

Communities, Equality and Local Government Committee

Meeting Venue:
Committee Room 2 – Senedd

Meeting date:
4 October 2012

Meeting time:
09:15

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



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Agenda

Private pre-meeting – 09.15 – 09.30

1. Introductions, apologies and substitutions (09.30)

2. Inquiry into the Equality considerations in the Welsh Government's budget – Evidence session (09.30 – 10.10)

Sue Cohen, Chief Executive of the Single Parent Action Network and a management member of the Women's Budget Group management committee

Break – 10.10 – 10.20

3. Inquiry into the Equality considerations in the Welsh Government's budget – Evidence session 10.20 – 10.55 (Pages 1 – 22)
CELG(4)- 21-12 – Paper 1

Adele Baumgardt, Co-chair, Women's Equality Network (WEN) Wales
Professor Teresa Rees, Cardiff University

4. Inquiry into the Equality considerations in the Welsh Government's budget – Evidence Session 10.55 – 11.30 (Pages 23 – 24)
Equality and Human Rights Commission
CELG(4)-21-12 – Paper 2

Kate Bennett, National Director
Jamie Westcombe, Political Advisor

5. Motion under Standing Order 17.42 to resolve to exclude the public from the meeting for the following business: 11.30

6. Inquiry into the Welsh Government's historic environment policy – Consideration of key issues (11.30 – 11.45) (Pages 25 – 40)

7. Stakeholder event – evaluation (11.45 – 11.55)

8. Legislative Consent Memorandum – Disabled Person's Parking Badges Bill 2012 – 13 (11.55 – 12.15) (Pages 41 – 64)

[Disabled Persons' Parking Badges Bill 2012-13](#)

9. Papers to note

CELG(4)-21-12 – Paper 3 – Additional information from the Royal Commission on the Ancient and Historical Monuments of Wales (Pages 65 – 67)

CELG(4)-21-12 – Paper 4 – Additional information from Conwy County Borough Council (Pages 68 – 72)

CELG(4)-21-12 – Paper 5 – Information from Save the Children (Pages 73 – 76)

CELG(4)-21-12 – Paper 6 – Information from Chwarae Teg (Pages 77 – 80)

Communities Equality and Local Government Committee

Inquiry into how equality issues are considered in the Welsh Government budget

In order to inform the Committee's investigation I am attaching the Wales Women's National Coalition paper on Gender Budgeting of 2010.

In addition to this detailed paper I would offer the following comments.

My area of expertise is gender budgeting. Equality budgeting is a wider concept. Gender Budgeting in my opinion stands alone as a useful tool as it is designed to examine budget allocation and impact on men and women where they are often assumed to reach men and women in the same way.

Equality budgeting for the other protected groups is more complicated since this is a minority issue where gender is not. It is generally expected that certain protected groups want and need specific expenditure deployed to meet their needs, whereas there is an assumption that centralised, general budgets will reach men and women equally.

The Welsh Government should be concerned with gender budgeting, since there is increasing evidence of girls and women's performance outpacing that of men and boys at every stage of education, the persistent gender pay gap indicates that women are not fulfilling their economic potential and this matters to the economy of Wales.

Unless economic policies and allocations take account of gender differences, they will reach and impact differently on women and men, generally to the detriment of women.

“Budgets turn policy commitments (paper promises) into concrete programmes and processes, so it is critical to focus on the national budget. Unless it is funded it is still a matter of theory, it is the budget that is the test. The budget tells us the priorities of a country – what is valued, who is valued, who is missing out.... If you do gender budgets, you become more transparent,

accountable and it is essential that civil society and women's groups participate in the budget process.” Rhonda Sharp

In principal gender budgeting means:

- Analysing any form of public expenditure, or method of raising public money, from a gender perspective.
- Identifying the implications and impacts for women and girls as compared to men and boys
- A gender budget is not a separate budget for women
- It highlights the resources committed to policies, ensuring that public money is spent in gender equitable ways.
- The aim is not to spend the same on women and men, but to make it sensitive to women and men's needs.
- Gender budgets test a government's gender mainstreaming commitments - linking policy commitments across government departments with their budgets. Without funding, equality commitments will not be realised.
- Gender budgeting goes beyond the assessment of programmes targeted specifically at women and girls and expose assumptions of 'gender neutrality' within all economic policy - raising awareness and understanding that budgets will impact differently on women and men because of their different social and economic positioning.

There is no universal way of carrying out a gender responsive budget initiative. However, a number of practical tools have been suggested in order to undertake a gender budget analysis. The following list of tools has been adapted from a list originally developed by feminist economist Diane Elson (Budlender, Sharp & Allen, 1998: 37-8). These are not the only tools available and it is essential for the successful implementation of gender responsive budgeting that the relevant state or country chooses or develops its own tools based on the nature of the political and budget process.

1 **gender-aware policy appraisal**

This is an analytical approach which involves scrutinising the policies of different portfolios and programmes by paying attention to the implicit and explicit gender issues involved. It

questions the assumptions that policies are 'gender-neutral' in their effects and asks instead: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities?

2 **gender-disaggregated beneficiary assessments**

This research technique is used to ask actual or potential beneficiaries the extent of which government policies and programmes match these peoples' priorities.

3 **gender-disaggregated public expenditure incidence analyses**

This research technique compares public expenditure for a given programme usually with data from household surveys, to reveal the distribution of expenditure between women and men, girls and boys.

4 **gender-disaggregated tax incidence analysis**

This research technique examines both direct and indirect taxes in order to calculate how much taxation is paid by different individuals or households.

5 **gender-disaggregated analysis of the impact of the budget on time use**

This looks at the relationship between the national budget and the way time is used in households. This ensures that the time spent by women in unpaid work is accounted for in policy analysis.

6 **gender-aware medium term economic policy framework** This attempts to incorporate gender into the economic models on which medium-term economic frameworks are based.

7 **gender aware budget statement**

This involves an accountability process which may utilise any of the above tools. It requires a high degree of commitment and co-ordination throughout the public sector as ministries or departments undertake an assessment of the gender impact of their line budgets.

Current practice within Welsh Government

A good Equality Impact Assessment (EIA) on budgets and resources should achieve many of the aims of gender and equality budgeting. My experience is that few or no Equality Impact Assessments take place on budgets themselves. Where EIAs are conducted they have a tendency to avoid establishing good positive action to meet different group's needs or to allocate resources to them.

In addition there is rarely a full consideration of gender or men and women's different needs which can be more problematic to understand than those of the other groups. Similarly engagement and consultation work is rarely evaluated from a gender perspective or with gender expertise.

The gender pay duty is to be welcomed. But as with the above EIA issues it requires a level of expertise and understanding amongst those producing evidence against the duty of the causes of the gender pay gap and appropriate approaches to address them.

It is suggested that a gender sensitive approach to scrutiny of budgets is kept separate to those of equality budgeting for the above reasons.

It would be helpful for the committee to have a toolkit with approaches and questions which would assist in scrutinising the Welsh Government and its budget allocation from an equality perspective.

The tool should be wider than providing prompt questions in providing advice and guidance on the quality of the responses and how to evaluate the information submitted from a gender and equality perspective. This is similar to an approach being promoted in the Health Service for Board members scrutinising completed EIAs.



Gender Budgeting

Inclusive Policy Making for the Citizens of Wales

25/02/2010

Abstract: Gender budgeting is a tool that has been developed to mainstream gender equality into economic policy. It is not a separate budget for women and men. Instead it is an analysis of a governments, or an organisations, budget to find out if economic policies will have a differential impact on women and men. Most policies appear to be gender neutral and they are considered successful if they achieve their outcomes at the least possible cost. Women as users of publicly funded services might have different needs and priorities than men because they tend to have different social roles and responsibilities. Gender responsive budget initiatives can investigate if women and men benefit equitably from economic policy.

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The Wales Women's National Coalition

Wales Women's National Coalition (WWNC) is the lead consultative umbrella organisation representing the voice of women in Wales. WWNC participates in and influences Welsh society and policymaking by listening to, and engaging with, women's views, experiences, concerns and expectations. Our aim is to ensure that these views are both heard and reflected in policy development to influence and promote equality of opportunity for all women in Wales. We aim to do this by representing the views of women in Wales to local and national government in Wales, and also with sister organisations in the UK, Westminster, Europe and those represented at the UN. Reflecting the opinions and priorities of our members, we do this by concentrating upon six major themes:

- Women in Public Life
- Women and Poverty
- Ending Violence Against Women
- Women and the Environment
- Gender Budgeting
- Women's Health and Wellbeing.

The Wales Gender Budgeting Project

The Gender Budgeting Project is sponsored by the Oxfam UK Poverty Programme. The Wales Women's National Coalition is the host organisation for the project which has been funded for a year. The key outputs of the project are to conduct research and provide case studies on the worldwide successful application of gender budgeting. This research will be used to develop a 'Gender Budgeting Toolkit' that will be suitable for application in Wales. As well as identifying at least one pilot project to undertake a gender analysis of public expenditure within a specific policy area. Relationships with stakeholders will be developed so that momentum to implement gender budgeting is supported and promoted within Welsh policy making.

