓	✓/x	x

Indicator descriptor	Rationale	OECD Key rural priority?	OECD Rural Scotland S/W/O/T?	Rural Scotland Key Facts key theme?
Predominantly Rural	Issue is of greater significance in rural areas.	✓	✓	✓

3.3 Findings on relevance of indicators

Table 3.1 below provides our assessment of the 45 indicators and their relevance to rural Scotland. Applying these categories to the indicators inevitably involves a degree of subjective judgement and our interpretation is open to debate. This task was been undertaken through discussion with the Scottish Government National Performance Framework Team and a thorough review of the technical notes which support the 45 indicators and targets.

As shown in Table 3.1, four of the indicators are Predominantly Rural and all occur under the Greener strategic objective. That does not mean that these are the most important issues for rural areas. The Nationwide issues include some of the issues to which people will attach the greatest significance wherever they live. It is possible that the nature of the challenge for some of these is different in urban and rural areas.

Table 3.1: Assessing the Indicators in the National Performance Framework and their relevance to rural Scotland

National Strategic Objective	Key Priorities and Themes	National Indicator/Target from Comprehensive Spending Review	Strategic Significance to Rural Scotland
Safer and Stronger	People and Communities	Increase the social economy turnover	Nationwide
		Increase the % of adults who rate their neighbourhood as a good place to live	Nationwide
		Increase positive public perception of the general crime rate in the local area	Predominantly Urban
		Increase the % of criminal cases dealt within 26 weeks by 3 percentage points by 2011	Predominantly Urban
		Reduce overall reconviction rates by 2 percentage points by 2011	Predominantly Urban
		Reduce overall crime victimisation rates by 2 percentage points by 2011	Predominantly Urban
		Decrease the estimated number of problem drug users in Scotland by 2011	Predominantly Urban
		Decrease the proportion of individuals living in poverty	Nationwide
		Increase the overall proportion of area child protection committees receiving positive inspection reports	Predominantly Urban
		All unintentionally homeless households entitled to settled accommodation by 2012	Nationwide
Wealthier and Fairer	Economy and Enterprise	Increase the business start up rate	Nationwide
		Increase the rate of new house building	Nationwide
		Grow exports at a faster average rate than GDP	Nationwide
		Improve public sector efficiency through the generation of 2% cash releasing efficiency savings per annum	Nationwide
		Reduce the number of Scottish public bodies by 25% by 2011	Nationwide
		Improve people's perceptions of the quality of public services delivered	Nationwide
		Reduce the proportion of driver journeys delayed due to traffic congestion	Predominantly Urban
		Improve people's perceptions, attitudes and awareness of Scotland's	Nationwide

National Strategic Objective	Key Priorities and Themes	National Indicator/Target from Comprehensive Spending Review	Strategic Significance to Rural Scotland
		reputation	
Smarter	Services and Lifestyle	Increase the percentage of Scottish domiciled graduates from Scottish higher education institutions in positive destinations	Nationwide
		Increase the proportion of school leavers (from Scottish publicly funded schools) in positive and sustained destinations (FE, HE, employment or training)	Predominantly Urban
		Increase the proportion of schools receiving positive inspection reports	Nationwide
		Reduce the number of working age people with severe literacy and numeracy problems	Nationwide
		Increase the proportion of pre-school centres receiving positive inspection reports	Nationwide
		At least halve the gap in total research and development spending compared with EU average by 2011	Predominantly Urban
		Improve knowledge transfer from research activity in universities	Predominantly Urban
Healthier	Services and Lifestyle	Improve the quality of healthcare experience	Nationwide
		Increase the average score of adults on the Warwick-Edinburgh Mental Wellbeing Scale by 2011	Nationwide
		Increase healthy life expectancy at birth in the most deprived areas	Predominantly Urban
		Reduce the percentage of the adult population who smoke to 22% by 2010	Predominantly Urban
		Reduce alcohol related hospital admissions by 2011	Predominantly Urban
		60% of school children in Primary 1 will have no signs of dental disease by 2010	Nationwide
		Reduce the rate of increase in the proportion of children with their Body Mass Index out with a healthy range by 2018	Nationwide
		Achieve annual milestones for reducing inpatient or day case waiting times culminating in delivery of an 18 week referral to treatment times from December 2011	Nationwide
		Reduce the proportion of people aged 65 and over admitted as emergency	Nationwide

National Strategic Objective	Key Priorities and Themes	National Indicator/Target from Comprehensive Spending Review	Strategic Significance to Rural Scotland
		inpatients two or more times a single year	
		Reduce mortality from coronary heart disease among the under 75s in deprived areas	Predominantly Urban
		Increase the percentage of people aged 65 and over with high levels of care needs who are cared for at home	Nationwide
Greener	People and communities	Increase to 95% the proportion of protected nature sites in favourable condition	Predominantly Rural
		Improve the state of Scotland's Historic Buildings, monuments and environment	Predominantly Rural
		Biodiversity: increase the index of abundance of terrestrial breeding birds	Predominantly Rural
		Increase the proportion of journeys to work made by public or active transport	Predominantly Urban
		Increase the proportion of adults making one or more visits to the outdoors per week	Nationwide
		50% of electricity generated in Scotland to come from renewable sources by 2020 (interim target of 31% by 2011)	Nationwide
		Reduce overall ecological footprint	Nationwide
		Reduce to 1.32 million tonnes of waste sent to landfill by 2010	Predominantly Urban
		Ensure 70% key commercial fish stocks at full reproductive capacity and harvested sustainably by 2015	Predominantly Rural

3.4 Conclusion

This chapter has assessed the relevance of the Indicators in the National Performance Framework to rural Scotland using a three part categorisation. The analysis of the 45 indicators in the Scottish Government National Performance Framework found that the majority of the indicators (25) could be classified as nationwide, 16 predominantly related to urban areas and four predominantly rural. Although there is some subjectivity around classifying the indicators, considering the number of nationwide and predominantly rural indicators, it can be concluded that the National Performance Framework contains many indicators that are relevant to rural Scotland.

