

# GENDER MATTERS ROADMAP

TOWARDS WOMEN'S  
EQUALITY IN SCOTLAND



ENGENDER



# TOWARDS WOMEN'S EQUALITY IN SCOTLAND

It's a very exciting time to be a feminist. Over the last couple of years we've seen a flourishing of activism and a rekindling of feminist ideas. Women of all ages have taken to blogs, to social media and to books to envisage a better world, and to share their thoughts on how we might create it.

Engender advocates for feminist policy and feminist politics, and in Scotland we have seen the beginnings of what can be achieved under the leadership of a feminist First Minister. As we look around us at life for women in Scotland, it is possible for us to find cause to celebrate and cause to increase the volume of our calls for women's equality.

Our shared feminist project is positive. We want to see women's unpaid care work counted and recognised. We want to see clever, bold, imaginative women in our Parliament, and our council chambers, and around boardroom tables. We want to see women given the freedom to make their communities a better place. We want to see universal childcare; a media full of women's voices; a safe, dry, comfortable place for every woman and her children to sleep at night; and women with enough money in their pockets to buy the things they need for themselves and their families. We want a good life for Scotland's women.

This roadmap is the product of two years of collaborative thinking about how we might get from where we are to where we want to be. It describes the next few stages on the journey towards equality between women and men in Scotland. It builds on the work of the generations of Scottish women who have advocated for women's equality and rights. It imagines a 2030 where all women in Scotland have more access to power, to resources, and to safety. It answers the question: what next?



Emma Ritch, Executive Director, Engender



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# INTRODUCTION

## THE GENDER MATTERS ROADMAP

Engender is Scotland's feminist policy organisation. We work to increase gender equality, by tackling the impact of sexism on women, men, children, society and on our economic and political development.

Our vision is to secure social and economic equality for all groups of women in Scotland. Our members want to live in a Scotland where:

- Women's rights are realised regardless of ability, race, sexual orientation, gender identity, age or background
- Women and their children are safe and secure from harm
- Women have equal access to resources and opportunities
- Women have equal influence in political and economic life
- Women are able to participate fully in society and culture
- Women and women's unpaid and paid work are valued
- Diverse groups of women are at forefront of the women's movement

This roadmap sets out a series of measures that, with political will, can be taken by Scottish Government and other bodies in pursuit of these goals. With these measures, we hope that Scotland can make significant progress towards women's equality by 2030.

This feminist roadmap has been developed in collaboration with our members, the women's sector and wider stakeholders. It builds on participatory engagement that includes our Gender Matters conference 2015 and development of our Gender Matters manifesto ahead of the Holyrood elections 2016. Many thanks are due to all the women who contributed their ideas, effort and time to the process.

# HOW TO USE THE ROADMAP

The roadmap is divided into 10 themed chapters, arranged alphabetically. These chapters should not be taken to represent all areas of women's inequality in Scotland, but have emerged through consultation with women and equalities organisations, as well as individuals across the country. Each chapter contains a number of subsections highlighting key areas where action is needed from Scottish Government and other bodies. These recommendations are set out at the beginning of each subsection.

Recommendations have one, two or three stages, representing a linear progression of policy formation and implementation leading up to 2030. Multiple stages can be implemented at a time, and the progression should be seen as a guide, rather than prescriptive timetable. While these are specific recommendations, it should be noted by policy-makers that action for women's equality should not be undertaken without consulting a wide range of women's and equalities organisations.

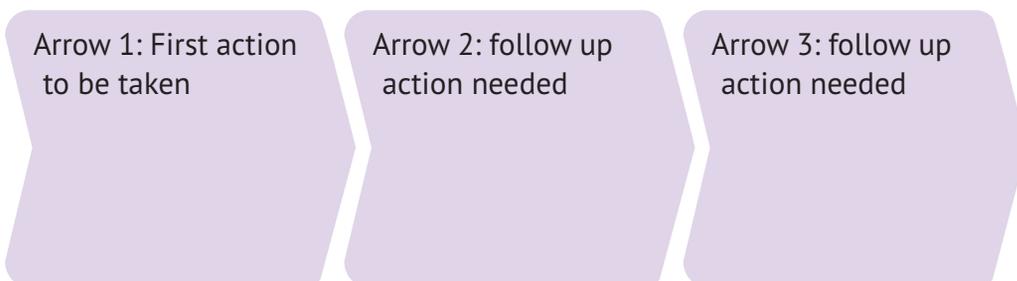
At the end of each chapter, you can find further reading to supplement the information in the Roadmap, as well as a 'see also' list of chapters containing related recommendations. The Roadmap can be used both for its individual chapters, to guide policy making and implementation in those specific areas, but also utilised as a complete document. Women's inequality is to be found in all areas of Scottish life, and so the solutions, too, must be cross-cutting.

EXAMPLE:

## TOPIC

Vision for women's equality in 2030

WHO NEEDS TO TAKE ACTION:



## INTERSECTIONALITY

All of the issues that we raise and calls that we make in this roadmap are from an intersectional and inclusive perspective. This means ensuring equal access to change for women from all backgrounds and for women who face multiple discrimination, including disabled women, women from black and ethnic minority (BME) communities, refugee and asylum seeking women, lesbian, bisexual and trans (LBT) women, older women and women from deprived and rural areas.

We are calling for diverse groups of women to be involved in designing and delivering the steps to progressive change that we set out, as one key route towards achieving these core aims of gender equality and empowerment for women.



CARE

## KEY TERMS

### **ABSOLUTE POVERTY**

Absolute poverty is when people lack the basic necessities for survival; in Scotland absolute poverty this is deemed as earning less than 60 percent of what the average wage was in 1998/99.

### **SERVICE PROVISION**

Service provision refers to the way things like, staff, money and physical resources are combined to fulfill a need.

### **SOCIAL CARE (SYSTEM)**

Social care encompasses social work; care home services in the community for adults, children and young people; and services for young children, including nurseries and after-school care clubs.

### **WRAP-AROUND SERVICES**

Wrap-around services refers to care provision which is flexible to fit in with and meet carers' needs. In education this can mean before and after work nursery hours, and in the health system this can refer to care which takes into account all the support needs of the patient.

# CARE

Care continues to be a profoundly gendered issue, resounding along women's lives in Scotland. Women take on the major share of responsibility for caring as either unpaid or paid carers, caring formally or informally. Informal care includes care provided by relatives, friends and neighbours, while formal care can include services such as childcare, provided by government, private sector or third sector.

Caring has a significant economic cost to those who provide it, reducing the capacity of informal carers to participate in paid employment. The role of caring for children and adult dependents often limits the extent to which carers can financially provide for themselves and their families. As women make up the majority of formal carers, childcare workers and workers in other care services, the low pay and status of care work is a matter of concern to Engender and to feminism. The economic impact of caring has an immediate impact on current household income, but also has a future impact on women's earning and pension income potential.

# CHILDCARE

By 2030 Scotland has a free universal early childhood education and childcare system.

SCOTTISH GOVERNMENT, IN PARTNERSHIP WITH LOCAL AUTHORITIES, SHOULD:

Invest in childcare

Invest in a fully graduate-led early-years workforce, supported by funding for training, development, & (at minimum) living wage salaries.

Develop service provision models that offer flexibility, fitting the needs of children and the realities of parents.

Extend eligibility for funded early learning and childcare to all children between 6 months and school age.

# CHILDCARE

Childcare costs in Scotland are amongst the highest in the UK, and UK costs are among the highest in the world. Access to affordable childcare is a major barrier to women being able to work, study and access vocational training. Due to the high cost of childcare, 25 percent of parents living in absolute poverty in Scotland have given up work, a third have turned down a job, and a further 25 percent have not been able to take up education or training.<sup>1</sup> Though these statistics depict a grim picture of provision in Scotland, the situation worsens for services inclusive of disabled children as well as those living in rural areas with limited access to affordable, high-quality and flexible childcare.

The Scottish Government plans to increase its free childcare provision by 2020, which is a welcome proposal. However, the offer falls short of the wrap-around childcare services that women require to enable them to participate in the labour market equally, and to train and study on an equal basis. The implementation of free universal childcare in other states has shown to lead to a sharp and persistent increase in women's labour market participation, to reducing the attainment gap, and to decreasing income inequality.<sup>2</sup>

Funding childcare services is an investment in the future, and supporting the development of accessible, high-quality childcare goes hand-in-hand with an investment in the people who care for children. Paid childcare is systematically undervalued by the market, as reflected in the low wages that the occupation commands. Any expansion of the childcare sector cannot simply replicate the low pay that currently characterises the sector. At a minimum, childcare workers should receive the living wage in Scotland.

# SOCIAL CARE

By 2030 disabled people, people with long-term conditions and older people have real choice and control in all areas of their lives and in all parts of Scotland.

SCOTTISH GOVERNMENT, IN PARTNERSHIP WITH INTEGRATION JOINT BOARDS, HEALTH AND SOCIAL CARE PARTNERSHIPS AND LOCAL AUTHORITIES, SHOULD:

Make social care work for all

Launch an independent review of social care to develop a system reflecting social justice, human rights and gender equality ambitions.

Develop a modern, nationwide infrastructure of social care support, which is underpinned by sustainable funding.