The Wales Gender Budget Group

Another major output of the Wales Gender Budgeting Project is to restart, broaden and strengthen membership of the Wales Gender Budget Group (WGBG). The WGBG brings together people from organisations that have a common interest in gender equality through the gender budgeting process. The aims of the WGBG are to promote the effective use of gender budgeting tools in economic policy and decision making processes in Wales. Along with providing a source of expertise which will contribute to the work of the project. The expectation is that the WGBG will become self sufficient, to ensure the work is continued even beyond the formal project end.

Introduction

This paper contains a brief examination of how gender can be integrated into budgetary decisions. The Welsh Assembly Government's (2009) 'Working for Equality in Wales: Single Equality Scheme' states one of the building blocks for their equality work is to embed "equality and diversity into our policy and strategy development through using Inclusive Policy Making". Gender budgeting involves an analysis of budgets in order to examine if they have a differential impact on women and girls as opposed to men and boys. Through examining public spending from a gender equality perspective it is possible to understand how political decisions can affect women and men differently. It can also investigate the extent to which budgets and policies can contribute to increasing, decreasing or maintaining inequality in society. This allows for better decision making as policymakers are left with a better understanding of how the budget can be used to achieve gender equity. This results in resource allocation that meets the actual, not the perceived, needs, of male and female citizens.

Gender Budgeting, Equality Legislation and International Obligations

The Welsh Assembly Government (WAG) has a specific legal obligation to ensure equality, including gender, under Section 77 (1) of the Government of Wales Act 2006 which requires Welsh Ministers to: "make appropriate arrangements with a view to securing that their functions are exercised with due regard to the principle that there should be equality of opportunity for all people" (Rogers, 2009). The Sex Discrimination Act 1975, as amended by the Equality Act 2006, places a general duty on public bodies in Wales to have due regard to the need to eliminate unlawful discrimination and harassment; and promote equality of opportunity between men and women. The forthcoming Equality Bill now incorporates a single equality duty, placed on public authorities, embracing such grounds as gender, sexual orientation, race, religious belief, and disability.

Gender budgeting can reveal a public institution's commitment to gender equality, preferably as part of these specific duties or at least promoted as a means of achieving the general duty, by providing an overview of actual, rather than perceived, gender needs. As its methodology incorporates evidence-gathering and utilising gender disaggregated statistics, it can be used to track policies and measure if targets are being met. Gender budgeting initiatives can also help enable a government to comply with its gender equality objectives under its international obligations, such as those posed by the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW).

Gender Mainstreaming

The aim of gender mainstreaming is to systematically focus on gender through a structured approach that incorporates gender analysis and gender impact assessment through policy design and implementation. The Council of Europe (2003: 2) define gender mainstreaming as the "(re)organisation, improvement,

development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages by the actors normally involved in policy-making". Therefore gender mainstreaming involves integrating a gender perspective into all public decisions.

It has been suggested that although the concept of gender mainstreaming has been adopted some time ago the "reality of implementation has often lagged behind" (Payne, 2009: 3). Gender budgeting is a tool of gender mainstreaming that can be used to measure and quantify gender mainstreaming measures. However it is also acknowledged that gender budgeting will not alone bring about gender equality and should be used as part of a wider strategy of gender mainstreaming incorporating other approaches such as gender impact assessments. Conversely, there have been difficulties practically implementing gender mainstreaming measures. It is quite a complex concept and there can be tension between gender equity objectives and other policies. Furthermore, a lack of resources such as gender-disaggregated data and gender indicators that could monitor progress are not always available.

Gender Budgeting

However, gender budgeting does have advantages. It can be used as a starting point for the implementation, or advancement, of gender mainstreaming measures. It is a mechanism that provides a gender analysis of existing budgets, emphasising gaps and difficulties. It also provides an identifiable and measurable starting point to implement gender equality measures. The Council of Europe (2003: 2) defines gender budgeting as an "application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenue and expenditures in order to promote equality". Therefore, it is an analysis of budgets and spending plans from *inception to implementation*.

Gender budgeting should be seen as an approach that can be used to mainstream equality into budgets. Focussing on gender should not be seen as a step backwards that detracts from other equality strands. It should instead be seen as a starting point to embed equality into all budgets and spending plans. Concentrating on gender can be seen as a diversion from other forms of inequality. Conversely, the most disadvantaged people experience multiple forms of disadvantage, for example, as a consequence of intersections of socioeconomic status, ethnicity and gender. Therefore there can be cross cutting benefits of addressing gender. Fundamentally lessons can be learned on how to implement equity driven policy. Focusing on gender should not be seen as detracting from other equality strands but a way of integrating equity into budget formulation (Payne, 2009).

A significant advantage of using gender budgeting as part of a gender mainstreaming approach is that it enables an analysis of the budget to ascertain its impact on a number of demographic groups. Gender budgeting processes examine the degree to which budgets reflect the policy commitments of a government. Furthermore, they investigate how policies and the subsequent resource allocation meet the needs of

men and women. Factors such as age, income, race and disability can all impact differently on men and women. Therefore analysis should not consider women or men as a homogeneous group. In South Africa ethnicity is an additional category of analysis (Byanyima, 2001).

In Scotland when the Executive wanted to assess the equality impacts of budgets they decided to primarily focus on gender. This was because there is good practice from other countries that they could learn lessons from. Moreover gender can be used as a lens to examine other factors that can lead to inequalities in all the equality strands. Furthermore they also found evidence of “continued and persistent gender based inequalities in Scotland (Fitzgerald, 2006: 6). For more information on the Scottish pilot see appendix A on page 11.

Impacts of Cuts in Public Expenditure on Women

In Switzerland a pilot study was undertaken to assess the impact on women of policies aimed to cut public expenditure. The study ‘Saving on Women’ was commissioned by the Swiss Centre for Labour and Social Policy Issues (the BASS). The study examined the impacts cuts in public spending had on men and women in the Canton of Basel in Switzerland. The study was commissioned at a time when there were comprehensive measures to cut public spending. The study aimed to investigate if there was a differential impact of cuts in public spending for men or women. The research was also groundbreaking as it aimed to measure if budget cuts led to services shifting from the public sector to the private unpaid sector. This is particularly relevant to women as they undertake the majority of work in the unpaid sector. See page 15, appendix C, for more details of the method used in the Swiss pilot.

The Swiss pilot presented a method that made it possible, despite problematic sets of data and relatively meagre financial resources, to reveal whether budget cuts were made “at the expense of women” at national, cantonal or communal levels (Office for Gender Equality et al, 2008). The budget analysis revealed that above average funding cutbacks were made in areas that resulted in an increase in women’s unpaid labour (for example, the infrastructure for childcare). The study concluded that there was an unequal impact of service cuts on the unpaid work of women. “Cost cutting policies resulted in a marked reduction in public goods and services, which gave rise to more unpaid labour. This in turn is carried out virtually exclusively by women” (Office for Gender Equality, 2008: 13).

Equality and Efficiency

Although achieving gender equality is a desirable outcome in itself, efficiency gains can also be made through gender responsive budgeting. Policies can be more effective if their gender impact is considered. For example, the child poverty strategies of the UK and Welsh Assembly Government will be more effective if the gender impact of policies is considered. Central to the UK Government’s child poverty agenda is parents’ employability. However the UK Women’s Budget Group

(2008: 3) argue in order for these policies to be truly effective they need to be “responsive to the diverse and complex needs of those who are most reliant on them including women living in poverty”. The UK (WBG) questions the UK governments’ reluctance to confront women’s poverty as part of an “overall reduction strategy” (WBG, 2008). It is suggested that women’s poverty matters, not only because of the effect it has on them but the effect it has on their children suggesting the “the well-being of children cannot be divorced from that of their mothers” (Lister, 2005: 3).

The application of a gendered analysis in the development and allocation of budgets and spending plans ensures that resources are allocated appropriately. Expenditure and taxation policies have different impacts on women and men. Men and women generally make different contributions to the paid and unpaid spheres of work. Gender Budgeting can unpick these differences and provides governments the opportunity to incorporate gender analysis into economic policy.

Policy and the subsequent resource allocation which fails to take into account the realities of women’s and men’s lives will be poorly targeted and inefficient at achieving its desired outcomes. For example, policies aimed at getting people back into work, that do not take into account the social and economic constraints of women and men, will have a differential gender impact. It is not a secret that women take on the majority of the unpaid caring work and consequently, many work part time, frequently for lower pay (Rake, 2001: 3). Obviously this also has implications for women’s access to resources.