4.0 Indicators from other strategies relevant to rural Scotland

4.1 Identifying indicators from other strategies and policy documents

This chapter brings together our analysis of indicators from a variety of strategies and policies relevant to rural Scotland. The purpose is to summarise a set of indicators already in use which would be useful to consider as performance indicators for rural Scotland and to assess the source of data used.

Supplementing the National Performance Framework are many strategies in specific policy areas containing indicators— health, lifelong learning, housing, forestry etc. The study team undertook a review of strategy documents produced in recent years across the government sector in Scotland in order to identify performance indicators that might complement those in the National Performance Framework. These strategy documents (up to and including 2008) are listed in Annex Three. Several of these documents were produced before the National Performance Framework but it is nonetheless possible to link them to the strategic objectives, as shown in the table.

Table 4.1 is based upon a reading of the strategy documents listed in Annex Three. In addition to the indicators described in the strategies the study team also made use of some official sources that present key statistics: Scottish Index of Multiple Deprivation 2006, the Scottish Health Survey, reports from Future Skills Scotland, and Rural Scotland Key Facts.

The table lists 62 indicators that supplement the indicators in the National Performance Framework. The indicators are assessed for their suitability in the rural context. It should be noted that we have used only indicators that are already in use in the Scottish Government or its agencies (or indicators that are in development) and which therefore come from official sources. We have not explored alternative sources.

4.2 Approach to assessing other indicators

Table 4.1 sets out the list of potential indicators which could be considered as performance indicators to monitor progress in rural Scotland. The purpose of the table is to examine how well each indicator meets the criteria to be a good performance indicator. The following paragraphs describe the purpose of the columns in the table.

4.2.1 National Strategic Objective and Key Theme

The indicators have been arranged by the National Strategic Objective to which they are most closely associated (rather than listing them by source document) and to this we have added a Theme as described in Section 1.5.3 or in documents such as Rural Scotland Key Facts.

4.2.2 Relevance to rural Scotland

The assessment of relevance of indicators was raised in Section 3.1 and the same approach is used in this chapter:

- **Predominantly urban** – where an indicator/issue is considered to be more significant an issue in urban rather than rural areas.
- **Nationwide** – where an indicator/issue is considered to have broadly the same significance in both urban and rural areas.
- **Predominantly rural** – where the indicator/issue is of greater significance in rural areas.

This approach involves some subjective judgements but it does provide the basis for debate.

4.2.3 Source of Indicator and Statistical Source

Most of the indicators are drawn from the strategy documents listed in Annex Three. Most (though not all) of these documents have an annex or footnotes that describe the statistical sources for the proposed indicator. Table 4.1 lists both the strategy document and the survey that is the source for the data. One or two indicators that have been proposed have yet to be developed. Knowing the survey that provides the data is a crucial guide to its quality but also as an indication of the geographic detail available and how frequently it can be monitored.

4.2.4 Geographic detail

If an indicator is to be used for monitoring performance of rural Scotland it needs to be available with some geographic detail, ideally making use of the Scottish Government Urban-Rural classification. The table identifies the lowest geographical level at which the data is published (e.g. the 6-fold classification). In some cases because of the size of the sample or because the events monitored are very rare it may be possible to report the results using only the 3-fold classification. Some sources especially administrative data may be available only using administrative (local government) boundaries.

4.2.5 Continuity of Data

The majority of indicators are collected and published on an annual basis. Usually the frequency of the source survey is a guide to the frequency of the indicator though some rely on responses to questions that are not included every year. A few others, especially the composite indicators that draw together several sources, are produced slightly less frequently (e.g. travel time to services). In the case of information that relies on the Population Census there is an interval of ten years which is too long to be useful as a key indicator. Several new sources have been developed in the years since devolution, so currently have a limited time series.

4.3 Findings on relevance of indicators and sources

Table 4.1 presents findings of the assessment of the relevance of indicators for rural Scotland. The table shows a large number apply to rural areas with 30 indicators being classed as Nationwide and 23 being classed as Predominantly Rural. The remaining nine are classed as Predominantly Urban. However, closer inspection reveals that only a few of the Predominantly Rural indicators meet all of the conditions required to be a good performance indicator.

Table 4.1: Assessment of performance indicators for relevance and sources

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
Safer and Stronger	1. Improvement in rural community capacity	Social Capital	Predominantly Rural	Scotland Rural Development Programme 2007-2013	Indicators derived from multiple sources collected by the Scottish Government	National	Every 2.5 years
	2. Recorded drug offences (over 1 year period)	Living standards	Predominantly Urban	Scottish Index of Multiple Deprivation (SIMD)	Recorded Crime in Scotland - Scottish Government: http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/PubRecordedCrime	Local authority	Annual
	3. Recorded crimes of violence (over 1 year period)	Living standards	Predominantly Urban			Local authority	Annual
	4. Recorded vandalised (over 1 year period)	Living standards	Predominantly Urban			Local authority	Annual

¹⁰ National Performance Framework Strategic Objectives

¹¹ Drawn from literature review referenced in Annex Three

¹² As identified by the research and referenced in Section 1.5.3

¹³ Assessed according to the framework illustrated in Figure 3.1

¹⁴ 6/8-fold rural urban classification

¹⁵ Regularity of data collection

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	5. Recorded minor assault (over 1 year period)	Living standards	Predominantly Urban			Local authority	Annual
	6. How many people a resident knows / trusts in neighbourhood	Social capital	Predominantly Rural	Effects of Land Reform in Scotland – Community Planning	General Household Survey	Only published at Scotland level.	GHS is annual. Not all questions are asked every year.
	7. Percentage increase or decrease in population	Demography	Nationwide		General Register Office for Scotland	8-fold urban-rural classification	Annual
	8. Experience of Neighbourhood Problems	Living standards	Nationwide	Rural Scotland Key Facts	Scottish Household Survey	8-fold urban-rural classification	Annual
Wealthier and Fairer	9. Labour productivity	Rural Economy	Nationwide	Scotland Rural Development Programme 2007-2013	ONS – Output per hour worked Change resulting from Scottish Rural Development Programme will be assessed in evaluation.	Output per hour worked – Scotland GVA per head – NUTS3 ¹⁶	Not regular publication
	10. Economic growth (GVA)	Rural Economy	Nationwide		ONS- Regional Accounts [Contribution of SRDP is to be assessed in evaluation]	NUTS3	Annual but with 2 year lag.
	11. Number of households below average income	Living Standards	Nationwide	Taking forward the Government Economic Strategy	Family Resources Survey	3-fold urban-rural classification	Annual
	12. Prevalence of poverty (% of	Living Standards	Predominantly Urban	Taking forward the	Family Resources Survey	3-fold urban-rural classification	Annual