Monitor and report on funding specifically allocated for social care, including how and where this is spent.

# SOCIAL CARE

The social care system is failing many older people and disabled people, as well as their families and carers. Many disabled people are living without essential support beyond basic washing and dressing. Scotland is lacking in a social care system which provides people with the opportunity to take control over their own lives. Though the existing social care system is currently straining under pressure, demographics suggest that demand for care will only increase. Public sector funding is diminishing, and projections show that the number of people aged 75 and over in Scotland will increase by 85 percent over the next 25 years, a rate faster than the rest of the UK.<sup>3</sup> It is expected that by 2026, the number of adults in need of care will have increased by 30 percent.<sup>4</sup>

Adequately funded social care supports people in Scotland to participate fully in society – to attend work, to pursue an education, to engage with family and friends, to take part in community activities, and to stay in their own home. Furthermore, an appropriately funded social care system can prevent isolation, exclusion, illness, and poverty. Experts in Scotland have noted that ‘the whole system of funding social care is broken, [and] addressing one issue at a time will not fix it.’<sup>5</sup> Scotland is in need of a system that sees social care support as an infrastructure investment in the social and economic wellbeing of society as a whole.

# CARERS' RIGHTS

By 2030 carers' rights in Scotland are respected and upheld, and care work is valued and recognised as contributing to Scotland's social and economic well-being.

SCOTTISH GOVERNMENT, IN PARTNERSHIP WITH LOCAL AUTHORITIES, SHOULD:

Ensure breaks for carers

Establish a minimum entitlement to breaks from caring.

Ensure appropriate allocation of resources for short breaks from caring, and ensuring local authorities are accountable for delivery.

Develop a 'Carers Leave Employer' accreditation for employers offering minimum of 5-10 days paid carers leave.

Support carers realise economic and social rights

Develop an employability programme for carers to enable them to access education, training and employment.

Establish an independent social care tribunal to protect the rights of carers and those to whom they provide care.

Build within the social care tribunal system appropriate funding arrangements for carers to receive independent advice and representation.

# CARERS' RIGHTS

Unpaid carers, around 60 percent of whom are women, save Scotland an estimated £10.8bn per year, which amounts to over a third of the national budget.<sup>6</sup> Women are four times as likely to give up paid work due to multiple caring responsibilities, and are more likely to be in low-paid, part-time employment than male carers.<sup>7</sup> The responsibility of care has significant ramifications on women's access to employment, career development and progress, access to training and higher education, as well as on physical and mental health.

The contribution made by unpaid carers is not reflected in our existing social care system. Radical change to how we value care as a society is needed in Scotland. Too often, carers feel ignored and unsupported by existing systems and practices, which is worsened by the current lack of independent advocacy and barriers to justice. As a first step, a redress mechanism should be developed to protect the rights of carers and those to whom they provide care. Those with direct experience of the social care system should be provided with a place to air grievances and seek corrective action.

Caring can be rewarding, but it can also be a struggle for carers to have a life alongside their caring responsibilities. The social care system should recognise the importance of supporting carers to live their own lives. Access to short breaks has shown to be 'vital to sustaining the caring relationship, and the health and well-being of carers'.<sup>8</sup> However, the availability of short breaks is limited and varied across Scotland, and not viewed as an essential support service for both carers and those they care for.<sup>9</sup> Further, dedicated services are needed to support carers in – and into – employment, as well as opportunities for carers to access education and training.

**FURTHER READING:** Securing Women's Futures: Using Scotland's new social security powers to close the gender equality gap (Engender); Our shared ambition for the future of social care support in Scotland (Independent Living in Scotland).

**SEE ALSO:** Education and Training; Health; Social Security; Women's Rights And Fair Economy.

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<sup>1</sup> Save the Children, (2017) *'Soaring Childcare Costs Push Parents out of Work in Scotland'*.

<sup>2</sup> Ben-Galim, D., (2011) *'Making the Case for Universal Childcare'*, Institute for Public Policy Research.

<sup>3</sup> UK Government, (2017) *'A new approach to understanding Scotland's ageing population'*, Government Office for Science.

<sup>4</sup> Coalition of Carers in Scotland, (2017) *'Manifesto for Carers in Scotland'*.

<sup>5</sup> Independent Living in Scotland, (2015) *'ILiS briefing on social care funding in Scotland'*.

<sup>6</sup> Engender, (2016) *'Securing Women's Futures: Using Scotland's new social security powers to close the gender equality gap'*.

<sup>7</sup> Carers UK and Employers for Carers, (2012) *'Sandwich Caring Combining childcare with caring for older or disabled relatives'*.

<sup>8</sup> National Carers Organisations, (2016) *'Manifesto for Unpaid Carers in Scotland'*.

<sup>9</sup> Carers Scotland, (2014) *'Raising the Bar for Carers: The Case for a Short Breaks Duty Shared Care Scotland'*.



EDUCATION  
AND  
TRAINING

## KEY TERMS

### **GENDER MAINSTREAMING**

Gender mainstreaming is a strategy towards realising gender equality involving the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies and programmes.

### **LABOUR MARKET**

The labour market refers to the space in which employers look and compete for labour, and in which workers look and compete for employment.

### **OCCUPATIONAL/SUBJECT SEGREGATION**

This refers to the phenomenon whereby women/girls and men/boys are channelled into different types of employment or education choices.

### **TO GENDER**

‘To gender’ a policy or programme means to ensure that its impact on gender equality has been considered at every stage. This can also be referred to as making it gender sensitive.

### **THE PUBLIC SECTOR EQUALITY DUTY (PSED)**

The Public Sector Equality Duty requires public authorities to take a proactive and organised approach to tackling institutional discrimination, and aims to mainstream equality into public bodies.

### **UNDEREMPLOYMENT**

Underemployment refers to the situation where people are being employed either at lower hours than they would like, or in roles which do not match their skills, education or training.

### **WHOLE-SCHOOL APPROACH**

A whole school approach is an educational strategy whereby work in different spaces across the school, including within the curriculum, extra-curricular activities, teacher training and engaging the community, is coordinated and links to an overarching vision.

# EDUCATION AND TRAINING

Between the cradle and the labour market girls and boys, and women and men are still clustered into different subjects, training programmes and jobs. Segregation and gender stereotyping in education continues to limit equal opportunities for women and girls, and to create a context of inequality in which other harms, such as violence against women and girls, can flourish. The cost of failing to tackle gender inequality, sexism, and misogyny in schools is high. We want to see girls attend safe schools in Scotland, and pursue their interests in an environment free of stereotyping and assumptions about their skills and capabilities.

# SCHOOLS

By 2030 Scotland is implementing a ‘whole-school’ approach to addressing gender inequality in education.

THE SCOTTISH GOVERNMENT AND LOCAL AUTHORITIES SHOULD:

## Gender the ‘whole-school’ approach

Create a taskforce on gender equality and violence against women and girls in schools, including Scottish Government and Education Scotland.

Evaluate schools on their gender equality outcomes for girls and boys.

## Gender the curriculum

Include gender equality in the teacher training curriculum.

Review existing and develop new practitioner resources for teaching gender equality across the curriculum.

Develop programmes to support schools & nurseries to engage openly with gender equality, stereotyping, bullying & VAWG.

## Tackle bullying and harassment

Collect and monitor data on sexist & misogynist bullying, with separate categories for sexual harassment and assault.

Review the Scottish anti-bullying strategy to ensure it adequately reflects & tackles gender-based bullying in schools.

# SCHOOLS

Evidence shows that gender stereotyping from a very early age has an impact on the decisions that girls and boys make about subject and career choice. Gendered divisions over what is considered acceptable behaviour or subject choices are reinforced not only through the attitudes of pupils, staff and parents, but also through codes of practice in school, careers advice and school management decisions and staffing. It is vital to take a 'whole-school approach' to building communities in which gender inequality isn't tolerated,<sup>1</sup> and this creates a conducive context for better outcomes for girls and boys.

Sexist bullying and misogynistic behaviours are highly prevalent in education settings in Scotland,<sup>2</sup> and undermine the dignity and safety of girls and young women, negatively impacting on their views of themselves and their experience of and attainment in education. In 2015, 75 percent of girls and young women responding to a Girlguiding UK<sup>3</sup> survey reported anxiety about experiencing sexual harassment, with 25 percent of 11 to 16 year olds stating that it made them consider whether to speak out in class. There is a clear demand from girls and school-aged women to make the issue of sexist bullying and sexual harassment a priority area for engagement.<sup>4</sup> However, currently schools in Scotland do not routinely collect data on sexist incidents, and the Scotland's national approach to anti-bullying makes little reference to gender-based harassment.

There have been only limited, marginal, and project-based attempts to tackle components of girls and women's inequality in education. When gender is not substantively included in large pieces of policy like *Developing Young Workforce*,<sup>5</sup> the youth skills strategy, then there is a tendency towards discrete, specific, and superficial actions and a failure to gender mainstream. This means that the fundamental shifts around gendering education theory and practice that we see in the Nordic countries have yet to happen in Scotland. The public sector equality duty (PSED), which is supposed to drive gender mainstreaming across the entire public sector in Scotland has made no discernible difference to education and skills practice or outcomes.

# EMPLOYABILITY

By 2030 gender is a key consideration in the development and implementation of Scottish employability programmes.