Men and women are likely to respond differently to economic incentives. Any benefit gained from participating in the labour market has to be weighed up against the costs of this participation. These costs may be material in terms of the cost of childcare or less quantifiable such as a concern over a loss of quality in childcare. Therefore it is important to understand the potential gender differentiated response and move beyond traditional economic theory. The decision to participate in the labour market may not only be based on the value of a wage and the impact on leisure time. Therefore the economic gains of bringing unpaid workers into the labour market need to be counterbalanced against the loss of unpaid work to a women’s family or community. Rake (2001: 5) suggests that “economic and social policies cannot be analysed as separate mechanisms, but rather economic policy needs to be integrated into a broader social agenda with the social consequences of the budget brought to the fore of analysis”. Therefore policies unintentional impact on the unpaid economy can limit their effectiveness.

Policies can also have a higher order impact on gender equality that can also lead to efficiency gains. For example transport statistics reflect the differences in working and childcare patterns in men’s and women’s lives. In 2006 men made 43 per cent more business trips than women, while women carried out 33 per cent more escort trips like taking a child to school. Moreover, in 2006 81% of men and 63% of women in the UK held a driving licence (ONS). However, identifying a gendered impact of a policy involves investigating not just the direct impact on gender inequality but

whether it will have any other differential impact on men and women's behaviour. For example, a tax on powerful cars that finances improvements in public transport may have a direct effect on gender inequality in transport. Furthermore, there may be a secondary impact on men and women's labour market behaviour. Examining the higher order impacts of policies can ensure policies meet the needs of both women and men. Himmelweit (2002: 50) states "when the behavioural impact of a policy is gendered, it is inefficient for policy makers to overlook it".

A gender budgeting analysis can be carried out when the right questions are asked about policies and programmes. In order to examine policies sex disaggregated data and an understanding of gender inequalities is required. However gender equity does not need to be a specified outcome of the policy being analysed. This is done by analysing the planned outcomes, what the policy was intended to do, and whether the policy has delivered any gender equality outcomes. The feminist economist Diane Elson (2002: 4) has formulated the following indicators impacts, outputs, activities and inputs:

- Do *Impacts* promote gender equality, as well as other objectives?
- Are *outputs* fairly distributed between women and men and are they adequate to achieve gender equality, as well as other, objectives?
- Are *activities* designed to be equally appropriate for women and men and are adequate to achieve gender equality, as well as other objectives?
- Are *inputs* adequate to achieve gender equality, as well as other objectives?

Moreover, these indicators were also used as a template to develop a method for studying resource allocation in programmes in Denmark (see appendix B on page 13). If there are negative impacts of policies then they need to be adjusted. "Changes need to be identified in the identification of impact and output objectives, organisation of activities and deployment of funding so as to close the identified gender gaps. It is likely that progress can be made through a better specification of impact and output objectives" (Elson, 2002: 4).

Gender and Citizenship

The importance of citizenship model of public service delivery has been advocated in Wales. 'Beyond Boundaries: Citizen Centered Local Services for Wales' a review of public services recommends that "there must be a new approach, with a much stronger element of direct communication and negotiation between all the stakeholders". Proposing that services need to be more transparent and accountable to citizens rather than being bureaucratic and uncommunicative (Beecham, 2006: 64). Gender budgeting can be an essential element of good governance as it increases transparency, accountability and participation. Although good governance can be defined in different ways, principally it is a process of "improving opportunities for people in a fair, just, effective and responsible way"

(Hewitt et al, 2005: 51). Including gender issues and the participation of actors involved in equality and the recognition of women's rights and needs are central to good governance and are also an essential element of gender budgeting initiatives. Targeting limited resources to meet the needs of the male and female citizens is also fair and just.

The Welsh Assembly Government's (2009) strategy 'Working for Equality in Wales: Single Equality Scheme' states "the goal is to put citizens at the heart of service design. Their expectations for quality, accessibility and results are high and moving fast. More and better performing services must bridge traditional provider boundaries to be effective not least for equality and social justice. The Department's role is to enable providers to meet this challenge". Marshall (1950: 18) defines citizenship as:

"A status bestowed on those who are full members of a community. All who possess the status are equal with respect to the rights and duties with which the status is bestowed. There is no universal principle that determines what those rights and duties shall be, but societies in which citizenship is a developing institution create an image of an ideal citizenship against which achievement can be measured and towards which aspiration can be directed" (Marshall, 1950: 18).

Therefore citizenship is defined as a system of fairness and equal opportunity. Conversely Marshall (1950: 18) suggests that paradoxically the growth of citizenship has coincided with the growth of capitalism a system of "inequality and social class a further construct of discrimination based on ideals, beliefs and values". It has been suggested that groups such as "women, ethnic minorities and the poor can fall outside full citizenship" (Meer & Sever, 2004: 7). They suggest that this is because experiences of citizenship are dependent on societal positions and roles. The roles that are dictated by social relations can lead to the formulation of unequal power divisions. Therefore citizenship is not a collective principle and should be analysed through social and gendered power relations. It has been suggested that in order for women to have the same citizenship status as men, care needs to be incorporated as an expression of citizenship. This means a reformulation of policy is needed to change the gendered division of labour so men and women can combine paid work and caring responsibilities (Lister, 2001). This would be true gender equality as it would result in the full participation of men and women in society.

Gender Disaggregated Data

The Welsh Assembly Government's (2009) strategy 'Working for Equality in Wales: Single Equality Scheme' states "we will aim to collect and analyse data by age, disability, gender and transgender, race, religion and belief or non-belief and sexual orientation. This is intended to meet our legal requirements under the general (and, where applicable, specific) equality duties and to provide evidence to support our commitment to covering equality strands which are not currently covered by these

duties". Gender budget initiatives require the availability of accurate records and of gender disaggregated data, which additionally can support other measures designed to improve accountability. Gender budgeting initiatives encourage the use of gender disaggregated data in the planning and evaluation of policies. This gendered understanding can show how men and women can be affected differently. Therefore another advantage of undertaking a gender budget initiative is that it will strengthen the collection of gender disaggregated data.

No Single Model

There is no universal model of gender budgeting. A variety of approaches have been used in different countries and regions reflecting specific social and political contexts. It is essential that gender budget initiatives are constructed to fit in with a country's priorities, methods and existing budgetary processes. Therefore although lessons can be learned from existing gender budgeting exercises it is essential that countries develop their own mechanisms to undertake a gender responsive budgeting exercise. Quinn (2009: 10) suggests that "what is most needed is the preparedness to develop a methodology based on a commitment to promote gender equality, rather than seeking the one-fits-all tool". Examples of gender budgeting initiatives and the tools that were used can be seen in the appendices.

Conclusions

This paper investigated how gender can be integrated into budgetary decisions. The Welsh Assembly Government states that services need to be more transparent and accountable to citizens. However, in order to achieve full citizenship a reformulation of policy is needed to change the traditional gendered relation of labour so men and women can combine paid work and caring responsibilities. This would result in the full participation of men and women in society. However gender does not have to be the specified outcome of the policy being analysed. This is done by analysing the planned outcomes, what the policy intended to do, and whether the policy has delivered any gender equality outcomes. Gender budgeting essentially asks the question do policies and the subsequent resource allocation meet the needs of both women and men?

Gender budgeting incorporates evidence gathering and gender disaggregated statistics in order to track policy to examine if targets are being met. Targeting limited resources can ensure that policies meet the needs of male and female citizens. Gender budgeting can be used as a starting point for the implementation or advancement of gender mainstreaming measures. However it can also be viewed as a starting point to restructure revenues and expenditures to promote equality. Economic and social policies should not be analysed as separate mechanisms, economic policy needs to be integrated into a broader social agenda with the social consequences of budgetary systems made visible. This will allow for resources to be targeted more efficiently as they will be based on evidence and meet the actual, not the perceived needs, of citizens.

Appendix A – The Scottish Pilot

The Scottish Executives equality strategy 'Working together for equality' (2000) included a commitment for developing methods to carry out an equality impact assessments of budgets and spending plans. This led to the formation of the Equality Proofing the Budget and Policy Advisory Group (EPBPAG). EPBPAG consisted of representatives from equality commissions, members of the Scottish Women's Budget Group, the Scottish Executive Equality Unit and Finance Group and the advisor to the Finance Committee of the Scottish Parliament. The advisory group decided, in 2002, that embarking on a pilot study would be a constructive way of identifying mechanisms that could assess the equality impact of budgets and spending plans in a Scottish context.

The Executive decided to focus on gender as the pilot project, for assessing the equality impact of the budget, because this is the area where there had been significant developments in other countries. This decision was also based on evidence of persistent gender inequalities across Scotland. Furthermore, gender can be used as a lens to examine other inequalities. The Active Schools Programme and Health were selected as the pilot. Because of the characteristics and degree of health inequalities in Scotland and the significance of health policy within the framework of the Scottish policy context, the pilot gave the opportunity to focus on an important and current social and economic issue and examine the gender differences in this area.