¹⁶ Nomenclature of Territorial Units for Statistics (NUTS) geographic breakdown.

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	households with income below 60% of median standardised)			Government Economic Strategy			
	13. Workless households	Rural Economy	Predominantly Urban	Rural Scotland Key Facts	Labour Force Survey/ Annual Population Survey in Scotland	6-fold Urban Rural classification	Monthly with annual publication
	14. Self employment rates	Innovation	Nationwide	Rural Scotland Key Facts	Labour Force Survey/ Annual Population Survey in Scotland	6-fold Urban Rural classification	Monthly with annual publication
	15. Unemployment	Rural Economy	Nationwide	Rural Scotland Key Facts	Labour Force Survey/ Annual Population Survey in Scotland		
	16. Household broadband connection by geographic area	Access to services	Predominantly Rural	Rural Scotland Key Facts 2007	Scottish Household Survey	6-fold Urban-Rural classification	Annual
	17. Median gross weekly earnings	Living standards	Nationwide	The Government Economic Strategy	Annual Survey of Hours and Earning (ONS)	3-fold Urban-Rural classification	Annual
	18. Number of out of work benefit claimants	Living standards	Nationwide		Department of Work and Pensions	Local authority	Monthly with annual publication
	19. Employees in employment by sector	Agriculture and forestry Rural economy Innovation and collaboration	Nationwide	Future Skills: The Labour Market in Rural Scotland	Annual Business Inquiry / Inter departmental Business Register	3-fold urban rural classification	Annual

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	20. Main challenges faced by businesses in next 12 months (e.g. attracting skilled staff)	Innovation and collaboration	Nationwide	Future Skills: The Labour Market in Rural Scotland	Futureskills Scotland Employer Skills Survey	3-fold Urban Rural classification	Biennial
	21. Proportion of the working age economically active.	Agriculture and forestry Rural Economy Innovation and collaboration	Nationwide		Labour Force Survey/Annual Population Survey	6-fold Urban Rural classification	Monthly with annual publication
	22. Levels of deprivation	Living standards	Nationwide	Scottish Index of Multiple Deprivation (SIMD)	Scottish Index of Multiple Deprivation (SIMD)	Data zone	Every 3 years
	23. Proportion of working age population who are employed or not involved in the labour market due to ill health or disability	Living standards	Nationwide		Labour Force Survey/Annual Population Survey of Scotland	6-fold Urban Rural classification	Monthly with annual publication
	24. Driving time to a petrol station/ post office/ shopping facilities/ secondary school	Access to services	Predominantly Rural	Taking forward the Government Economic Strategy	Scottish Index of Multiple Deprivation (SIMD)	Data zone	Every 3 years
	25. Public transport time to a post office/ shopping facilities	Access to services	Predominantly Rural	Taking forward the Government Economic			

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
				Strategy			
	26. Increased turnover and number of jobs in social enterprise	Social capital	Nationwide	Social Enterprise Strategy for Scotland	No existing figures. Not specified in the strategy document. IDBR provides turnover.	IDBR provides this data only at Scotland level	Not specified in the strategy document. IDBR data is annual.
	27. Change in investment in land based businesses	Agriculture and forestry	Predominantly Rural	Effects of the Land Reform in Scotland – Community Planning	Not specified in the strategy document	Not specified in the strategy document.	Not specified in the strategy document
	28. Affordability of housing	Affordable housing	Predominantly Rural	Effects of the Land Reform in Scotland – Community Planning	Not a standard calculation, but a comparison of prices and income can be derived from existing sources	3-fold Urban Rural classification	Not regular (annual data sources could be used)
	29. Change in diversity of housing provision (public housing, different size housing, rented and owned housing stock)	Affordable housing	Predominantly Rural	Effects of the Land Reform in Scotland – Community Planning	Not specified in the strategy document	Not specified in the strategy document	Not specified in the strategy document
	30. Forestry's contribution to Scottish Gross Value Added	Agriculture and forestry	Predominantly Rural	Scottish Forestry Strategy 2006	Forestry Commission Scotland Description of indicators http://www.forestry.gov.uk/pdf/sfsindicators.pdf/\$FILE/sf_sindicators.pdf	Scotland only	Every 4 years
	31. Employment supported by the Forestry Related Sector	Agriculture and forestry	Predominantly Rural			Scotland only	Every 4 years
Smarter	32. Uptake of skills / training courses (in land based industries)	Agriculture and forestry	Predominantly Rural	Effects of the Land Reform in Scotland –	Not known	3-fold Urban Rural classification	Unknown