SCOTTISH GOVERNMENT SHOULD:

Gender employability programmes

Fund pilot specialist gender-sensitive employability services for women across all 32 local employability partnerships.

Use the learning from pilot programmes to replace the 'pipeline' with a gender-sensitive employability spiral.

Scale up delivery so that all employability services in Scotland specifically and explicitly meet women's needs.

## EMPLOYABILITY

An individual's readiness to work is profoundly affected by their education and skills, by their caring responsibilities, by their safety at home and in the workplace, and by the types of work they are able to access. Women have different experiences than men in all of these areas, and any employability programme needs to take into account these differences and purposefully respond to them. Generic skills and employability programmes tend to replicate gendered patterns of skills acquisition and employment, which in turn perpetuate the gender pay gap, the clustering of men and women into different types of work and women's underemployment.

A complex web of policy, programmes and initiatives underpins employability activity in Scotland. Its purpose is to ready people for paid work and sustain them in employment. To date, the employability sector appears to have failed to engage with gender and women's starkly different experiences of both life and the labour market. This is particularly true of the linear 'employability pipeline' – the core employability concept in Scotland – which places less emphasis on forms of pre-employment support that are particularly necessary for women who are not in paid work because of caring responsibilities, mental health or domestic abuse. The idea of a pipeline that transports potential workers to the labour market seems to struggle to cope with the way that women must dip in and out of paid work, which means it is particularly insensitive to specific groups of women.

The recent devolution of new employability powers to Scotland is an opportunity to develop employability interventions with women's needs in mind. In addition to the mainstreaming of gender across all new programmes and structures, more interventions should be developed that are tailored to women and particular women's needs – for example, to the needs of disabled women, women experiencing domestic abuse, single mothers or refugee women – who face complex and overlapping barriers to the labour market.

# MODERN APPRENTICESHIPS

By 2030 the Modern Apprenticeship programme actively works towards narrowing the gender pay gap and reducing occupational segregation in Scotland.

SCOTTISH GOVERNMENT SHOULD:

Ensure equality of outcomes in Modern Apprenticeships

Implement the Modern Apprenticeship equality action plan, and increase the age limit for female apprenticeships.

Pilot regional 'early-years to labour market' approach to tackling occupational segregation in the programme in 3 LAs.

Roll out 'early-years to labour market' approach to tackling occupational segregation including in the MA programme across Scotland.

# MODERN APPRENTICESHIPS

Scottish Modern Apprenticeships are an intermediate skills programme that acts as a key entry point to the labour market for young people who do not go to university, within which apprentices earn a wage and gain an industry-recognised qualification.

Skills Development Scotland, who deliver the MA programme, and the Scottish Government are both required by the Public Sector Equality Duty to use their resources to address inequalities and narrow gender gaps. However, its introduction has not mitigated the acute and chronic gendered segregation in Scotland's Modern Apprenticeship programme, which is widening the gender pay gap, contributing to gender-based skills gaps and sustaining gendered occupation segregation. The frameworks in which men are concentrated, such as engineering and construction, are also those which are the most resource intensive, longer in duration, and lead to better labour market outcomes associated with higher rates of pay. The frameworks in which women dominate, such as early-years care and hairdressing, are shorter in duration, have lower rates of pay, higher drop-out rates, and poorer labour market outcomes. This also means that there is a disproportionate spend on male apprentices: Close the Gap estimates that only 39 percent of the spend on the 12 largest employability frameworks from 2005-2015 was spent on women.<sup>6</sup>

Currently, individual employers are responsible for recruiting apprentices, and there is no requirement for employers to demonstrate the quality of their equalities practice, and no incentives to recruit non-traditional apprentices.

The plans to expand the Modern Apprenticeships programme (to 30,000 new starts each year by 2020) currently contain no proposals to fundamentally change the mechanisms for apprenticeship delivery. However, the Scottish Government has recently reasserted its commitment to take forward the measures set out in the 2015 Equality Action Plan for Modern Apprenticeships, as well as a number of additional 'improvement measures', including to increase the numbers of frameworks that can support apprentices over the age of 25, and enhance support for young disabled people and those with experience of care.

**FURTHER READING:** Unblocking the pipeline: Gender and employability in Scotland (Engender); Get it right for girls (Educational Institute of Scotland).

**SEE ALSO:** Care; Employment and Labour Market; Health; Public Space; Social Security; Violence Against Women.

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<sup>1</sup> Zero Tolerance and Rape Crisis Scotland are piloting a whole school approach to tackling VAWG in at least 8 schools by 2020. Please contact ZT or RCS for more details.

<sup>2</sup> Educational Institute of Scotland, (2016) *'Get it Right for Girls'*.

<sup>3</sup> Girlguiding UK, (2015) *'Girls' Attitudes Survey 2015'*.

<sup>4</sup> Ibid.

<sup>5</sup> For more information, see Education Scotland: <https://www.education.gov.scot/scottish-education-system/policy-for-scottish-education/policy-drivers/Developing%20the%20Young%20Workforce>

<sup>6</sup> Close the Gap, (2015) *'A tool for assessing the gender impact of spending on skills and training'*.



EMPLOYMENT  
AND  
LABOUR  
MARKET

## KEY TERMS

### **BUSINESS PLEDGE**

The Business Pledge is a Scottish Government initiative that requires businesses to commit to improve their employment practices, among other things.

### **DEVOLUTION**

Devolution refers to the transfer of powers and competencies to a lower level of government, for example transferring powers from Westminster to Holyrood. Powers which lie at Westminster are referred to as 'reserved'.

### **HORIZONTAL SEGREGATION**

Horizontal segregation refers to the clustering of men and women into different occupational sectors, for example men are more likely to be employed in the construction sector, and women in the care sector.

### **LABOUR MARKET**

The labour market refers to the space in which employers look and compete for labour, and in which workers look and compete for employment.

### **PRECARIOUS WORKFORCE**

The precarious workforce refers to people employed in non-standard employment that is poorly paid, insecure, unprotected, and cannot support a household. Precarious workers do not have the same employment rights as other groups of workers.

### **SKILLS PIPELINE**

Skills pipeline refers to the journey an individual needs to take to achieve their desired employment. It includes examining existing soft skills, employability skills and skills requiring development.

### **THE PUBLIC SECTOR EQUALITY DUTY (PSED)**

The Public Sector Equality Duty requires public authorities to take a proactive and organised approach to tackling institutional discrimination, and aims to mainstream equality into public bodies.

# EMPLOYMENT AND LABOUR MARKET

Women in Scotland earn less than men, depend more on the shrinking pot of social security, and are more likely than men to be members of the swelling precarious workforce. Women's work is done in different occupational sectors. Women are more likely than men to work as cleaners, as carers, in catering, clerical and retail jobs. Women are also less likely to get promoted, and much more likely to be found in the photocopy room or the mailroom than the boardroom. Women are persistently and routinely discriminated against when they are pregnant and when they return from maternity leave.

The impact of the labour market differences represented by the pay gap is profound. Women are twice as likely to be in receipt of social security payments, more likely to consume public services, more likely to live with poverty and more likely to be underemployed relative to their skill and qualification level. Almost a fifth of the Scottish workforce is paid below the living wage, and 64 percent of these workers are women.<sup>1</sup> Women's employment in general is more precarious, and they are more likely to be in informal, temporary and part-time work that is most at risk in times of recession and economic uncertainty. 40 percent of low-paid workers are women working part-time.<sup>2</sup>

With work in Scotland characterised by seemingly intractable gender gaps, the time for bold action is now.

# OCCUPATIONAL SEGREGATION

By 2030 horizontal and vertical segregation in the public sector has reduced by 25 percent.

SCOTTISH GOVERNMENT AND PUBLIC BODIES SHOULD:

Take bold action to challenge segregation

Use the public sector's wage-setting powers to drive up pay rates in the care and childcare sectors.

Create progression routes from admin roles and reverse the consolidation of administrators into modern 'typing pools'.

Commit to growing ten percent of their technical staff from their own administration staff.

## OCCUPATIONAL SEGREGATION

Gendered segregation is evident along the skills pipeline from the cradle to the labour market, where it emerges as occupational segregation. This clustering of girls and young women into particular subjects and areas of study is compounded by social attitudes about women's roles and leads to stark gender gaps in the labour market. Women are significantly overrepresented across low-paid and undervalued sectors, including care, retail, administration and lower grades within the public sector. Meanwhile, the glass ceiling that sees men overrepresented in management positions, including in female-dominated professions like teaching, is clear evidence of ongoing systemic failures to address gender inequality in the workplace and in occupational sectors.

An overarching, strategic approach to tackle gender segregation that encompasses education, skills, employability and employment support within the social security system is manifestly needed. Successive Scottish administrations have prioritised occupational segregation at a ministerial level, as a key strategic focus for work on gender inequality. However, despite this, results of those limited projects that have focused on tackling occupational segregation have themselves been marginal and unsustainable. The Scottish public sector must recommit itself to action, or see another generation sorted into jobs on the basis of their sex and not their individual potential.