One of the fundamental objectives of the pilot study was to identify the mechanisms needed to undertake a gender budget analysis (see page 10 for the tool they developed). The pilot project was viewed as a learning process where mechanisms could be developed to assess the equality impact of budgets in the Scottish policy context. The pilot projects in Scotland started by examining a policy issue, i.e. health inequalities, and collated evidence of gender inequalities in this area. They subsequently undertook a gender impact analysis of policies and the subsequent resource allocation.

Phase one of the pilot commenced with two brief literature reviews that examined smoking and young people and sport and young people. There was a corresponding mapping of policy and spending procedures in Health and Education which made the connections between policy and resource allocation within these departments. Phase two involved working with policy and spending officials to establish how gender impact analysis should be incorporated into policy and spending systems. For phase three a report was produced containing recommendations, action plans and guidance. The report explained the gender budgeting approach which involves 'following the money' from financial commitment stated in policies to the actual implementation e.g. funded programmes. The pilot highlighted the importance of examining resource allocation and implementation strategies to achieve targets and objectives as well as emphasising the gender dimensions of health inequalities in Scotland.

There were gender differences in participation in the Health, smoking cessation/prevention and Sport, the Active Schools Programme. The research on smoking cessation/prevention revealed, since 2000, 15% of 15 year old boys smoked compared to 24% of 15 year old girls. It was also established that boys were more likely to participate in sport programmes because they valued a fit physique. The issue was more complex for girls and it was difficult to know what would contribute to them participating in sport. The pilot identified the need for further research in this area. These gendered responses had not been factored in when identifying outcomes of policies. This emphasised the potential for policies to be ineffective when they do not take into account gender differences. Due to the pilot the Scottish Executive incorporated the gender gap, in young people, in smoking into policy. This has led to Health Scotland targeting adolescent girls in advertising campaigns.

Gender Impact Analysis of the Scottish Budget

The following table is a tool that was used in the gender impact analysis of the Scottish sport and health pilots. The tool was designed and developed through the pilot work on the Scottish budget. The Pilot gender analysis of the budget in Scotland led to the development of mechanisms suitable for analysis of the budget and policies from implementation to objective.

Step	Activity	Task	Responsibility
1	Establish main issue in relevant spending area that is considered a priority.	Examine priorities listed under cross cutting themes in large budget and identify an overall issue e.g. young people's health, unemployment in areas of multiple deprivation	Heads of Branch and designated policy staff.
2	Establish whether or not Sex-disaggregated data is available with respect to the issue identified	<ul style="list-style-type: none"> a) Collect data b) If data not available raise issue with relevant Minister, Analytical Services Division and with Branch Head 	<ul style="list-style-type: none"> a) Analytical Services Division (ASD)/ relevant departmental staff b) Branch Head, relevant departmental staff
3	Identify the causes and nature of gender based inequalities illustrated by data collected in step 2	<ul style="list-style-type: none"> a) Establish an evidence base via own research papers/reports or draw upon external work. b) Identify any targets specified in this spending area that will impact on this issue. Are they gender sensitive? Once you establish evidence base you may need to adjust the targets. 	<ul style="list-style-type: none"> a) Analytical Services Division or externally commissioned research b) Branch Heads/Departmental officials
4	For Spending Review	Outline the design,	Branch Heads/ Departmental

	assessment or policy review mid-cycle, identify the main policy initiatives targeted at resolving this issue/inequality	implementation and evaluation mechanisms for the identified initiatives	officials
5	Identify the spend allocated to these initiatives (inputs)	Gather information for relevant finance documents.	Finance teams in Portfolio Departments and Central Finance
6	Collate all information relevant to issue/policy initiatives and identify if enough to do a beneficiary assessment	<p>a) Conduct gender disaggregated beneficiary assessment.</p> <p>b) If not enough info available explore why and take steps⁷ to ensure info in place for future</p>	<p>a) Departmental policy teams, with ASD, Central Finance and Departmental Finance Teams</p> <p>b) Central Finance, ASD, Branch Heads</p>
7	Analyse results of beneficiary assessment	Publish report to take to EPBPAG and provide a summary to appear in the budget documents. If gender differences are deemed not acceptable or explicable undertake a gender analysis of the policy intervention	ASD/Central Finance Equality Unit to report via Annual Equality Report
8	Engage with Finance Officials/Budget Officers. This can be a core part of training for staff.	<p>In Spending Review period use bi-lateral meetings to raise the issues.</p> <p>Consideration could be given to establishing interdepartmental group on gender matters led by Finance and the Equality Unit</p>	Central Finance, Portfolio Departments and Equality Unit
9	Identify any possible resource reallocations that could take place to address identified inequality	Examine proposed budgetary allocations and assess with reference to possible gender impact	Divisional Heads, Branch Heads
10	Document the process	<p>Prepare a report of the ten steps with specific reference to the issue identified in step 1 and disseminate widely</p> <p>Set up seminar/training event</p>	Finance/Policy Officers Equality Unit Report on the budget documents, SR and Equality Report

Appendix B - Method for Studying Resource Allocation within Specific Programmes in Denmark

This method has been applied to pilot project in Denmark. This method can be used to study a specific expenditure area, where resource allocations are analysed from a

gender perspective. This model was developed based on the work of Diane Elson. The model defines the following four levels: input, activity, output and effects.

Analytical Frame

In order to analyse the allocation of funds within the expenditure area, a number of questions are posed, that serve to frame the analysis.

- How many persons form the target group for the programme?
- Which groups are included?
- How does the gender division look within the target group?
- How many inputs/activities is the programme comprised of?
- How are the resources divided between different inputs/activities?
- How does the gender division appear among participants in the programme?
- What criteria apply in order to receive funds from the programme?
- What different types of activities are included in the programme?
- How has the money been divided between women and men?
- What does the allocation of resources mean from a gender equality perspective?
- Which problems (technical, political and contents) arise from this analysis?

Model for the analysis

The following questions are used to guide the survey of the programme and the allocation of financial resources.

Input

How much money has been allocated?

What does the target group comprise of?

How many have participated in the programme, disaggregated by sex? Does the target (for the programme) reflect the target group?

Activities

Which activities/inputs has the money been allocated to?

How are the activities/inputs designed and described?

Output

- What actual results/consequences have the activities had?
- Are the results as expected?
- In relation to women and men?
- Has the allocation of resources in relation to the programme had the desired effect? In relation to the operational areas goal?
- In relation to the overall political goal?
- In relation to the goal of mainstreaming the gender equity perspective?

- In relation to the stated gender equality goals?

The different project/programme/activities within the area should be analysed using the above model.

Appendix C - Switzerland

The study 'Saving on Women' was commissioned by the Swiss Centre for Labour and Social Policy Issues (the BASS). The study examined the impacts cuts in public spending had on men and women in the Canton of Basel in Switzerland. The study was commissioned at a time when there were comprehensive measures to cut public spending. The study aimed to investigate if there was a differential impact of cuts in public spending for men or women. The research was also groundbreaking as it aimed to measure if budget cuts led to services shifting from the public sector to the private unpaid sector. This is particularly relevant to women as they undertake the majority of unpaid caring work. The study aimed to answer the following questions:

- "Do cuts in spending – public and private spending – generally affect women disproportionately?"
- "Are programmes set up to meet women's needs and demands usually the first to be sacrificed in times of reduced public funds?"
- "How can the differentiated impact of cuts in private and public spending on women and men be measured?"
- "How do expenditures in favour of men and those in favour of women differ?"
- "What are the consequences for women or the impact on women of policies aimed at reducing the level of public expenditure?"

(Muenchenstein & Berne: 2007 in Office for Gender Equality et al 2008 : 4)

Table - Methodology applied in the Bass Study for gender-specific budget analysis (Bauer/Baurmann 1996:22ff). In Office for Gender Equality et al 2008: 12

Steps	Issues/examples
1. Data procurement	Functional breakdown of budgets covering several years (according to state responsibilities), e.g, general administration, public safety, education etc.
2. Classification of expenditure terms according to a) Employment b) Benefit c) Unpaid female labour	a) Does a state actively create more employment for men or women or equally across the sexes? b) Does a state actively benefit males more than females or vice versa, or do both sexes derive equal benefit

	c) Do measures to cut state spending result in more women engaging in unpaid labour?
3. Calculation of the differences	Comparison of the cross-cutting period with a reference period: How have the individual items developed over the comparison period in relation to overall expenditure.
4. Policy relevance	The aim is to have gender equality taken seriously: state funds from which men have for long derived an above average benefit must be redistributed.

Conclusions of the Canton of Basel Stadt Study

The budget analysis demonstrated that there was a significant unequal allocation of resources on men and women at a number of levels. Throughout times when there were cuts in public funding, the situation of women declined further. They also found that that a very small amount of federal, cantonal and public funds were spent on female dominated employment areas. Furthermore, the study also demonstrated above average budget cuts on female dominated areas of employment.