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	and provision of land based training / skills courses	Access to services		Community Planning			
	33. Percentage of people using the internet and accessing broadband technology	Access to services	Predominantly Rural		Scottish Household Survey	8-fold urban-rural classification	Annual
	34. The number of economically active people with no qualifications	Balanced rural communities	Nationwide	The Government Economic Strategy	Labour Force Survey/Annual Population Survey in Scotland	6-fold Urban Rural classification	Continuous survey with Annual publication
	35. Working age people with no qualifications	Balanced rural communities Access to services	Nationwide	Scottish Index of Multiple Deprivation (SIMD)	Labour Force Survey/Annual Population Survey in Scotland	6-fold Urban Rural classification	Continuous survey with Annual publication
	36. People aged 16-18 not in full-time education	Balanced rural communities Access to services	Nationwide		Labour Force Survey/Annual Population Survey in Scotland	6-fold Urban Rural classification	Continuous survey with Annual publication
	37. 17-21 year olds enrolling into higher education	Balanced rural communities Access to services	Nationwide		HE management information – Scottish Government	Local authority level. More detail may be possible.	Annual with a lag of one year.
	38. 16-19s not in education, training or employment	Balanced rural communities Access to services	Nationwide	Closing the Opportunity Gap Programme	Labour Force Survey/Annual Population Survey in Scotland	3-fold Urban Rural classification	Continuous survey with Annual publication
Healthier	39. Levels of health	Living standards	Nationwide	Scottish Index of Multiple	Scottish Index of Multiple Deprivation (SIMD)	Data zone	Annual

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	deprivation (areas with a higher than expected level of ill-health or mortality given the age-sex profile of the population) and standardised mortality ratio			Deprivation (SIMD)			
	40. The proportion of the population being prescribed drugs for anxiety, depression or psychoses	Living standards	Nationwide		Prescription data from NHS Information & Statistics Division Scotland	Data zone	Annual
	41. Hospital episodes related to alcohol use	Living standards	Nationwide		Administrative data from NHS Information & Statistics Division Scotland	Data zone	Annual
	42. Hospital episodes related to drug use	Living standards	Predominantly Urban			Data zone	Annual
	43. Drive time to a GP	Access to services	Predominantly Rural		Scottish Index of Multiple Deprivation (SIMD)	Data zone	Every 3 years
	44. Public transport time to a GP	Access to services	Predominantly Rural			3-fold Urban Rural classification	Every 3 years
	45. Persons in households that are overcrowded	Living standards	Predominantly Urban		Census	Data zone	Every 10 years
	46. Persons in households without	Living standards	Nationwide			Data zone	Every 10 years

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	central heating						
	47. Fuel poverty	Living standards	Predominantly Rural	Rural Scotland Key Facts	Scottish House Conditions Survey http://www.scotland.gov.uk/Topics/Statistics/SHCS	Data zone	Continuous survey
	48. Proportion of the population with accessible woodland greater than 2 ha within 500m of their home	Living standards Physical environment	Nationwide	Scottish Forestry Strategy 2006	Woodland Trust – Woods for people inventory	The documents do not identify any lower level geographic detail.	Every 3 years
	49. Proportion of the population with accessible woodland greater than 20ha within 4km of their home	Living standards Physical environment	Nationwide			The documents do not identify any lower level geographic detail	Every 3 years
	50. CHD and Cancer mortality rates for the under 75s	Living standards	Nationwide	Closing the Opportunity Gap programme	NHS Information and Statistics Division Scotland	National	Annual
Greener	51. Contribution to combating climate change	Physical environment Agriculture and forestry Rural economy	Predominantly Rural	Scotland Rural Development Programme 2007-2013	Collected from numerous sources by the Scotland Government for the SRDP 2007-2013	National	Every 2.5 yrs and 5 years
	52. Percentage of area of land covered by national nature	Physical environment	Predominantly Rural	Effects of Land Reform in Scotland	Scottish Natural Heritage	3-fold Urban Rural classification	Not clear

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	conservation designations ¹⁷						
	53. Area of Native Woodland	Agriculture and forestry	Predominantly Rural	Scottish Forestry Strategy 2006	Forestry Commission Scotland	National	Annual
	54. Percentage of designated woodland sites in favourable or unfavourable recovering condition	Agriculture and forestry	Predominantly Rural		Assessed by Scottish Natural Heritage. through the Site Condition Monitoring System	Scotland	Initial assessments between 1999-2005 were analysed and quality assured during 2007
	55. Woodland Birds Index	Physical environment Agriculture and forestry	Predominantly Rural		The Breeding Bird Survey (JNCC/RSPB)	Scotland and regions within	Annual
	56. Status of UK Biodiversity Action Plan Priority Species	Physical environment	Predominantly Rural		DEFRA and Joint Nature Conservation n Committee (JNCC)	National	Every 5 years
	57. Status of UK Biodiversity Action Plan Priority Habitats¹⁸	Physical environment	Predominantly Rural		DEFRA and Joint Nature Conservation n Committee (JNCC)	National	Every 5 years
	58. Proportion of commercially exploited	Physical environment	Predominantly Rural		Calculated by Marlab	On the basis of ICES fishing areas	Annual

¹⁸ The proportion of UK BAP priority habitats showing recovery in extent and/or condition in Scotland

National strategic objective ¹⁰	Potential Performance Indicator ¹¹	Key theme addressed ¹²	Significance to rural Scotland ¹³	Source of indicator	Statistical source	Geographic detail Available by Urban-Rural classification? ¹⁴	Continuity of data ¹⁵
	fish stocks fished within safe limits¹⁹	Rural economy					
	59. Attitudes to the natural heritage	Physical environment	Nationwide		Scottish Natural Heritage. Variety of sources. Plans to develop a new survey http://www.scotland.gov.uk/Resource/Doc/47251/0014570.pdf	3-fold Urban Rural classification	Every 3 years
	60. Extent and composition of green space²⁰	Physical environment	Nationwide		Indicator under development - http://gateway.snh.gov.uk/pls/htmldb_cagdb1	Local authority	Indicator under development
	61. Visits to green space/countryside	Physical environment	Nationwide		Scottish Household Survey provides some info. A performance indicator is being developed bringing together several existing sources in a consistent way.	Indicator being developed.	Indicator under development
	62. The level of air quality and atmospheric emissions	Physical environment	Predominantly Urban	The Government Economic Strategy	National Atmospheric Emissions Survey	National	Annual

¹⁹ Reporting is done on the basis of 'ICES Fishing Areas' and individual stocks may be contained within one or more of these areas. The Scottish North Sea sector is within ICES Fishing Areas IVa and IVb, while the west of Scotland Atlantic sector corresponds to Area VIa and a small part of VIIa (Irish Sea). National survey carried out with the support of local authorities

²⁰ Characterisation of Scotland's open space to a standard typology as set out in Planning Advice Note 65 - Planning and Open Space

4.4 Conclusion

This chapter has assessed the relevance of the other existing indicators to rural Scotland using a three part categorisation. The analysis of the 62 indicators in the other strategies found that a large number of the indicators (30) could be classified as nationwide, 23 predominantly related to rural areas and 9 predominantly urban. Although there is some subjectivity associated with judgement as to the category into which an indicator falls, overall it can be concluded that there are many indicators that are relevant to rural Scotland already in use.