We know a great deal about occupational segregation. The creative thinking of equalities initiatives and findings from decades' worth of pilot programmes suggest ways in which population level change can be made. The value of work is socially constructed, and public bodies can use their power to shift assumptions about what certain types of work are worth. The methods of skills utilisation and work design can be brought to bear on improving the perceived transferability of administration skills. As we have seen in Silicon Valley, where tech companies have grown their own female developers, organisations and companies can fill skills gaps by training admin staff to fill a proportion of technical roles.

## EMPLOYERS

By 2030 the gender pay gap in Scotland has fallen by five percentage points.

SCOTTISH GOVERNMENT SHOULD:

Drive better practice

Create a Gender Equality in Business Scheme for private companies in Scotland.

Ensure 5 percent of the business base in Scotland, and 50 percent of large businesses are accredited organisations/ companies.

Amend the PSED procurement duty to require public authorities to award contracts to private providers accredited by the scheme.

## EMPLOYERS

Labour Force Survey statistics show that the gap between female and male employment rates has never been narrower.<sup>3</sup> However, these headline figures about labour market participation mask the insecurity, low pay and low quality of women's employment in Scotland. Women make up 78 percent of the part-time workforce in Scotland, in large part because of the lack of flexible working opportunities that can be reconciled with unpaid work. As a consequence of the persistent discrimination within the labour market, the gender pay gap in Scotland sits at 15.6 percent.<sup>4</sup>

Employment, company and equality law are all reserved to Westminster, so the current devolution settlement offers relatively few levers to Scottish Government to force private sector employers to act. Although there is more scope for mandating public authorities to take steps to reduce their pay gaps, the public sector equality duty has not succeeded in doing so. However, the Business Pledge<sup>5</sup> is an example of a framework that places social pressure on companies to take action.

A Gender Equality in Business scheme should be developed in partnership with women's organisations and other stakeholders in Scotland. Building on the work of Close the Gap's *Think Business, Think Equality*,<sup>6</sup> it would create a national benchmark for quality in equal pay reviews, flexible working, gender balance across boards and management, tackling horizontal segregation, shared parental leave, the living wage and carer-sensitive employment policies. The involvement of women's organisations, including subject experts Close the Gap, would ensure that the programme was robust. The scheme would support those companies that perceived a business case for action, and allow them to promote the gender-sensitivity of their employment practice to prospective employees. It would also let them demonstrate their equalities sensibilities in public procurement processes.

Enabling change in private companies is not a quick process, but sustained action delivered through the programme will narrow the gap between men and women working in the private sector, and increase women's economic autonomy.

**FURTHER READING:** Sex and Power in Scotland 2017 (Engender); Gender Equality Pays: The economic case for addressing women's labour market inequality (Close the Gap).

**SEE ALSO:** Education and Training; Politics and Public Life; Public Space; Social Security.

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<sup>1</sup> KPMG, (2014) '*Structural Analysis of Hourly Wages and Current Trends in Household Finances*'

<sup>2</sup> Office for National Statistics, (2016) '*Labour Force Survey*'.

<sup>3</sup> Office for National Statistics, (2016) '*Labour Force Survey*'.

<sup>4</sup> Close the Gap, (2017) '*Gender Pay Gap Statistics*'.

<sup>5</sup> For more information see: <https://scottishbusinesspledge.scot/>

<sup>6</sup> For more information see Think Business, Think Equality at: <http://www.thinkbusinessthinkequality.org.uk/>



HEALTH

## HEALTH

### **DEVOLUTION**

Devolution refers to the transfer of powers and competencies to a lower level of government, for example transferring powers from Westminster to Holyrood. Powers which lie at Westminster are referred to as 'reserved'.

### **DECRIMINALISE**

Decriminalise means to remove something from the criminal justice system, and cease to treat it as illegal or a criminal offence.

### **GENDER-BLIND**

Gender-blind projects, programmes, policies and attitudes do not take into account the different social, cultural, economic and political roles and needs of women/girls and men/boys. They therefore maintain the status quo and will not help transform the unequal structure of gender relations.

### **GENDER-DISAGGREGATED DATA**

Gender-disaggregated data is numerical or non-numerical information which has been broken down by gender.

### **HEALTH OUTCOMES**

Health outcomes refer to the changes in health of an individual, group or population which come from planned interventions.

### **INTERSECTIONALITY**

Intersectionality refers to overlapping or intersecting social identities and related systems of oppression, domination, or discrimination. For a policy or programme to be intersectional, it must recognise that different women experience inequality in different ways and in varying degrees of intensity.

### **REPRODUCTIVE RIGHTS**

Reproductive rights refer to the rights of individuals to reproductive health and to decide whether to reproduce.

### **SRE (SEX AND RELATIONSHIP EDUCATION)**

Sex and Relationship Education is part of the 'health and wellbeing' area of the curriculum in Scottish schools.

### **THE PUBLIC SECTOR EQUALITY DUTY (PSED)**

The Public Sector Equality Duty requires public authorities to take a proactive and organised approach to tackling institutional discrimination, and aims to mainstream equality into public bodies.

### **UNIVERSAL ACCESS**

Universal access refers to the opportunity for anyone to access a service or product, regardless of their background.

# HEALTH

Health and social care services, and decisions over how they are run, have a major impact on women. This is not only as service users with particular needs and experiences, but as the majority of both older people and unpaid carers in Scotland. Women in Scotland enjoy comparatively good health and access to healthcare by global standards. However, women and girls have greater health and social care needs than men over their lives<sup>1</sup> and various equality issues compromise women's health and wellbeing.

Women's reproductive rights are currently undermined as a result of legal restrictions and service delivery issues that see abortion regulated differently from all other routine healthcare and impede equality of access. Reproductive rights remain unrealized for many women, and routine healthcare for women including menstruation and maternity support can be stigmatized.

# HEALTH INEQUALITIES

By 2030 Scotland's health institutions, practitioners and policies recognise gender as a factor in health inequalities.

SCOTTISH GOVERNMENT AND HEALTH BOARDS SHOULD:

Recognise gender in health

Improve and extend gender-disaggregated data collected under PSED and use it to design health & wellbeing interventions.

Create a gender and health centre of excellence in Scotland, to research gendered health inequalities.

Resource new health promotion programmes that target women experiencing multiple oppressions.

# HEALTH INEQUALITIES

Women and girls face significant barriers to good mental and physical health. Historic lack of funding for, or professional focus on, health issues that disproportionately affect women, or affect women differently to men, can mean that these issues are not equally accommodated for in health services or awareness-raising initiatives.<sup>2</sup> Both health professionals and patients report anecdotal evidence of women's health problems being dismissed, underestimated and diagnosed late.<sup>3</sup> Intersecting equality issues in particular have a major bearing on health outcomes for women in Scotland, and gender is the most significant factor that interacts with income inequality to compound health problems.<sup>4</sup> Women facing multiple discrimination also experience significantly greater health inequalities. For example: highly gendered health outcomes exist within certain minority ethnic communities;<sup>5</sup> the physical and mental health of transgender women is put at risk by out-of-date protocols and lack of knowledge amongst healthcare professionals;<sup>6</sup> and lesbian and bisexual women experience higher rates of breast cancer.<sup>7</sup>

Systemic gender inequality also has an enormous impact on health. Domestic abuse is a high risk factor for depression, substance abuse, and numerous physical disorders.<sup>8</sup> Carers, around 60 percent of whom are women in Scotland, are twice as likely to suffer from ill health.<sup>9</sup> Mental health is a highly gendered issue, with depression twice as prevalent amongst women, and low-income women in particular.<sup>10</sup>

Scottish Government and COSLA's 'Equally Well' framework identifies some of these issues, but gender concerns are not reflected in its recommendations, other than with regards to domestic abuse, and other overarching strategy frameworks including NHS Health Scotland's framework for reducing health inequalities from 2017-2022, are gender-blind.<sup>11</sup> All of this points to the need for a more strategic approach to women's health in Scotland and for a focus on systematically applying a gender lens within health policy as well as in developing interventions designed to bring about specific health outcomes.

# REPRODUCTIVE HEALTH

By 2030 all women in Scotland have free access to sanitary products, high quality maternity care and informed, easy access to family planning.

THE SCOTTISH GOVERNMENT AND HEALTH BOARDS SHOULD:

Access to reproductive health

Review access to maternity, sexual and reproductive health services for women and trans men.

Develop programmes to improve women's access to, and knowledge of, reproductive health services, including intersectional SRE.

Introduce universal access to free sanitary products and prescription-free contraceptives.

# REPRODUCTIVE HEALTH

Women's reproductive and maternal health is a core part of women's health needs, but both the concerns expressed, and pain suffered, by women relating to this area are often dismissed. For example, recent reports suggest that women are suffering from injuries during birth, and neither prevention processes nor post-natal support needs are being adequately addressed.<sup>12</sup> Similarly, it is only relatively recently that the chronic pain associated with endometriosis has stopped being dismissed purely as 'period pain'.<sup>13</sup> Unlike other medications with a similar risk profile, some forms of contraception cannot be obtained over the counter, suggesting that women are less able to make choices in relation to this specific type of healthcare.<sup>14</sup>

This lack of equality when it comes to issues of reproductive health is more pronounced where women face additional discriminations. Teenage mothers are more likely to suffer from post-natal depression and other mental health problems than older mothers, and are more likely to delay seeking maternity care,<sup>15</sup> and women from deprived areas often don't receive the same quality of maternity care. There is also a low uptake of cervical screening among young working class women. Low-income women are increasingly struggling to purchase adequate sanitary products, leading to a risk of health complications in addition to some girls missing school.<sup>16</sup>

Disabled women in Scotland report particular discrimination in accessing reproductive health services,<sup>17</sup> facing barriers in accessing birth control and family planning and in having control over care and treatment. Disabled young women and girls are less likely to be given sex and relationships education in schools, leaving them both more vulnerable to exploitation and lacking in sufficient information to make informed choices.