The budget analysis also revealed the above average public funding cutbacks were made in areas that resulted in an increase in women's unpaid labour (for example, the infrastructure for childcare). Conversely, women did also benefit from an above average increase in expenditure. However the authors explain this is because **“some of the money is spent in response to crises, without any enhanced benefit for women being determinable”** (Bauer/Bauerman 1996: 107 in Office for Gender Equality et al 2008: 12). The authors explain that his is because women are more likely to be recipients of benefits and the national pension scheme.

In the context of unpaid work the study concluded: **“Cost cutting policies resulted in a marked reduction in public goods and services, which gave rise to more unpaid labour. This in turn is carried out virtually exclusively by women”** (Office for Gender Equality et al, 2008: 13).

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Equality and Human Rights Commission Wales

Equality Impact Assessment Briefing for Communities, Equality and Local Government Committee

Equality Impact Assessment

The Welsh Government and Welsh public authorities have to comply with a legal duty to promote equality, tackle discrimination and foster good relations. This duty requires public authorities to carry out Equality Impact Assessments in developing policies and budgets.

An EIA will illuminate the impact on people with a protected characteristic of an increase or decrease in an aspect of the budget. It provides a way of developing proposals that take into account the impact on groups of people and enables resources to be focused where they are most needed.

Carrying out, and paying due regard to, an Equality Impact Assessment during budget-setting will help public authorities meet their legal duty as well as bringing a number of benefits. It will:

- **make sure decisions are based on evidence:** EIA provides a clear and structured way to collect, analyse and take account of relevant evidence.
- **ensure better consultation:** a thorough EIA ensures that people with a protected characteristic are consulted with and have their needs considered. This allows the quiet voices to be heard, rather than just those who shout loudest.
- **make decision-making more transparent:** publishing an EIA is likely to engender trust in decision-makers and in decisions.
- **provide a platform for partnership working:** EIA offers an opportunity for organisations to work in partnership to consider the impact of their policies on people with a protected characteristic, and how they might best collaborate and co-ordinate financial decisions.
- **provide a way of getting upstream of a problem:** EIA offers a way of identifying potential problems, and, therefore, for making small interventions at an early stage which remove the need for expensive remedies further down the line.
- **ensure that decisions are fair:** where there is evidence that particular groups will be negatively affected by a decision, action should be taken to address this, unless the public authority considers the policy as justified in the light of wider aims.

What does a robust EIA look like?

In deciding whether an EIA is thorough and robust, it is helpful to consider:

- Is the purpose of the policy change/decision clearly set out?
- Have those affected by the policy/decision been involved?
- Have potential positive and negative impacts been identified?
- Are there plans to alleviate any negative impact?
- Are there plans to monitor the actual impact of the proposal?

Emerging Issues

The Equality and Human Rights Commission and the Welsh Government have recently undertaken a joint inquiry into the Welsh Government's own EIA process. Some emerging issues regarding EIAs worthy of wider consideration are:

At what level should the EIA be carried out? Organisations have struggled to find the most appropriate location for carrying out EIA. At the highest level, measuring the impact on protected groups of reducing the economic development budget and increasing the education budget is almost impossible. On the other hand, close examination of every line in the budget is burdensome and may produce a myriad of contradictory impacts.

The EHRC recommendation would be to examine the impact on people with protected characteristics of decisions of strategic importance. At this stage it is not possible to know what these decisions are within the 2013-14 budget. Those mentioned in the introduction to the 2012-13 Welsh Government Budget were:

- £87 million of funding from the Centrally Retained Capital Fund over the next two years
- £38.9 million to stimulate growth and protect jobs
- an additional £20 million to this Pupil Deprivation Grant in 2012-13, with an indicative allocation of £20 million in each of 2013-14 and 2014-15.
- investment in schools by 1% above overall changes to the Welsh budget as a whole, resulting in an additional £27 million for schools in 2014-15

Who should carry out the EIA? What officials, and from what departments, should conduct the EIAs is a central issue. For example, officials from different departments may need to work together on an EIA and an approach allowing this to happen is required.

Adequate training needs to be provided to enable officials to carry out robust EIAs. EIA is a relatively new approach and expertise needs to be developed. The Commission is collating examples of good practice.

Assessing the cumulative impacts of budget decisions is of utmost importance. However, public authorities have found this difficult to do. Further exploration of this area is needed.

Further information on our EIA guidance is at:
www.equalityhumanrights.com Page 24

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Supplementary answers by the Royal Commission on the Ancient and Historical Monuments of Wales

23 July 2011

We note from the transcript that we did not fully answer four questions asked by members on 11 July. We have prepared this additional information as a courtesy. (Paragraph numbers refer to the transcript.)

22

Peter Black: I will class myself as a younger person who is interested in heritage. We all accept that investigation and research are crucial in promoting the historic environment; however, the Minister's priorities, which he published in January, make no mention of them. Can you expand on your concerns in that respect?

Investigation and research form the foundation on which the appreciation and enjoyment of the historic environment rests. They are fundamental and interrelated parts of the process of continually enhancing knowledge about the Welsh historic environment, without which proper decisions cannot be taken. The cycle of benefits includes protection, conservation, presentation and wider appreciation and enjoyment. At times of tight resources, investigation should be seen as a core service to be consolidated, and we would be concerned if its role were not properly recognised and catered for.

The Commission has long been recognised for its major contribution to research and investigation in Wales, working alongside partner bodies and individuals. Without the Commission's authoritative research, for example, it would not have been possible to obtain World Heritage recognition for Blaenavon Industrial Landscape or Pontcysyllte Aqueduct. Tens of thousands of copies of archaeological maps the Commission has produced with the Ordnance Survey have been sold, inspiring generations of students and visitors. The Commission's landmark study of Welsh vernacular architecture, *Houses of the Welsh Countryside*, was published in 1975 but still influences the management of the historic environment. It inspired owners to save numerous houses, it informed the listing of some 800 buildings, it is still used on a daily basis by conservation officers, architects and historians, and in 2011 it was the foundation for a 6-hour S4C television series.

The main source of information about the historic environment is not written on paper but rather in earth, wood and stone, and so research depends on skilled examination of physical evidence and the subsequent creation of definitive records. Some of the Commission's investigation work is reactive, as when a local authority conservation officer asks for help in understanding the importance of a threatened building or when a local group needs help interpreting a site it looks after, but much is designed to aid strategic programmes of understanding. New investigative and analytical techniques mean more efficient activity as well as new understanding and interpretation, though the complexity of the data results in specialist requirements for digital archiving.

We interpret and present the castles of Wales differently now from a generation ago. Few once bothered about industrial archaeology or Victorian architecture, let alone the Welsh cottage, yet these were are now widely regarded as highlights of Welsh Heritage. Without innovative investigation by the Commission working in a creative and expert environment this process would not have happened so rapidly nor been underpinned by evidence. Such activity is crucial at a time of diminishing national resources, for threats to the historic record continue unabated as important buildings such as chapels, farm buildings and miners' institutes become increasingly rare.

To influence opinions, ideas and understanding as we go forward, evidence has to be available in a secure, living record and communicated through excellent publications and public engagement, however that is achieved.

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Mike Hedges: *First, I congratulate you on the publication of Copperopolis, which is an excellent publication. What are you doing in the lower Swansea valley to engage the communities there? I speak as someone who lives in the lower Swansea valley.*

Peter Wakelin answered the question based on the strategy for the organisation as a national body that provides toolkits and resources for local community engagement. As former Inspector with Cadw and Head of Regeneration in the Communities Directorate of the Welsh Government, he focused on the use that had been made of the Commission's extensive work from the 1960s onwards to underpin the identification of sites for protection and regeneration. However, more and more Commission research focuses on community and partnership projects involving training and support of others. The Commission has taken a number of specific actions to support community groups and the local authority in the lower Swansea Valley. Examples over many years include:

- Working with the South West Wales Industrial Archaeology Society to investigate local sites since the 1970s and produce *A Guide to the Industrial Archaeology of the Swansea Region*, 4,000 copies of which have been sold.
- Making recommendations for the protection of the Hafod & Morfa, Whiterock and Upper Bank copperworks, and prompting the creation of the White Rock Industrial Archaeology Park.
- Undertaking additional recording at the Hafod / Trevivian to support Cadw's current urban characterisation for the communities.
- Working intensively since 2000 with the Swansea Valley Heritage Society on the heritage of the Swansea Canal, its horse-worked railways, works and mines. Results are available online at www.coflein.gov.uk and in the People's Collection, and a book is forthcoming.
- Giving hugely popular tours and talks at Swansea Copper Day on 5 March 2011, in association with the Economic and Social Research Council-funded partnership *The Global and Local World of Welsh Copper*, contributing to online resources at www.welshcopper.org.uk and leading the project to create an interpretive animation of Hafod copperworks displayed at the National Waterfront Museum and on YouTube : <http://www.youtube.com/watch?v=ZpNgDYLQW7A> .
- Participating since 2011 in the Cu@Swansea Partnership with the local authority, Swansea University and the National Waterfront Museum, which has raised some £650,000 to regenerate the Hafod copperworks through a digital hub and community engagement. Posts created include a community worker for the Lower Swansea Valley.
- Developing community outreach work through the Commission's Britain from Above partnership project funded by the Heritage Lottery Fund.