Closer inspection of the Predominantly Rural indicators indicate that they are not wholly representative of all of the key themes for rural Scotland listed in Chapter 1. Agriculture, forestry and access to services are well represented. There are a small number on issues such as housing and social capital and no indicators related to demography, community empowerment or innovation. Furthermore, few of the Predominantly Rural indicators meet the criteria of a good performance indicator, in terms of continuity of data and geographic detail.

However, many of the indicators classed as Nationwide apply to issues relevant to both urban and rural areas in Scotland. They relate to several of the key themes in question and are available at the low level geographic detail necessary to monitor progress in small rural pockets of Scotland.

5.0 Learning from comparator countries

5.1 Introduction

In order to further inform our scoping study on performance indicators for rural Scotland, the research has looked at a number of countries in the EU or the wider European Economic Area. The selection of countries for comparison was done on the basis of finding those countries in northern Europe which are either:

- similar to Scotland in scale and/or geographically close, or
- have a significant rural territory and therefore likely to have paid attention to the issue of rural performance indicators.

Our purpose in looking across a range of northern European countries is primarily to identify and analyse alternative approaches to the monitoring and the selection and development of indicators. In addition, the comparator country review was undertaken with a view to developing an understanding of alternative approaches to rural development in domestic policy terms, beyond the unifying influence of the Rural Development Programme (for those countries in the EU).

5.2 Summary of comparator countries

5.2.1 Key data on comparator countries

The nine comparator countries are Belgium, Denmark, Finland, France, Germany, Iceland, Ireland, Norway and Sweden.

Tables 5.1 and 5.2 provide a summary of key data for the nine comparator countries alongside Scotland. They use the OECD definitions of predominantly urban, predominantly rural and intermediate discussed in Chapter 2.

Table 5.1 shows that Scotland has a relatively small proportion of its population living in the predominantly rural areas. In two countries (Ireland and Finland) more than half the population is in the predominantly rural areas. The table also shows population change. Scotland does have the most rapid growth of the rural population at a time when rural populations in most countries are in decline.

Table 5.2 gives some indication of the relative significance of predominantly rural areas in the respective national economies. In all countries the share of Gross Value Added (GVA)

produced in the predominantly rural areas is somewhat below their share of population. Compared to the other small countries in the study the predominantly rural areas of Scotland account for a relatively small proportion of total output (even if this is relatively high compared to the UK average). Furthermore, compared to the other countries under consideration, agriculture in Scotland accounts for a small proportion of employment.

Table 5.1: Comparator Country summary data - population

Country	Population ²¹				Growth of rural population 2001-2006
	Total Number	PR %	IR %	PU %	
Belgium	10,421,136	3	14	83	-0.5
Denmark	5,401,177	39	32	29	-0.3
Finland	5,228,173	62	12	26	0.3
France	60,521,142	31	40	29	-0.4
Germany	82,516,267	12	40	48	0.0
Iceland	292,587	37	63	0	-0.3
Ireland	4,043,800	72	0	28	1.1
Norway	4,591,908	49	40	11	-0.6
Sweden	8,993,533	49	30	21	0.1
Scotland	5,114,200	17	39	44	4.5

Source: OECD

²¹ PR – Predominantly Rural; IR – Intermediate Rural; PU – Predominantly Urban

Table 5.2: Comparator Country summary data – agricultural workforce and GVA

Country	Agricultural workforce		GVA		
	Proportion of workforce employed in agriculture %	PR %	IR %	PU %	
Belgium	1.6	2	8	90	
Denmark	3.2	34	28	38	
Finland	4.6	53	12	35	
France	2.7	13	48	39	
Germany	2.1	10	23	67	
Iceland	7.2	n/a	n/a	n/a	
Ireland	8.8	62	0	38	
Norway	4.0	40	40	20	
Sweden	2.7	43	28	29	
Scotland	2.2	13	37	50	

Source: OECD

Section 5.2.1 below summarises the key rural issues for the nine selected comparator countries. Section 5.3 provides a more in depth insight to the approach to rural monitoring adopted by a further four comparator countries.

5.2.2 Key rural issues in the comparator countries

- **Belgium** – key rural issues related to:
 - ▶ Safeguarding and reinforcing the openness, diversity and viability of rural areas.²²
 - ▶ The creation of a natural environmental infrastructure essential for safeguarding and strengthening biodiversity.