Despite this evidence of need, *A Fairer Scotland for Disabled People*,<sup>18</sup> Scotland's key delivery plan on disability equality, contains minimal references to girls and women and makes no reference to reproductive or maternity rights.

# ABORTION

By 2030 abortion has been removed from the criminal justice system and women in Scotland have equal access to abortion up to the legal 24 week gestational threshold.

THE SCOTTISH GOVERNMENT AND HEALTH BOARDS SHOULD:

## Change legislation

Decriminalise abortion in Scotland, removing abortion from the criminal justice system and regulating it as healthcare.

## Ensure Access

Create a national framework to standardise access to abortion.

Monitor the access of diverse groups of women to abortion on an ongoing basis.

## Widen access

Build capacity to deliver abortion up to the 24 week legal threshold, in Scotland.

Amend sexual health service standards to ensure women no longer travel outside Scotland to access abortion.

# ABORTION

Women's reproductive rights incorporate the right to bodily autonomy and integrity, to reproductive choice and healthcare and to legal, safe abortion. Access to safe abortion is fundamental to women's economic and social rights, employment, education and access to resources, and therefore to gender equality. Abortion is vital, routine healthcare that around one in three women will experience in her lifetime.<sup>19</sup> It is one of the safest and most frequent medical procedures used by women across the world, but laws and policies do not yet reflect this reality.<sup>20</sup>

In the UK, women's right to choose is still predicated on the legal authority of two doctors, without which both women and health practitioners are subject to prosecution under the 1967 Abortion Act. With the devolution of abortion law as part of the Scotland Act 2016, however, Scotland now has the opportunity to develop a Scottish approach to women's reproductive rights. This would incorporate improved, modernised and standardised service provision underpinned by a progressive devolved legal framework. Along with other women's and human rights organisations, we are calling for the decriminalisation of abortion.<sup>21</sup> Abortion law in Scotland should be removed from the criminal justice system and provision should be regulated in line with all other healthcare. Such a change to the legal framing of abortion should reflect international best practice and be developed following engagement with women, practitioners, and human rights and gender advocates in Scotland.

As a matter of priority, the Scottish Government should also address a number of issues that would improve Scotland's current abortion care services. At present, women have to travel to England for abortion between 16-20 weeks gestation, despite the legal threshold of 24 weeks, and access across regional health boards is inconsistent.<sup>22</sup> A national framework should be established to standardise and monitor access to abortion, regardless of geography, financial status, or any other equality characteristic.

**FURTHER READING:** Our bodies, our choice: the case for a Scottish approach to abortion (Engender).

**SEE ALSO:** Care; Education and Training; Media, Arts and Sport; Women's Rights and Fair Economy.

<sup>1</sup> Women's Resource Centre, (2011) *'Women's Equality in the UK: A health check.'*

<sup>2</sup> For example, symptoms of heart attacks in women are very different from the symptoms often visible on public health campaigns. See: <http://www.bbc.co.uk/news/health-17116820>

<sup>3</sup> Engender Roundtable on Health Inequalities.

<sup>4</sup> Women's Resource Centre, (2011) *'Women's Equality in the UK: A health check.'*

<sup>5</sup> Scottish South Asian women experience 80 percent increased rate of heart attacks, compared with 45 percent for men. See: Scottish Government, (2008) *'Equally Well: report of the ministerial task force on health inequalities.'*

<sup>6</sup> For example, non-genital surgeries for trans women (such as facial feminisation surgery, tracheal shave surgery and breast augmentation surgery) are still under the Adult Exceptional Aesthetic Referral 11 Protocol (AEARP) rather than the GR Protocol. See: Scottish Transgender Alliance, (2013) *'Scottish Trans Health Conference Report.'*

<sup>7</sup> Stonewall, (2008) *'Prescription for change: lesbian and bisexual women's health check.'*

<sup>8</sup> Scottish Government, (2008) *'Equally Well: report of the ministerial task force on health inequalities.'*

<sup>9</sup> Carer's UK, (2014) *'Facts about carers.'*

<sup>10</sup> Scottish Parliament Information Centre, (2014) *'Mental Health in Scotland.'*

<sup>11</sup> See: Everyone Matters: 2020 Workforce Vision; The Healthcare Quality Strategy for NHS Scotland; National Health and Social Care Delivery Plan.

<sup>12</sup> For example Birthrights UK said "“There is a general attitude of ‘Your experience doesn't matter, all that matters is a healthy baby.’” When, of course, the two are inextricably related.” Available at: <https://www.theguardian.com/lifeandstyle/2017/may/07/i-cant-forget-the-horror-of-my-sons-birth-post-traumatic-stress-disorder-childbirth>. See also Birthrights UK (<http://www.birthrights.org.uk/>), the Mothers with Anal Sphincter Injuries in Childbirth (<https://masic.org.uk/who-we-are/>), and concerns that episiotomies are performed unnecessarily during labour.

<sup>13</sup> See: <http://www.independent.co.uk/news/uk/home-news/endometriosis-women-suffer-chronic-underfunding-research-uterus-womb-lining-pain-endometriosis-a7623731.html>

<sup>14</sup> Engender Roundtable on Health Inequalities.

<sup>15</sup> Women's Health and Equality Consortium, (2011) *'Why Women's Health?'*

<sup>16</sup> Engender Roundtable on Period Poverty.

<sup>17</sup> Engender and Inclusion Scotland roundtable events with disabled women.

<sup>18</sup> Scottish Government, (2016) *'A Fairer Scotland for Disabled People.'*

<sup>19</sup> Purcell, (2015) *'The sociology of women's abortion experiences: recent research and future directions.'*

<sup>20</sup> World Health Organisation, (2003) *'Safe abortion: technical and policy guidance for health systems.'*

<sup>21</sup> Engender, (2016) *'Our bodies, our choice: The case for a Scottish approach to abortion.'*

<sup>22</sup> Ibid.



MEDIA, ARTS  
AND SPORT

## KEY TERMS

### **BENCHMARK**

A benchmark is a point of reference, by which progress can be measured.

### **EMPLOYMENT PATHWAYS**

An employment pathway is a route through an occupation or sector that connects different job roles and opportunities to acquire skills and knowledge.

### **GENDERED AUDIT**

A gendered audit assesses the extent to which gender equality is visible and supported in programmes, policies and organisations.

### **GENDERED NORMS**

Gendered norms refer to the roles, behaviours and attitudes which society expects of women/girls and men/boys.

### **GENDERED VIOLENCE**

Gendered violence is violence that is directed against a woman because she is a woman, or violence that affects women disproportionately. It is a manifestation of historically unequal power relations between men and women and can include domestic abuse, rape and sexual violence, and harassment.

### **NEW MEDIA**

New media generally refers to content which is available through the internet. It includes online newspapers, blogs and social media.

### **OVER-REPRESENTATION**

Over-representation is where one group is disproportionately represented at the expense of other groups. In this chapter, it refers to men being given more than half of the available media jobs and coverage

# MEDIA, ARTS AND SPORT

Men's over-representation across the media and creative industries is reflected in widespread stereotyping of women and lack of gender balance in print, on the airwaves and on screen. The portrayal of women across media, popular culture and the arts is damagingly limited, especially for disabled women, minority ethnic women, older women, lesbian, bisexual and trans women.

Both the media and creative industries have immense power to shape the way society views women's worth and both play a part in perpetuating damaging gender stereotypes which undermine women's equality. Creativity is not dependent on gender and yet there is marked underrepresentation of women both in production and visible roles.

In terms of sport, women's sport is overwhelmingly undervalued and underfunded when compared with men's, and the support girls receive to participate in sport and exercise is shaped by gendered norms. Women are not able to freely and equally participate in sporting activities as participants, observers or commentators.

Action can be taken both to remove the barriers to women's full participation in these sectors and enable the production of culture and media that offers meaningful representation to all of Scotland's population.

# SEXISM IN THE MEDIA

By 2030 the media actively seeks to offer equal representation to women and girls in Scotland.

SCOTTISH GOVERNMENT, CREATIVE SCOTLAND AND OTHER BODIES SHOULD WORK TOGETHER TO:

Change the story

Create and resource a Scottish 'Women in Media Body'.

Use data to create benchmarks of portrayals of women and women's participation.

Public funding programmes and media regulation should enable gender balance in employment and diversity in representation.

# SEXISM IN THE MEDIA

The negative impact of the media on women and on gender equality is profound. In 2017, men are editors of 100 percent of Scotland's main newspapers,<sup>1</sup> and 100 percent of national broadcaster chief executives.<sup>2</sup> This trend is reflected in ubiquitous stereotyping of women and an overwhelming lack of gender balance across all media platforms.