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Janet Finch-Saunders: *What types of future delivery options would the Royal Commission most object to? Can you outline why such options would be detrimental to the future of the historic environment in Wales?*

Of greatest concern to us is the danger that key services in investigation, archiving and public engagement will disappear. All of these services support the understanding, sustainable management and public enjoyment of the historic environment. This danger could arise under all options owing to the pressure on resources, but we believe it would be greatest in the case of direct merger with Cadw. This is because the scope for making savings through merger is at best very small and at worst

negative. Merger could put information services in competition for resources alongside tourism development and statutory casework without a Royal Warrant to define them or the benefit of an independent board to oversee the balance of the organisation. The concern might be alleviated by measures such as giving the services a statutory basis in the Heritage Bill and developing an equivalent to the scrutiny provided by the publicly appointed Commissioners of English Heritage.

Another major concern is that services could be split between different organisations so that they would no longer be dynamically integrated. Carrying out recording, investigation, archiving, advice services and public engagement in one organisation means that there is a constant beneficial relationship between them and strong coordination with conservation officers, archaeologists and researchers outside. This ensures that the archive is a living, developing resource and that it is widely used to enhance knowledge, understanding and management of the heritage. We were pleased that the working group ruled out the option of merging the archive functions with the National Library and the other staff with Cadw, but we see some danger that difficulties of managing the archive within government for reasons of its specialist accommodation needs and charity status could lead to a highly damaging compromise position.

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Julie James: On the theme of which option you like best, I was struck in your paper by the conversation around the difficulties that being inside the Government's IT systems might cause. I am keen on the digital aspect of the commission. Can you expand on that?

Further to Catherine Hardman's verbal answer, of great concern to us is the risk of significantly increased costs of the SWISH service (the specialist partnership system delivering the Commission's archive and services and available for public use as www.Coflein.gov.uk). As described in the paper provided to the Committee, the Commission benefits from low ICT costs as a result of shared services through the University of Aberystwyth and the shared service partnership established in 2003 with the Scottish Commission to deliver SWISH. The architecture of SWISH provides site records, the catalogue of the National Monuments Record and an extensive and growing digital archive. Providing on-line access to a live system is relatively unusual in Government systems but provides the core needs of the Commission's public service. The security measures in place are extensive, but may not be compliant with GIS requirements without additional expenditure and increased ongoing costs. The working group set up by the Minister has agreed that SWISH should continue and has asked the current Assembly ICT service provider, Atos, to ascertain possible costs of continuing the service in the Government secure environment.

Agenda Item 9b

Background and Issues Paper

The North Wales Conservation Officers Forum (NWCOF)

1. Background:

The Forum was established following local authority re-organisation in 1997. Phil Ebbrell of Denbighshire County Council was responsible for coming up with the idea and arranged the first Forum meeting at Bodelwyddan Castle.

2. Purpose and Organisation of the Forum:

The Forum meets twice per year and every North Wales Conservation Officer is invited. Conservation Officers from Powys has recently requested to become members. The main purpose is to share information and experiences on important conservation issues. All north Wales unitary authorities and Snowdonia National Park Conservation Officer staff are members of NWCOF. The venue and chair of meetings are rotated alphabetically.

The agenda items are set beforehand to mirror the items to be discussed at the next Built Heritage Forum (BHF). (NWCOF meetings are timed to precede the bi-annual BHF). Other agenda items are also identified by north Wales Officers and selected topics are forwarded to Cadw for inclusion on the BHF agenda. Examples of NWCOF agenda items have been: -

- 1) VAT on works to listed buildings
- 2) Buildings at risk
- 3) The identification/ definition of curtilage structures at listed buildings

Presentations and discussion are to be given on topics such as successful regeneration schemes, presentations of new regulations and guidance and significant appeal decisions.

Some of the new actions and initiatives introduced by Cadw up until 2010/ 2011 as a result of the interaction between NWCOF and the BHF have been significant. These include jointly funded buildings at risk surveys that now cover all Welsh unitary authorities (UA's). The success of the Welsh authorities in applying for THI can partly be attributed to awareness raising and mutual guidance afforded by the two Fora. Also e.g. changes in regulations for compensation in Article 4 Direction cases were achieved as a result of initial representations made by NWCOF members.

The formation of the Fora has resulted in many benefits however by 2010 some NWCOF members were raising concerns that both NWCOF and the BHF could not develop further in terms of co-

ordinated actions. Cadw were also exploring whether the proceedings of the BHF could be improved at that time. Buildings at Risk is one instance of how improved measures had been established through the Fora, nevertheless further measures to develop the initiative had stalled. Although BAR surveys have been instigated since 1997, corresponding action to develop a national strategy and campaign to address risk, allied to local initiatives, had not developed in conjunction with surveys. Joint Cadw / UA action has been confined to pilot schemes in Monmouthshire and a current BAR initiative in Conwy County Borough Council. This was perceived by NWCOF as a drawback of the existing arrangements.

3. Evolution in Liaison:

During 2010 discussion was initiated at NWCOF on ways in which the BHF meeting and proceedings could be improved. There was also consideration of the way that NWCOF could also evolve and improve by linking in more closely with the BHF. Work by North Wales Conservation Officers on the manner in which collaboration could develop was also thought relevant. (the 2009 report).

A paper was prepared and reported to the BHF in 2010 (see attached). The aim of the paper was to create more integration in the work of Cadw and amenities bodies in the following areas: -

- 1) Planning and co-ordination of national actions
- 2) Prioritising of actions and creating exemplar schemes that can be rolled out on a wider scale.
- 3) Grant scheme co-ordination and other initiatives
- 4) Using BHF to provide interactive workshops on key topics to improve conservation outcomes.

Since 2010 several topics have been the subject of workshops at the BHF. However it must be said that although workshops have been held to inform attendees about such topics as conservation area management and enforced sales there is still no significant development of forward planning and collaboration. This is due to the current lack of real collaboration between local authorities. There is also still an understandable reluctance of Cadw to provide a practical lead in many subject areas in the absence of partnership working at a local level. Both organisations and Fora need to become more integrated to create more unified working to achieve common outputs and outcomes.

Peter Jones-Hughes
06.08.12

BUILT HERITAGE FORUM – ISSUES PAPER

1. Background:

- 1.1 The Built Heritage Forum (BHF) was first established in about 1997 and has been a successful means of liaison between local unitary authorities and Cadw. Attendance has grown to include archaeological trusts and other conservation organisations. The issue of reviewing the current format of the BHF was raised at the May 2009 BHF. This issue was included as an agenda item for discussion at the 27th April 2010 North Wales Conservation Officers Forum (NWCOF).
- 1.2 NWCOF generally felt that, although the existing BHF format has been a successful forum for many years, it is now opportune to critically examine its purpose, procedures and outcomes to see whether improvements can be achieved. This paper has been drafted as a constructive document that would act as a catalyst for debate on reviewing the BHF format. This paper has been circulated to and agreed by all members of NWCOF.

2. Purpose of the BHF:

- 2.1 The following are considered to be the present primary purposes of the BHF:
 - To act as a Forum for the exchange of views on subjects/issues and to agree future actions for partners.
 - Imparting examples of good practice.
 - Updating partners with information on changes to legislation, guidance and giving presentations on chosen topics/organisations etc.
- 2.2 The BHF has been instrumental in achieving beneficial outcomes on many issues. Initiatives such as National Building at Risk surveys have been formulated and completed following debate and agreement at the BHF.

3. Potential Purposes for Exploration:

- 3.1 Since 2008 and the publication of the report local authorities have been exploring new ways to work collaboratively. The 'Making the Connections' (MTC) exercise carried out by North Wales local authorities in 2008/2009 included an examination of future options for specialist planning service delivery. The report of the North Wales MTC conservation officers' group was released in summer 2009 and concluded that managed joint working between authority officers for selective project based tasks should be explored further.
- 3.2 Collaborative working is likely to become increasingly important as local authorities are subjected to greater financial pressures. Partnership working with organisations including Cadw represents a significant opportunity for local conservation services to become more cost effective. The BHF is the principal regular liaison mechanism between local authority conservation officers and Cadw. Officers

consider that the BHF could provide part of a focused and effective vehicle for collaborative working in the following areas: -

- Co-ordinating national conservation actions and initiatives on a joint/partnership basis with local authorities.
- Formulating specific pilot schemes and exemplar partnership projects and cascading these schemes from a national scale to local level.
- Creating more targeted and effective conservation grant schemes at local and national level.
- Assessing and progressing improved collaborative local authority working in areas such as listed building control delegation and production of guidance and conservation area preservation and enhancement (see final report of North Wales MTC Officers' group 2009).
- Tourism projects and heritage site promotion/interpretation.