²² Taken from <http://www.diplomatie.be/en/belgium/>

- ▶ Agri-environmental policies are mainly focused on reducing the intensity of farming.
 - ▶ Protecting biodiversity and cultural landscapes.²³
- **Denmark** – key rural issues related to:
 - ▶ Limiting migration from rural districts through the creation of alternative/supplementary jobs.
 - ▶ Creating an attractive environment for businesses and living.
 - ▶ Improvement of basic service facilities for the rural economy and population.
 - ▶ The renewal, reorganisation and development of villages and the protection and preservation of cultural assets in rural areas.²⁴
- **Finland** – key rural issues related to:
 - ▶ The impact of out migration in the age/skill/gender structure of remote rural areas.
 - ▶ The availability of public and private services.
 - ▶ The integration of rural areas with the knowledge base urban economy.
 - ▶ The impact of climate change.²⁵
- **France** – key rural issues related to:
 - ▶ Natural and agricultural areas preserved in the face of urban sprawl.
 - ▶ Attracting new populations and making sure they put down roots in new localities.
 - ▶ Improving access to transport infrastructure in rural areas.
 - ▶ Expanding the development of rented accommodation in rural areas.
 - ▶ Promoting the development of services.
 - ▶ Supporting the development of telecommunication infrastructure in rural areas.²⁶
- **Germany** – key rural issues related to:
 - ▶ Rural policy focusing mainly on agriculture.
 - ▶ Fostering business development and innovation through the provision of public goods and territorially targeted education and training programmes.
 - ▶ Addressing the emerging strain upon service delivery.
 - ▶ Germany’s regional development policy suffering from a growing urban bias.²⁷
- **Iceland** – key rural issues related to:
 - ▶ An overall policy to maintain the population in rural areas of the country.

²³ OECD (2008), Environmental Performance of Agriculture in OECD countries since 1990, Paris, France

²⁴ Rural Development Pilot Programme - The Rural Movement of Denmark Vanessa Halhead 2004

²⁵ OECD Rural Policy Reviews: Finland

²⁶ OECD Territorial reviews - France

²⁷ OECD Rural Policy Reviews: Germany

- ▶ Equal opportunities for employment, culture and education, regardless of where people choose to live.
 - ▶ Regional development policy focused upon innovation and knowledge as a way to strengthen the countryside, rather than reliance on the traditional industries of fishing and agriculture. ²⁸
- **Ireland** – key rural issues related to:
 - ▶ Improving the competitiveness of the agricultural sector through support for structural change.
 - ▶ Improving the environment and the countryside by support for land management.
 - ▶ Improving the quality of life in rural areas and encouraging diversification of economic activity. ²⁹
- **Norway** – key rural issues related to:
 - ▶ Norway does not have a rural policy or regional development policy as such, given that it is a predominantly rural country.
 - ▶ Government policies are reviewed through regional impact assessment at the three levels of government (national, county and municipal), and equity of provision for rural areas is a central theme.
 - ▶ Creating economic growth in all parts of the country, and seeking to counter the trend of migration from remote regions to cities. ³⁰
- **Sweden** – key rural issues related to:
 - ▶ Innovative goods and service production related to farming, forestry and other environmental and land based industries and rural areas should be developed to strengthen the economic base and rural growth and employment opportunities.
 - ▶ Achieving ecologically, economically and socially sustainable development in rural Sweden.
 - ▶ It is important to rural development that women have the same opportunities as men.
 - ▶ Knowledge, innovation and entrepreneurship must be supported. ³¹

²⁸ A Review of Rural and Regional Development Policies – CRPN 2008

²⁹ Ireland – Rural Development Programme 2007-2013

³⁰ A Review of Rural and Regional Development Policies – CRPN 2008

³¹ Sweden's Rural Development Programme for the period 2007-2013

5.3 Findings on approaches to monitoring in key comparator countries

The following paragraphs describe key findings from a subset of three case study countries where, in our judgement, elements of their approach to performance indicators had the greatest potential to be transferred to the Scottish context. These countries are Finland, Germany and Ireland. For each of these countries we have undertaken an analysis based upon the approach to rural monitoring and the transferability of that country's rural policy to the Scottish context (where applicable).

5.3.1 Finland

Approach to rural monitoring

Finland has a system of national performance management in place. The system is guided by the National Government Document 2007 which sets out three overarching programmes, each supported by a range of indicators and measures. It is anticipated that implementation of the Government Programme will be monitored as often as data allows, with a thorough review to be undertaken at the mid term point. The three programmes are:

- ▶ Employment, entrepreneurship and work life
 - Making full use of the work input
 - Increasing the motivation of enterprises
 - Improving the quality and productivity of work life
- ▶ Health Promotion
 - Objectives for each age group until 2011
 - Population level objectives until 2011
- ▶ Well-being of children, youth and families
 - Well-being of families with children
 - Prevention of social exclusion

Currently there is a small number of rural development indicators included within the national set of indicators. The indicators are focused on the development of entrepreneurship in rural areas, concerning numbers of rural enterprises and trends in enterprises for the service sector.

The government strategy is very clear in its message towards rural areas, identifying the primary aim to keep them inhabited and dynamic.

The National Rural Policy Programme was drawn up by the Rural Policy Committee, and the aim of the programme is to 'revitalise and diversify occupations and safeguard and develop services in rural areas by co-ordinating measures in various administrative sectors

that affect them³². The Rural Policy Committee (formerly the Rural Development Project) has been in place since 1988.

Rural policy has been drawn up under a two-fold system:

- ▶ Broad Rural Policy – the role of different sectoral policies in rural areas.
- ▶ Narrow Rural Policy – specific programmes oriented to rural development.

This strategy is considered good practice compared to policies common in other OECD countries, which have been judged either unachievable or too limited in scope.³³

The programme contains 66 measures which are categorised into four priorities³⁴:

1. Reorganisation of industries and work;
2. Raising the level of competence;
3. Improving basic services and living opportunities; and
4. Reinforcing the operational structures in rural areas.

Each measure has a number of responsible parties and the implementation is reported twice yearly in a report drawn together by the Rural Policy Committee.

Finnish rural policy in general is held in high regard by politicians and society alike, largely due to the success of the Rural Policy Committee.

Transferability of rural indicators to a Scottish context

The work undertaken in Finland would, we believe, merit further investigation because of the mature state of its rural policy and the extent to which this is apparently embedded within national policy.