In 2015, analysis of print and broadcast news sources showed that:

- 85 percent of academics (including teachers),
- 87 percent of businesspeople,
- 88 percent of media and creative industry professionals
- 97 percent of those related to sport

appearing in these media were men.<sup>3</sup>

Women are more likely to be described in terms of their family status, and over three times as likely to be described as victims than men.<sup>4</sup> Women standing for political office are routinely subjected to sexism in the mainstream media, and the absence of quality reporting on gender issues contributes to low awareness of women's inequality and thus to sustaining it.

Meanwhile, sexualised imagery of women and girls across media platforms is so commonplace and widely accepted that it generally fails to resonate as an equality issue. This objectification of women's bodies is extraordinarily damaging and shapes how women are valued, reinforces sexist attitudes and has negative impacts on body image, self-worth and health. The media's reporting of gendered violence also perpetuates harmful myths, as highlighted by Scotland's annual Write to End Violence Against Women awards.<sup>5</sup> As set out in Chapter Eight, the explosion of new media and social media means that online safety, particularly for young people, is an emerging issue that requires investment and development.

# EMPLOYMENT AND WORK

By 2030 women are enabled to undertake paid creative roles on an equal basis with men.

SCOTTISH GOVERNMENT AND CREATIVE SCOTLAND SHOULD WORK TOGETHER TO:

## Gather evidence

Undertake a gendered audit of cultural production in Scotland.

Use data to inform policymaking and the design of funding programmes.

## Encourage new practices

Create an equality and diversity fund to help meet additional costs faced by diverse groups of women.

Develop and pilot alternative working practices and funding arrangements within the industry.

Mainstream alternative working practices that reduce barriers to women's participation.

## Promote sustainable employment

Map industry employment pathways that identify crisis and pinch points for women.

Fund a mentoring programme for women in culture and media.

Use findings from the mentoring programme to develop career self-management information for women.

# EMPLOYMENT AND WORK

Women are systematically underrepresented in cultural production across media and creative industries.<sup>6</sup> For example:

- In 2015, men held 80 percent of all key production roles on UK films, as directors, writers, producers, executive-producers, cinematographers and editors<sup>7</sup>
- 15 percent of screenwriters for UK film are women
- 12 percent of television entertainment and comedy programmes are directed by women
- 80 percent of newsreaders over 50 are men<sup>8</sup>
- There are twice as many roles for men as for women in publicly funded theatre productions
- Work by women playwrights is typically shown in smaller spaces.<sup>9</sup>

Within this, sub-sectoral occupational segregation also occurs. In film, TV and performing arts, women are the majority of the creative workforce only in casting, make-up and costume, and are clustered in 'feminine' genres, such as romance, lifestyle and homes. However, this does not correlate with how women consume culture.<sup>10</sup> In the print media, women consistently hold editorial positions such as fashion or features, as opposed to politics or business.

# SPORT

By 2030 women and staff in the sports sector perceive equality between women's sport and men's sport.

SCOTTISH GOVERNMENT AND SPORTSCOTLAND SHOULD WORK TOGETHER TO:

Tackle sports inequality

Develop a national strategy to increase the proportion of women in sport at all levels, including coaching.

Require all sporting bodies receiving public money to have ambitious women's equality plans as a condition of grant.

Legislate or regulate to require equal public spend on men's and boys' sport and women's and girls' sport.

# SPORT

Women's sport is marginalised in Scotland. Although sport dominates many of our national conversations, 99 percent of sponsorship investment and 95 percent of media coverage is dedicated to men's sport,<sup>11</sup> representing a comprehensive exclusion of women from a key area of Scottish public and cultural life. The invisibility of women in sport has an impact on women and girls' activity in schools and beyond.

The enormous gender gap in sport is underpinned by a number of differences in men's and women's lives. Women experience greater time poverty and have less access to resources for expensive fees, clothing and equipment than men. Male-dominated sporting cultures, sexual harassment and abuse in sports venues, a lack of appropriate facilities, negative or limited experiences of PE, and related self-esteem and body issues result in girls and women dropping out of sport.<sup>12</sup> Systemic transphobia and racism in sport also have particular implications for trans and minority ethnic women, and lack of opportunities limits participation for disabled women and girls. Girls withdraw from sport at a faster rate than boys, and teenage girls and women are significantly less likely to participate in recreational sport,<sup>13</sup> which in turn has a negative impact on women's health and wellbeing.

Professional opportunities for women within all levels of sport are extremely restricted. Only 14 percent of CEO positions across Scotland's national governing bodies are held by women,<sup>14</sup> and there is a large gender pay gap within elite sports. Men are 82 percent of qualified sports coaches across the UK,<sup>15</sup> and even at community level investment in girls' sport is hugely unequal.<sup>16</sup> This represents a cycle of inequality that disincentivizes women's participation and employment in sports sectors.

Recent industry-led initiatives to tackle the barriers to women participating and working in sport<sup>17</sup> are to be welcomed. However, workers within sporting sectors believe that this action is not sufficiently substantive to make change happen, and certain national sports bodies in Scotland think the focus on equality is unnecessary.<sup>18</sup> With voluntary approaches only enabling marginal gains for women, there is now a need for political will to be applied to tackle systemic and persistent gender inequality in sport.

**FURTHER READING:** Gender Matters Holyrood 2016: Women in media watchdog (Engender); Who makes the news? UK report 2015 (Global Media Monitoring Project); Equality, Diversity and Inclusion Report 2016 (Creative Scotland); Equality and Sport Research (commissioned by sportscotland and EHRC Scotland).

**SEE ALSO:** Health; Public Space; Violence Against Women; Women's Rights and Fair Economy.

<sup>1</sup> Fourteen national (daily and Sunday) papers, plus the Courier and Press and Journal. For full details see: Engender, (2017) *'Sex and Power Scotland 2017'*.

<sup>2</sup> Ibid.

<sup>3</sup> Global Media Monitoring Project, (2015) *'Who makes the news? UK Report 2015'*.

<sup>4</sup> Ibid.

<sup>5</sup> For more information see the Write to End Violence Against Women Awards: <https://writetoendvaw.com/>

<sup>6</sup> Creative industries in the UK include: advertising; architecture; crafts; product, graphic and fashion design; film, TV, video, radio and photography; museums, galleries and libraries; music, performing and visual arts, publishing, IT software and computer services.

<sup>7</sup> Southampton University, (2016) *'Calling the shots: Women and contemporary film culture in the UK'*.

<sup>8</sup> Directors UK, (2016) *'Cut out of the picture'*.

<sup>9</sup> The Guardian: <https://www.theguardian.com/stage/theatreblog/2015/feb/26/female-playwrights-national-theatre>;  
<https://www.theguardian.com/stage/2012/dec/10/women-in-theatre-glass-ceiling>

<sup>10</sup> Directors UK, (2016) *'Cut out of the picture'*.

<sup>11</sup> Scottish Women in sport: <http://www.scottishwomeninsport.co.uk/>

<sup>12</sup> DCMS, (2014) *'Interim report of the government's women and sport advisory board'*.

<sup>13</sup> Scottish Government, (2015) *'Active Scotland outcomes: Indicator equality analysis'*.

<sup>14</sup> Bodies affiliated to Sportscotland that have 10 or more staff. For full details see: Engender, (2017) *'Sex and Power Scotland 2017'*.

<sup>15</sup> Sports Coach UK, (2015) *'The coaching panel'*.

<sup>16</sup> Research Scotland, (2016) *'Equality and sport research'*, commissioned by Sportscotland and EHRC.

<sup>17</sup> Such as Scottish Government's Sporting Equality Fund and Sportscotland's Fit for Girls programme.

<sup>18</sup> Research Scotland, (2016) *'Equality and sport research'*, commissioned by Sportscotland and EHRC.



POLITICS  
AND  
PUBLIC LIFE

## KEY TERMS

### **DEVOLUTION**

Devolution refers to the transfer of powers and competencies to a lower level of government, for example transferring powers from Westminster to Holyrood. Powers which lie at Westminster are referred to as 'reserved'.

### **FLEXIBLE WORKING**

Flexible working refers to a way of working that suits an employee's needs, e.g. having flexible start and finish times, or working from home.

### **GENDER BALANCING MECHANISMS**

Gender-balancing mechanisms refer to techniques such as quotas or all-women shortlists which attempt to redress one group's over-representation in an institution.

### **GENDER COMPETENCE**

Gender competence refers to the ability to identify where gender differences have an impact, and act in ways that produce more equitable outcomes for men and women.

### **GENDER PARITY**

Gender parity refers to the equal contribution of women and men to public and private life.

### **INTERSECTIONALITY**

Intersectionality refers to overlapping or intersecting social identities and related systems of oppression, domination, or discrimination. For a policy or programme to be intersectional, it must recognise that different women experience inequality in different ways and in varying degrees of intensity.

### **NORMATIVE GENDER ROLES**

Normative gender roles refer to the roles, behaviours and attitudes which society expects of women/girls and men/boys. Also sometimes referred to as 'gender norms'.

### **PUBLIC BODIES**

Public bodies are organisations which deliver public services and operate at arms-length from government.

### **QUOTAS**

Quotas refer to a fixed percentage of people from a certain group (for example 50 percent women) and can be applied in a variety of ways.