3.3 During times of increased financial stringency for all government and local public sector bodies the pressure on resources for specialist planning services is expected to increase. The BHF could also offer opportunities to provide more cost effective continuing professional development to personnel of local authorities, trusts, amenity bodies and government organisations.

4. Current BHF Format:

4.1 NWCOF considers that the current high number of officers attending the BHF and the 'round table' type format for proceedings does have disadvantages. The numbers attending the BHF has steadily grown and there are proposals to invite additional organisations. This creates a crowded conference and that many authorities are sending more than one officer. NWCOF believe that there is a high turnover of officers attending for many local authorities. This does not facilitate a consistency of viewpoint and the attendance of different local authority officers does not give a depth of knowledge of previous BHF, proceedings. Participation in debate is frequently limited to a small % of the same officers.

4.2 Additionally the NWCOF sense that local authorities are not taking as active a part in both the discussion and proceedings of the BHF. This includes actions between as well as during meetings. The impression is of less involvement by local authorities in preparation for the BHF and less constructive discussion and agreement on actions during the Forum. This may be caused as much by increasing day to day workloads/pressures on local authority officers as by the format of the BHF. There is a feeling that for many the five hour plus return journey to Builth Wells is a high price to pay for the limited outcomes created by BHF.

4.3 The above is not to be taken as a criticism of Cadw as there is agreement that Cadw's organisation and leadership of the Forum is to be applauded. It must be recognised that when Cadw request either responses to consultations or contributions of say examples of good practice from local authorities, these are generally poorly addressed.

5. Options for the Future:

5.1 NWCOF feel that if the BHF is to be more effective it must be adapted. There is a danger that it is becoming a 'talking shop'. It is recognised that significant responsibility for this should be with local authorities.

- 5.2 The following suggestions are considered to be worthy of exploration: -
- Restricting attendance of BHF to a single officer per local authority or adopting another approach to reduce overall numbers.
 - Confining the BHF to an annual event.
 - Integrating the BHF more closely with North (and South) Wales conservation officer groups. There is likelihood that these regional groups will assume greater importance and management influence if MTC proposals are implemented. The NWCOF may well be adapted in the long term to provide more of a direct management role in co-ordinating collaborative working. If this proves to be the case it would make sense to form direct links with Cadw and other conservation agencies/bodies (including archaeological Trusts).
 - Review North and South Wales Officers Forums so that they could provide more of a local impetus for discussing and agreeing regional collaborative working priorities with Cadw attending. These could take place at bi-annual intervals with one being timed to coincide closely with the annual BHF to maintain a national perspective and co-ordinate national initiatives etc.
 - More focus in BHF proceedings on Cadw's annual programme and priorities together with integration into regional forums' agendas and action programmes for the coming year.
 - CPD and presentations linked more closely with on-going national issues and identified areas of skills/knowledge deficiency. These should preferably be aimed to facilitate actions where local authorities wish to achieve improved or best practice e.g. – Delegation, enforcement, repairs notice, obligations payment for conservation and preparation of directions. Inviting expertise from Cadw itself, and all sectors public and private to give presentations.
 - Exploring new formats for the BHF e.g. brain-storming, workshop formats etc.....



Save the Children

Achub y Plant

National Assembly for Wales - Communities, Equality and Local Government Committee

Inquiry into Equality Considerations in the Welsh Government's Budget

For more information contact: Rhian Croke, Children's Rights and Policy Officer, Save the Children
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About us

Save the Children works in more than 120 countries. We save children's lives. We fight for their rights. We help them fulfil their potential.

In the UK Save the Children works to ensure that the rights of children are protected, promoted and respected in line with the UN Convention on the Rights of the Child (UNCRC). In Wales, Save the Children chairs the UNCRC Monitoring Group and the Participation Consortium¹.

We believe no child should have their childhood experiences or life chances damaged by living in poverty. Save the Children is campaigning for an end to child poverty in the UK. We believe that action is needed now if we are to meet the 2020 target.

Introduction

Save the Children welcomes the opportunity to respond to the Inquiry into Equality Considerations in the Welsh Government's Budget. Given the broad scope of the Inquiry and the breadth of the equalities agenda our response will focus on where our expertise lies in relation to children's rights. This response will make the case for consideration of children's budgeting to form a central part of the Committee's Inquiry into Equality Considerations in the Welsh Government's Budget.

Importance of children's budgeting

"No state can tell whether it is fulfilling children's economic, social and cultural rights to the maximum extent of available resources" as required under article 4 (United

¹ Save the Children chairs the UNCRC Monitoring Group in Wales. The Wales UNCRC Monitoring Group is a national alliance of non-governmental and academic agencies convened and chaired by Save the Children's Wales programme. The MG is tasked with monitoring and promoting the United Nations Convention on the Rights of the Child in Wales.

Nations Convention on the Rights of the Child)² unless it can identify the proportion of national and other budgets allocated to the social sector and, within that to children, both directly and indirectly”...

Children’s rights budget work provides a way of looking closely at government budgets to see what they reveal about the implementation of children’s rights. By examining the nuts and bolts of government budgeting alongside information on outcomes and performance, children’s rights budget work helps to sketch a detailed picture of how and how well a particular children’s right is being implemented. This in turn makes it all the more possible to identify a specific intervention and changes that are needed to speed up the delivery of this right to children and improve outcomes.

Children’s budgeting is important for a number of reasons. Routine analysis of public expenditure on children is a powerful tool for understanding and monitoring what national and local governments and their partners are doing to promote rights and improve the well-being of children. Information on public expenditure on children needs to be considered alongside government policies, strategies and information on the outcomes of these policies for children and young people. More transparency is needed to improve understanding of the link between policy intentions, public expenditure (both allocated and spend) and improved outcomes for children and young people.

The way in which budgets are currently constructed in Wales and indeed across the UK makes it very difficult to identify what is actually spent on children and also on particular groups of vulnerable or disadvantaged children. It is important to understand the proportions of money allocated and spent on children (and on different groups of children), whether they represent the ‘*maximum extent of available resources*’; to monitor how allocations are changing over time and whether the money allocated is reaching the intended beneficiaries of particular policies or initiatives and having the desired effect.

Children’s budgeting benefits governments by enabling them to demonstrate the link between policies, outcomes and resources. The processes of identifying spend on children raises the profile of children’s issues and of vulnerable and marginalised children. Compliance with the UNCRC requires that State parties have to be able to demonstrate that the overall proportion of national and local budgets allocated to programmes is adequate with sufficient budgetary provision to protect and promote children’s rights.

Background to children’s budgeting in Wales

In 2006, following a review of public expenditure on children in Wales commissioned by Save the Children ‘A Child’s Portion’,³ WG acknowledged the importance of being able to identify how much spending was allocated to children in Wales.⁴ It subsequently commissioned an analysis of financial provision for children within its budget for 2004-5⁵ in “response to a requirement to understand the resources which are spent on children, in order to inform policy development and to comply with a responsibility under the United

² UN Committee on the Rights of the Child (2003), General Comment No.5. General Measures of Implementation of the Convention on the Rights of the Children (art, 4, 42 and para 44.6)

³ Sefton, T., (2003) Save the Children, A Child’s Portion: Public Spending on Children in Wales.

⁴ Cited in Save the Children (2007) Stop, look, listen: the road to realising children’s rights in Wales, Wales NGO Alternative Report.

⁵ Financial provision for children within the Assembly Government Budget: a technical note

Nations Convention on the Rights of the Child to report on the amount and percentage of national budgets spent on children”.⁶

Though the analysis was described by the NGO Alternative report to the UN Committee as “fairly rudimentary” it also acknowledged that this is the first time the WG had attempted to identify spending on children⁷ or indeed any government in the UK, dispelling the myth that it is impossible to do.

A further analysis was carried out for the 2006-7 budget and in March 2009 a statistical bulletin was published which presented estimates for the proportion to be spent on children in the period 2007-08 to 2010-11⁸.

As part of WG Getting it Right National Action Plan on children’s rights WG has committed to “improving the transparency of budgeting for children and young people” at national level as one of its 16 priorities.⁹

In 2009 the National Assembly Children and Young People’s Scrutiny Committee carried out an inquiry into Children’s Budgeting¹⁰. The Committee acknowledged that producing children’s budgets for children is challenging but acknowledged that it is absolutely necessary. The report made 11 recommendations to the Welsh Government to improve children’s budgeting. In response to the Inquiry the Welsh Government set up a National Task and Finish Group to examine the recommendations of the Committee. Since 2009 apart from some work on child participatory budgeting few of the recommendations of the National Assembly Children and Young People’s Scrutiny Committee have been progressed.