5.3.2 Germany

Approach to rural monitoring

The core set of National Indicators in the Statistical Yearbook includes the following topics, relevant for rural development: environment, culture, leisure and sports, agriculture and forestry, hotel and restaurant industry, tourism, mobility, renewable energy, demography,

³² OECD Rural Policy Review – Finland

³³ OECD Rural Policy Review – Finland

³⁴ A Viable Countryside – Ministries Responsibilities and Regional Development 'Special Rural Policy Programme 2007-2010

land use and living standard. However, topics like public transport, social infrastructure and activities are not considered in this yearbook.

Policy and monitoring efforts in respect of rural areas are primarily sectoral; and focusing on agriculture. Germany's main rural policy framework (the Joint Task GAK) provides space for vertical dialogue but, despite recent improvements, it is largely ineffective in terms of producing a place-based approach to rural development.

Regional policy developed under the Joint Task GRW is de facto, largely rural policy. However, this 'task force' uses mainly a remedial, top-down approach, and has a geographically limited scope ('New Länder'). Although the place-based programmes such as LEADER and Regionen Aktiv (initiated by the Federal Ministry of Consumer Protection, Food and Agriculture (BMVEL)) prove how rural policy could/should be shaped and implemented; they seem to be 'niche' and potentially under-funded.

Germany does not seem to be well equipped in terms of rurally oriented indicators. Indeed, one of the main conclusions of a cross-regional evaluation of rural development programmes of Germany (Ortner, 2004) was that there is a lack of monitoring data on trends and policy impact in rural areas in Germany, as well as heterogeneity of data collection across the Federation. The OECD in its Review of Rural Policy in Germany also highlights as one of its recommendations to 'establish a continuous regional monitoring systems on at least NUTS 3 level, including all relevant 'sectors' (land use, environment, economy and social indicators).

Transferability of rural indicators to a Scottish context

The OECD review and other evaluation papers on rural policy in Germany indicate ways in which the monitoring and evaluation processes could be improved. It is interesting to note the 'unique' approach for analysing rural policy in Germany – focusing not only on the baseline indicators and their evolution, but also on the institutional 'critical success factors' for an effective rural policy.

5.3.3 Ireland

Approach to rural monitoring

The Department of the Taoiseach within the Irish Government requested the Central Statistics Office to support a move towards more evidence-based policy-making by developing a set of national progress indicators. The Department commissioned this approach as part of 'Sustaining Progress – Social Partnership' Agreement 2003-2005. A key purpose for the selected indicators was that they should be consistent with international statistical concepts and facilitate international benchmarking. The first

'measuring progress' report was produced in 2003 and it has since been published on an annual basis.

The 'Measuring Ireland's Progress' report contains a total of 108 indicators covering 49 key themes. Over half of the themes are principally targeted towards social domains to reflect overarching national policy objectives and the remaining indicators are covered by economic, innovation and environmental domains.

The overarching national approach to Irish rural policy was set out in the White Paper on Rural Development (1999); however there are no specific rural performance indicators to measure progress towards this vision. The 1999 White Paper committed the government to the following vision:

- ▶ Ensuring the economic and social well-being of rural communities.
- ▶ Providing the conditions for a meaningful and fulfilling life for all people living in rural areas.
- ▶ Striving to achieve a rural Ireland in which there will be vibrant, sustainable communities, and equitable opportunities between rural and urban communities.

More recent national policy is still driven by this broad context for rural development across Ireland. However, Ireland has given prominence to rural development within the National Development Plan (2007-2013) and the National Spatial Strategy – People, Places and Potential.

Transferability of rural indicators to a Scottish context

Ireland has a committed, long term approach to rural development which still integrates well with its 1999 Rural White Paper. Rural Development has been mainstreamed across the key national strategies and primarily resources are inputted into rural communities through the National Rural Development Programme. While rural-specific indicators do not feature strongly in the national performance framework, and a separate set of national indicators has not been developed, there exists strong synergy with the Scottish context at a national strategic level, although this does not filter down to the level required by this study in terms of comparable rurally specific indicators.

5.4 Conclusion

This chapter has examined nine comparator countries which were selected on their size, geographic location or those whose rural areas accounts for a significant territory. Some common key rural issues were found across countries including diversity of rural areas,

role of natural environment, population, migration, renewal of villages and services and infrastructure.

A more detailed review of monitoring approaches was conducted for three comparator countries: Finland, Germany and Ireland. Although it found differing approaches to monitoring in the countries, partly as a result of different approaches to rural policy, it did not suggest any specific indicators that could be readily adopted in rural Scotland.

6.0 Summary of Issues

This chapter briefly summarises the main issues to be considered when developing performance indicators for rural Scotland:

▶ **Making full use of existing indicators**

It is not the case that a completely new set of indicators needs to be developed in order to measure and monitor success in rural Scotland. The National Performance Framework provides a sound base against which to assess progress in rural Scotland, comparative to the rest of the country. Other existing indicators can complement that set.

▶ **Identifying outcomes and causal links to inputs and outputs**

When developing performance indicators, one must bear in mind that indicators often serve multiple purposes: to assess the effectiveness of policies overall; and to provide an important field for discussion across different tiers of government. Therefore it is important to detect, as far as is possible, the causal links between outcome, output/result and the action or policy concerned. The starting point is to carefully consider the outcomes to be achieved from rural policy.

▶ **Identifying and focusing upon key rural themes**

This scoping study uses the 10 rural themes from the OECD Rural Policy Review of Scotland which are considered to be of particular relevance for rural monitoring. These themes could also be used as the basis for identifying outcomes:

- 1 **Agriculture and forestry** (as key ‘triggers’ of other rural and urban industries (for example, manufacturing and food processing)).
- 2 **The rural economy beyond agriculture and forestry**– including ‘green jobs’ (renewable energy etc), diversification of agricultural activities and tourism.
- 3 **Demography** (for example, the % of elderly people, young people) and human resources (skilled labour force, % of people at working age).
- 4 **Access to affordable housing**, or increasing the availability of affordable housing.
- 5 **Access to services and mobility** (travel times, public transport, internet/broadband availability).
- 6 **Social capital**, as an indicator of the resilience of rural communities.