### **VERTICAL OCCUPATIONAL SEGREGATION**

Vertical occupation segregation refers to the clustering of men at the top of occupational hierarchies, for example managers, and of women at the bottom, for example admin workers.

## POLITICS AND PUBLIC LIFE

Evidence from around the world shows that increased representation for women in politics and public life has a positive impact on both gender equality issues and social policy more broadly.<sup>1</sup> Gender balance in parliament, local government and around decision-making tables influences both the focus and outcomes of discussions. Representative political and public bodies also challenge normative gender roles, stereotypes and perceptions around public authority. Where women are seen to succeed, more women engage and participate in public life.<sup>2</sup> However, gender parity across Scotland's political institutions and public bodies is far from becoming a reality, and there is an extreme lack of diversity amongst women in positions of public leadership and influence.

# GENDER QUOTAS

By 2030 political parties always field equal numbers of women and men as candidates for all elections in Scotland.

SCOTTISH GOVERNMENT, SCOTTISH PARLIAMENT AND POLITICAL PARTIES SHOULD:

Legislate for equality

Push for devolution of electoral and equalities law.

Legislate for 50 percent candidate gender quotas and sanctions for non-compliance.

Introduce quotas for structures within Scottish Parliament and political parties.

# GENDER QUOTAS

Parliaments and local authorities provide critical oversight of the processes that challenge gender inequality and discrimination, such as the development of laws, institutions, policies and programmes. The inclusion of a range of women's perspectives within this is vital. Yet in the 2016 Holyrood elections, only 35 percent of members elected to the Scottish Parliament were women, every one of whom is white and non-disabled. This represents regression for Scotland, from a high of 4th place in the global rankings in 2003, to 27th place at present.<sup>3</sup> At local authority level, the 2017 local council elections in Scotland returned 71 percent men.

Parliamentary quotas are increasingly employed worldwide to redress women's historical exclusion from politics with a high degree of success.<sup>4</sup> They are designed to help overcome the swathe of economic, cultural and political realities that prevent women from taking part in politics on an equal basis to men. Not least amongst these are attitudes within political parties, where male-dominated cultures prevail and informal systems of privilege sustain men's over-representation across all levels of politics. Women are not underqualified for the demands of political office, but political parties serve as gatekeepers to elected representation.<sup>5</sup> Legislated candidate quotas legally require political parties to field proportional numbers of women and men as candidates for election to parliament or local government. To be effective in practice, these must be matched by mechanisms to ensure that women not only stand as candidates, but have a strong or guaranteed chance of being elected.<sup>6</sup>

At present, the power to introduce gender quotas is reserved to Westminster under electoral and equalities law. Both of these legislative domains could be devolved to Scotland,<sup>7</sup> allowing the Scottish Government to take steps to further equality, as it has been able to do with regards to gender quotas for public boards. Once devolved, candidate gender quotas should be set at 50 percent for all elections and coupled with robust sanctions for non-compliance. Over time, the Scottish Parliament should explore the use of legislated gender quotas within parliamentary committees and other structures. All political parties should consider the use of gender-balancing mechanisms for key internal roles including special advisers and conveners of branches and committees.

# PUBLIC BODIES

By 2030 diverse groups of women are equally represented in all positions on public boards and gender competence is embedded in recruitment for public appointments.

## SCOTTISH GOVERNMENT AND PUBLIC BODIES SHOULD:

### Ensure equality on boards

Introduce 50 percent gender quotas for public boards.

Deliver diverse groups of women to senior positions on boards.

Embed gender competence as a qualifying factor in recruitment to public sector boards.

### Remove barriers

Establish a mechanism to track gender balance on public boards.

Introduce a training programme for applicants to public board positions.

Improve pathways between female-dominated governance and public sector governance.

## PUBLIC BODIES

The same logic and imperatives around women's political representation apply across the spectrum of public life. Women's experiences and contributions are vital to the equitable delivery of our public services. Governance bodies set policy and deliver services across a host of areas that affect women's daily experiences and are crucial for gender equality including social care, education, training, transport, enterprise, police, legal aid and pensions. Representative boards improve organisational performance, challenge perceptions around public authority and are symbolically important for women and men within their respective fields.

However, women have unequal access to power, decision-making and participation across all domains of public life in Scotland, where men dominate in positions of influence. In 2014, men accounted for 64 percent of ministerially-appointed public board members and 79 percent of board chairs,<sup>8</sup> and 74 percent of public bodies are presently headed by men.<sup>9</sup> Meanwhile, 64 percent of workers across the Scottish public sector are women,<sup>10</sup> indicating significant vertical occupational segregation<sup>11</sup> in public sector professions that are staffed predominantly by women but managed by men. For instance, men are 81 percent of NHS board chairs, but 71 percent of the total NHS workforce is comprised of women. All of this highlights the need for targeted action to tackle barriers to women's leadership in public life, in line with broader strategies to address gendered occupational segregation and the gender pay gap.

# DIVERSE POLITICAL PARTICIPATION

By 2030 participation in politics and elected representation in Scotland reflects the diversity of the population.

SCOTTISH GOVERNMENT, SCOTTISH PARLIAMENT AND POLITICAL PARTIES SHOULD:

## Support equality in parties

Promote the equal representation self-assessment tool to political parties at national, regional and local level.

Use the equal representation tool to develop equality action plans at national, regional and local level.

## Gather diversity data

Collect and regularly publish diversity data including activists, candidates, staff and elected representatives at all levels of politics.

Use diversity data to support the introduction and extension of gender-balancing measures in candidate selection and placement.

# DIVERSE POLITICAL PARTICIPATION

It is extremely important that the full diversity of women in Scotland be represented in public office. Strategies to enable women from minority ethnic, minority faith and refugee communities, women from different class backgrounds, younger and older women, disabled women and lesbian, bisexual and trans women to take up positions in politics and public life would bring significant benefits to society and to their respective communities.

At present, there are no minority ethnic, disabled or trans women represented in the Scottish Parliament, which does not even collect and publish data on under-represented groups. Experience in local government often serves as a springboard for selection as a national candidate. However, women are comprehensively under-represented across local government and in party activity at the grassroots in Scotland, where 'macho' political cultures and gendered barriers to participation prevail.<sup>12</sup> These include a lack of enabling structures, such as flexible working options in local government workplaces, childcare options at party offices and branch meetings to enable women's participation in campaigning activities, structured support for women's and equalities officers and informal support for potential women candidates.

This discrimination is heightened for women facing multiple inequalities, for whom such core issues as accessibility at branch meetings and racist practices and behaviours are still commonplace. Systemic barriers to diverse participation within respective parties must be identified and eroded, or else the scope for gender balance to deliver a diversity of perspectives will be limited. Without a strong intersectional approach, which directly involves different groups of women, it is likely that quotas will mainly lead to opportunities for women who already exercise a degree of power and privilege.

Scottish Government should develop an intersectional strategy to address barriers to political participation, including tools that support parallel efforts by political parties.

**FURTHER READING:** Equal voice, equal power: The case for gender quotas in Scotland (Engender).

**SEE ALSO:** Employment and Labour Market; Women's Rights and Fair Economy.

<sup>1</sup> OSCE Office for Democratic Institutions and Human Rights, (2011) *'Gender equality in elected office: A six-step action plan'*.

<sup>2</sup> Electoral Commission, (2004) *'Gender and political participation'*.

<sup>3</sup> Inter-Parliamentary Union: <http://www.ipu.org/wmn-e/classif.htm>

<sup>4</sup> Engender, (2016) *'Equal voice, equal power: The case for gender quotas in Scotland'*.

<sup>5</sup> Dahlerup, D., (2006) *'Political parties as gatekeepers to equal representation'*.

<sup>6</sup> Engender, (2016) *'Equal voice, equal power: The case for gender quotas in Scotland'*.

<sup>7</sup> Engender, (2014) *'Submission to the Smith Commission'*.

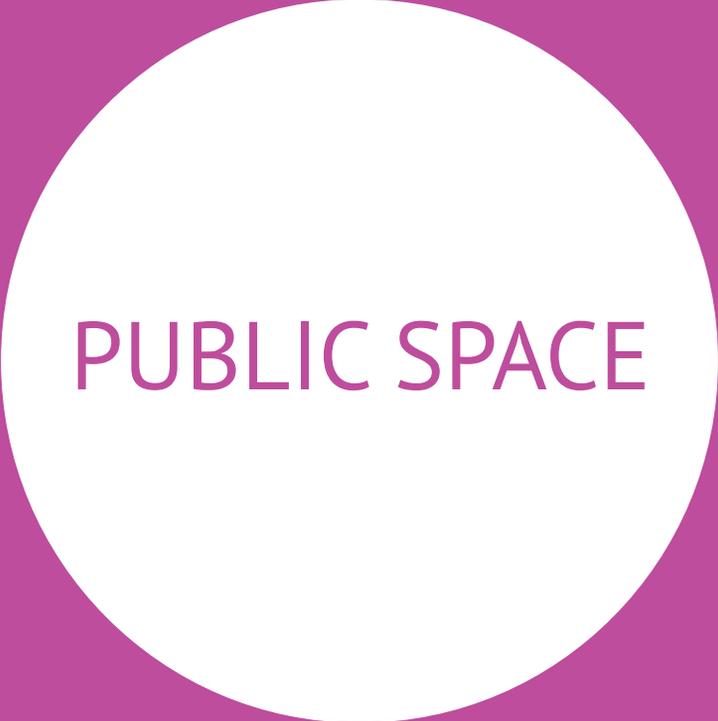
<sup>8</sup> Scottish Government, (2014) *'Women on board: Quality through diversity'*.