Moving forward

We are concerned that although there has been some progress in the area of children’s budgeting this progress has stalled and most significantly there is still a lack of visibility of children in the Welsh Government budget which, as it stands, make no specific mention of children. We would urge much greater detail on specific areas of spend (for example on health) and on how the budget will translate into delivery on the commitments included for example in the Child Poverty Strategy at local level.

The lack of transparency in public expenditure on children means that it is currently not possible to tell without more detailed analysis, whether the Welsh Government is using available resources to the “maximum extent to fulfil children’s rights” under the UNCRC and whether for example there are sufficient levels of expenditure to achieve the laudable aim of ending child poverty by 2020. We urge detailed analysis of the budget so that its full impact on all children can be properly understood. Transparent data on expenditure on children needs to be collected and published. This approach will encourage development of

⁶ Statistics for Wales and Welsh Assembly Government (2009) Financial Provision for Children within the Welsh Assembly Government Budget.

⁷ Save the Children (2007) Stop, look, listen: the road to realising children’s rights in Wales, Wales NGO Alternative Report.

⁸ Statistics for Wales and Welsh Assembly Government (2009) Financial Provision for Children within the Welsh Assembly Government Budget.

⁹ Welsh Assembly Government (2009) United Nations Convention on the Rights of the Child. A 5 year rolling Action Plan for Wales setting out key priorities and actions to be undertaken by the Welsh Assembly Government in response to the Concluding Observations of the UN Committee on the Rights of the Child 2008.

¹⁰ National Assembly for Wales Children and Young People’s Committee (2009) Children’s Budgeting in Wales

indicators to monitor if spending is reaching and benefiting the poorest children and families. The information should be used to inform future rounds of budget allocation.

The Rights of Children and Young Persons Wales Measure 2011 places a legal duty on Welsh Ministers to have due regard to the UNCRC in making new laws, policies and policy reviews. Under article 4 of the CRC, Ministers have a clear obligation to demonstrate whether it is fulfilling children's economic, social and cultural rights 'to the maximum extent of available resources'. We believe that the preparation of a children's budget for 2012-13 is an essential tool in both meeting this duty and evidencing how planned spending cuts are impacting on the outcomes for children and young people in the enjoyment of their rights.

Decisions relating to government budgeting should be the subject of manageable yet robust and relatively detailed record of how the 'due regard' duty of the Rights of Children and Young Persons Wales Measure 2011 is compliant with the requirements. Standard questions relating to children's budgeting should be included within the impact assessment process, however, this must not be a limited 'tick box' exercise. Questions should prompt both due consideration and a narrative record of the thought process. For example

- What impact, if any, will the budget have on the rights of children and young people under 18 (if appropriate specify age groups within 0 – 18 range who will be affected and affected groups of children)?
- If any impact, is that positive or negative in terms of the requirements of the UNCRC? (regard should not only given to the CRC itself but also the jurisprudence of the Committee on the Rights of the Child and the UK Concluding Observations).
- If positive, in what way is it positive?
- If negative, in what way is it negative?
- Could any alternative approach increase the positive or decrease any negative impact? (Explain how)
- What are the disadvantages to any such alternative approach (For example: cost, impact on other persons, services, rights, obligations or other policy considerations).
- How could further or greater effect be given to the relevant articles of the UNCRC?
- How will the budget help promote knowledge and understanding of the UNCRC?
- What consultation on the budget and alternatives has been carried out with children and young people, NGOs or statutory bodies with responsibilities for children (e.g. Children's Commissioner for Wales) (N.B. Zero can be perfectly appropriate!)
- If any such consultation has taken place, what are they key relevant messages that need to be taken into account?
- What are the overall conclusions reached?
- What recommendations should be made?
- Has the impact assessment been placed in the public domain?
- Monitoring and evaluation of the impact of the proposal

Finally we welcome the inclusive policy-making practice adopted by the Welsh Government however we must emphasise the right of children and young people to have their views taken into consideration under article 12 of the CRC. In particular participation of children and young people is recognised as crucial in the process of tackling child poverty in Wales and we would wish to see the views of children regarding their priorities for the budget and the impact of spending/ cuts on their own lives routinely sort in the preparation of budgets in Wales. To this end we would like to see a child friendly version of the Welsh Government's budget proposals to help engage children and young people with the consultation process.



Response to the Finance Committee's consultation on:

Welsh Government draft budget proposals for 2013-14

September 2012

Introduction

Chwarae Teg is funded by the Welsh Government to promote, support and develop the role of women in the Welsh economy. Since 1992, we have carried out valuable awareness-raising work to draw attention to the positive contribution women make to economy. We provide expert advice to Ministers and policy-makers in order that the barriers preventing women's participation in the labour market are addressed.

We welcome the opportunity to provide information to the Communities, Equality and Local Government Committee to support their inquiry into the equality considerations in the Welsh Government's budget. We understand that difficult decisions must be made around public spending at this time and we are encouraged to see that the impact of decisions on equalities groups is being given full consideration.

Consultation Response

Overall, Chwarae Teg is concerned about how cuts will impact women since this group is likely to be disproportionately affected by a reduction in services. Inflation will reduce budget allocations even further which will impact on delivery, creating greater disadvantage.

Equality Impact Assessment and Inclusive Policy Making

Chwarae Teg welcomes the Welsh Government's commitment to equality and trust that this will continue, despite extreme financial pressure. We recognise that the Welsh Government uses the **Equality Impact Assessment** process to identify unintended consequences and fully support this approach. We stress the importance of data collection and analysis within this process. There is a severe lack of gender disaggregated data which means that it is difficult for policy-makers to fully appreciate the impact of decisions on women. We also note that any issues identified in assessment must be address in order for the process to be worthwhile.

The Equality and Human Rights Commission has recently carried out an Appreciative Inquiry into the Equality Impact Assessment process for Welsh Government budgets and we hope that the learning from this exercise will inform the budgetary planning process going forward.

We would also promote a process of **gender mainstreaming**. This process ensures that the implications of policy decisions for women and men are considered before decisions are made so that both groups benefit equitably. This concept was introduced at the United Nation's Beijing World Conference for Women in 1995 and the principles are now applied in policy-making all over the world. The European Commission defines this concept as:

*'mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situation of men and women (gender perspective). This means systematically examining measures and policies and taking into account such possible effects when defining and implementing them.'*¹

The Council of Europe on Gender Mainstreaming in 1998 offered an alternative definition:

*'the (re) organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy making'*²

¹ European Commission, Communication COM(96)67 final «*Incorporating equal opportunities for women and men into all Community policies and activities* »

² Directorate General of Human Rights and Legal Affairs (2009), Gender Equality Division, Gender Mainstreaming, Action Undertaken by the Council of Europe

Ultimately, gender mainstreaming aims to have an impact on all policies and to promote lasting structural and cultural change. Whilst awareness of the concept and purpose of gender mainstreaming is increasing, there remain challenges to truly embedding it in policy making, especially in times of economic duress.

Women's earning capacity and spending power are crucial for economic recovery. Public spending cuts are likely to impact women's jobs disproportionately and have a detrimental impact to the wider economy. We therefore stress the importance of action that will support women to engage with the economy.

Impact of the public sector equality duties

Chwarae Teg hopes that the public sector equality duties will lead to greater consideration of gender issues in policy development. As mentioned in the previous section, there is a shortage of gender disaggregated data in a number of key areas such as business (e.g. births and deaths), transport (e.g. travel to work areas) and skills (e.g. apprenticeships). This will severely inhibit the ability of policy-makers to ensure gender mainstreaming.

The Equality Act has failed to prevent a reduction in funding for Equality and Human Rights. Our analysis of the draft budget for 2013-14 shows that there will once again be cuts to this allocation and we are concerned about the impact of this. Equality and Human Rights support the most vulnerable in our society and organisations funded by this department are already struggling with cuts in the face of increased demand. The voluntary sector delivers excellent value for money and continues to do so under difficult circumstances. Organisations are continually looking for ways to economise and further cuts will increase pressure on the sector. Welsh Government funding for the voluntary sector is already very small and cuts would make little difference to the immediate challenges the Government is facing and create more difficulties in the longer term as support services diminish.

Issues with using techniques such as gender budgeting

Chwarae Teg is keen to see a process of **gender budgeting** implemented by the Welsh Government. We draw attention to data gaps again here as gender disaggregated data is crucial to ensure budgets are planned in a way that allows women and men to benefit equitably.

Further issues for consideration

Chwarae Teg is very concerned to see a reduction in allocations for **match funding**. This money levers in value over and above the amount of the monetary investment for Wales and represents capital investment rather than revenue spend. Match funding is already difficult for organisations to secure and reduction will restrict valuable work with disadvantaged groups.

We are also alarmed to discover that the Welsh European Funding Office is considering **removing gender equality as a priority in the next round of structural funds**. As our forthcoming research into Women in the Workforce in Wales will show, women continue to face severe disadvantage in the economy, despite their prominence in the labour market and their overall success in education.

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