- 7 **Community empowerment**, stimulating local people to create novel solutions to local challenges.
- 8 **Living standards and income levels**, including the price of housing.
- 9 **The quantity and quality of the physical environment/landscapes/cultural and natural heritage**.
- 10 **The degree of innovation and collaboration/partnerships** in business.

It was noted in Chapter 4 that the indicators identified in existing strategies were not inclusive of all of these key themes.

► **Reviewing the availability of data**

There may be a need to augment existing datasets so that indicators can be reported at the required geography and with the required frequency.

► **Selecting a comprehensive but concise set of indicators**

The scoping study suggests that there is no immediate need to develop new performance indicators for rural Scotland, given that there is already a long list of potential indicators. There is, however, a need therefore to consider how a comprehensive but concise set of indicators could be selected and reported against. This requires applying the criteria for good indicators, consideration of how indicators in the set relate to each other as well as identifying desired outcomes and how indicators relate to those outcomes.

Annex One: References

Key information sources

Scottish Executive/Scottish Government

Scottish Rural Development Programme 2007-2013

<http://www.scotland.gov.uk/Resource/Doc/217856/0058337.pdf>

Taking Forward the Government Economic Strategy – A Discussion Paper on Tackling Poverty, Inequality and Deprivation in Scotland

<http://www.scotland.gov.uk/Resource/Doc/210936/0055757.pdf>

The Government Economic Strategy

<http://www.scotland.gov.uk/Resource/Doc/202993/0054092.pdf>

Concordat setting out the new relationship between Scottish Government and local government

<http://www.scotland.gov.uk/Resource/Doc/923/0054147.pdf>

Scottish Government Budget – Spending Review 2007

<http://www.scotland.gov.uk/Resource/Doc/203078/0054106.pdf>

Scottish Index of Multiple Deprivation

<http://www.scotland.gov.uk/Resource/Doc/151578/0040731.pdf>

Closing the Opportunity Gap – Phase 1 Evaluation

<http://www.scotland.gov.uk/Resource/Doc/206218/0054797.pdf>

Scottish Executive Urban Rural Classification 2005-06

<http://www.scotland.gov.uk/Resource/Doc/933/0034463.pdf>

Rural Scotland Key Facts 2007

<http://www.scotland.gov.uk/Resource/Doc/202218/0053912.pdf>

Monitoring and Evaluating the effects of Land Reform on Rural Scotland – A Scoping Study and Impact Assessment

Other

The Labour Market in Rural Scotland – An Introduction

http://www.futureskillsscotland.org.uk/web/site/home/Reports/NationalReports/Report_The_Labour_Market_in_Rural_Scotland_An_Introduction.asp

OECD Rural Policy Review – Assessment and Recommendations

<http://www.scotland.gov.uk/Resource/Doc/212557/0056531.pdf>

Annex Two: Scotland Rural Development Programme – Common Monitoring and Evaluation Framework

Types of Indicator in the EU Common Monitoring and Evaluation Framework³⁵

Baseline Indicators: Used in the SWOT analysis and the definition of the programme strategy (Chapter 3). Two categories:

- **Objective related baseline indicators** -These are directly linked to the wider objectives of the programme. They are also used as a baseline (or reference) against which the programmes' impact will be assessed.
- **Context related baseline indicators** - These provide information on relevant aspects of the general contextual trends that are likely to have an influence on the performance of the programme. For example:
 - Labour Productivity
 - Water Quality
 - Economic development of non-agricultural sector

Input indicators: These refer to the budget or other resources allocated. They are used to monitor progress in terms of the (annual) commitment and payment of the funds.

- Expenditure per measure.

Output indicators: These measure activities directly realised within programmes. For example:

- Number of training sessions organised
- Number of farms receiving investment support
- Total volume of investment

Result indicators: These measure the direct and immediate effects of the intervention. For example

- Gross number of jobs created
- Successful training outcomes

Impact Indicators: These refer to the benefits of the programme beyond the immediate effects on its direct beneficiaries. For example:

³⁵ Rural Development 2007-2013. HANDBOOK ON COMMON MONITORING AND EVALUATION FRAMEWORK: Guidance document September 2006 (Directorate General for Agriculture and Rural Development)

➤ Labour Productivity

Annex Three: Strategic Documents that Establish Performance Indicators

Strategic documents that establish Performance Indicators

Document	Published	Strategic objective addressed				
		Safer and stronger	Wealthier and fairer	Smarter	Healthier	Greener
Towards a Healthier Scotland	1999				✓	
The Lifelong Learning Strategy for Scotland	2003		✓	✓		
Improving Health in Scotland: The Challenge	2005				✓	
Scottish Biodiversity Strategy – It's in Your Hands	2005					✓
Planning for Rural Development (SPP 15)	2006	✓	✓	✓	✓	✓
The NEET Strategy, More Choices, More Chances	2006		✓	✓		
Scottish Tourism – a Framework for Change	2006		✓			✓
Firm Foundations	2007	✓	✓			
Skills Strategy	2007		✓	✓		
Social Enterprise Strategy for Scotland	2007		✓	✓		
Scottish Budget Spending Review 2007 and Technical Notes for the Spending Review	2007	✓	✓	✓	✓	✓
Scotland Rural Development Programme 2007 – 2013	2007	✓	✓	✓		✓
The Government Economic Strategy	2007		✓	✓		✓
Rural Scotland: Better Still, Naturally	2007		✓		✓	✓

Document	Published	Strategic objective addressed				
		Safer and stronger	Wealthier and fairer	Smarter	Healthier	Greener
Taking Forward The Government Economic Strategy – A Discussion Paper on Tackling Poverty, Inequality and Deprivation in Scotland.	2008		✓	✓		✓
Concordat setting out the new relationship between Scottish Government and Local Government	2008	✓	✓	✓	✓	✓
Scottish Forestry Strategy and Implementation Plan 2008 – 2011	2008		✓			✓
Effects of Land Reform in Scotland	2008		✓			