<sup>9</sup> Engender, (2017) *'Sex and power Scotland 2017'*.

<sup>10</sup> Scottish Government, (2016) *'Annual population survey'*.

<sup>11</sup> Vertical occupational segregation is the gender gap between levels of seniority.

<sup>12</sup> Engender, (2016) *'Equal voice, equal power: the case for gender quotas in Scotland'*.



PUBLIC SPACE

## KEY TERMS

### **BREADWINNER**

'Breadwinner' refers to a member of the household whose wage provides the main household income. The 'breadwinner model' refers to a family where one person, normally a man, is in paid employment and provides for others in the family engaged in unpaid care.

### **'COMMUNITY RIGHT TO PLAN'**

'Community right to plan' is a principle which says the community should have a say in planning in their area, including a specific right to develop local place plans, complemented by statutory rights to contribute to the production of local development plans and the scrutiny of planning applications.

### **GENDER-BLIND**

Gender-blind projects, programmes, policies and attitudes do not take into account the different social, cultural, economic and political roles and needs of women/girls and men/boys. They therefore maintain the status quo and will not help transform the unequal structure of gender relations.

### **GENDER-DISAGGREGATED DATA**

Gender-disaggregated data is numerical or non-numerical information which has been broken down by gender.

### **GENDER SENSITIVE**

A gender sensitive policy or programme is one which recognises the diverse needs and experiences of women/girls and men/boys, and considers its impact on gender equality at every stage.

### **LABOUR MARKET**

The labour market refers to the space in which employers look and compete for labour, and in which workers look and compete for employment.

### **STATUTORY PLANNING**

Statutory planning is the part of the town planning process that is concerned with the regulation and management of changes to land use and development.

### **TIME POVERTY**

Time poverty refers to having little or no time outside of paid work or caring responsibilities.

### **THE PUBLIC SECTOR EQUALITY DUTY (PSED)**

The Public Sector Equality Duty requires public authorities to take a proactive and organised approach to tackling institutional discrimination, and aims to mainstream equality into public bodies.

# PUBLIC SPACE

Women experience and navigate public space very differently to men. This is due to pre-existing gender inequalities that dictate patterns of movement, the use of different public services and buildings, participation in public and domestic spheres, the gender pay gap, the dynamics of paid and unpaid work and women's lack of safety and security. Planning, public realm<sup>1</sup> and transport policy are key entry points into the management of public space and shape land-use in Scotland's cities, towns and rural areas. However, transport and built environment sectors<sup>2</sup> are dominated by men and have historically been built around the needs of a (male) breadwinner who is travelling from home to work and leisure. This means that design of urban space and infrastructure is both a cause and consequence of women's exclusion from public life.

Over the last 30 years, the internet has become a public space in which women routinely experience harassment and misogynistic abuse. Women are increasingly required to operate within online spaces to access public services, carry out paid employment and maintain social links. Within a context of limited scope for regulation and intervention, internet access and online safety is a growing concern for women and girls in Scotland.

# PLANNING

By 2030 planning at national, local and community level is inclusive of the needs and realities of women.

SCOTTISH GOVERNMENT, LOCAL AUTHORITIES AND EDUCATIONAL INSTITUTIONS SHOULD:

## Gender policy

Include gender equality as a key design standard in Scottish Planning Policy and National Planning Framework.

Support women to participate in a new statutory community 'right to plan'.

Include infrastructure projects designed to advance gender equality in national, regional/city and local spatial plans.

## Support women in the built environment

Resource women-led networks for women working in the built environment sector.

Include gender equality in relevant further and higher education courses and ongoing professional development.

# PLANNING

The needs of women are currently marginalised in planning of the built environment and development of the public realm. Employment opportunities, especially those that are well-paid, tend to be distant from residential areas as well as the services and amenities that women need for caring and household management roles. This limits women's access to the labour market and contributes to time poverty for those juggling paid and unpaid work. Planning which does not consider women's needs can lead to insufficient lighting, a key safety issue for women, and inaccessible streets and public buildings. The number of public toilets is diminishing, which prevents disabled women, carers and mothers of young children from accessing public spaces.

Delivery of land-use projects, including office, retail and housing developments, health and childcare facilities, parks and entertainment venues, must systematically take these gendered realities into account, and recognise the impact of location, cost and facilities on women's social, cultural and economic equality. In Scotland, women are often at the heart of community or regeneration initiatives to improve their built environments,<sup>3</sup> but gender equality concerns are primarily absent from statutory planning. Current national strategies and the recent independent review of Scotland's planning system are gender-blind,<sup>4</sup> and there remains a gender gap in women employed in the built environment sector.<sup>5</sup>

In 2016, the UK signed the United Nations 'New Urban Agenda',<sup>6</sup> which commits to developing cities that are designed to achieve gender equality. Reforms to Scotland's National Planning Framework (due before parliament by 2019) must therefore work to deliver this, with gender equality embedded in resulting legislation, regulations and guidance. Proposals such as 'Community Right to Plan'<sup>7</sup> can successfully be used to bring planning decisions to the heart of communities and must incorporate plans to enable women's equal participation from the outset.

# TRANSPORT

By 2030 Scotland's public transport systems are redesigned to recognise and support the transport needs of women.

SCOTTISH GOVERNMENT, TRANSPORT SCOTLAND AND TRANSPORT OPERATORS SHOULD:

## Gender public transport policy

Ensure women's participation in the National Transport Strategy review.

Develop gendered policy regarding transport routes, safety, service standards and pricing.

Implement and review gender-sensitive policies in Scotland's transport systems.

## Increase accountability of transport providers to women

Make transport the PSED ministerial priority and ensure women's representation on transport bodies.

Ensure that women's needs are explicitly prioritised in Scottish Government procurement of transport.

Include gender equality as a key requirement of new models of provision, including local and national ownership.

# TRANSPORT

The use of Scotland's transport systems is highly gendered. Women are the majority of public transport users, and the minority of drivers and cyclists.<sup>8</sup> Women also tend to make more complex and frequent journeys due to caring responsibilities and working patterns. Scotland's public transport systems, however, do not reflect the different needs of women. Management of Scotland's transport sector is overwhelmingly dominated by men, with only one of Scotland's sixteen transport authorities, public companies and regional transport partnerships led by a woman.<sup>9</sup> This may contribute to the disparity between the transport needs of women, and Scotland's transport priorities.

Public transport has been predominantly designed to serve commuters who work from 9-5pm on weekdays, with routes running between suburbs and urban centres in a radial fashion. These services benefit men more than women, who are more likely to need a range of orbital transport routes which cross towns and cities and timetables which fit with unpaid care work, part-time employment and shift work. This has significant cost and time implications, especially in the context of cuts to women's social security and increasingly precarious work, and steep hikes in fares across privatised services. Lack of accessibility on public transport is another gender equality issue, affecting the mobility and isolation of women who care for young children and disabled people. Fears about safety also influence women's decisions around travel. Women cite public transport as a 'hotspot' for gendered abuse and sexual harassment, and raise concerns about poorly-staffed services and termini, as well as services that are poorly connected, especially at night.<sup>10</sup>

These issues should be addressed in the recommended "fuller, collaborative" review of Scotland's National Transport Strategy,<sup>11</sup> through robust gender mainstreaming, outreach to different groups of women stakeholders and gender budget analysis of investment in road-use, public transport and active travel. Regulation and procurement for public transport franchises should subsequently work to increase routes and services between and within local areas, address safety issues, improve service standards and tackle rising costs.

# THE INTERNET

By 2030 women in Scotland can access and participate in all areas of online space without harassment.

## THE SCOTTISH GOVERNMENT SHOULD:

### Ensure access

Ensure that all strategies that relate to digital include gender across all of their domains.

Gather gender-disaggregated data on barriers to internet access including library closures and rural exclusion.

Resource opportunities for public computer and internet access including libraries and women's centres.

### Challenge misogyny

Form a taskforce to investigate and address the prevalence of online abuse and harassment in Scotland.

Legislate, regulate and enable employers & other actors to protect women from misogynistic abuse.

Engage with social media corporations about tackling online misogyny to enable women's freedom of expression.

## THE INTERNET

The internet is a public space where women are expected to engage in order to fully participate in public life. Internet is required to access information, apply for jobs and social security, enhance education and maintain contact with friends, family and professional acquaintances.

While access to the internet in Scotland has increased significantly over the past decade, the Scottish Household Survey findings show that 20 percent of Scottish households are still without internet access, with around one in five adults reportedly not using the internet at all.<sup>12</sup> Limited internet access and use are strongly linked to indicators of deprivation in Scotland and those with access to internet are more likely to have access to a car, to have undertaken volunteering, to have accessed council services, and to have partaken in cultural, social and sporting activities.<sup>13</sup> Access to public internet is also not guaranteed, with the numbers of public libraries in Scotland declining by 2.75 percent from 2010-2015, and further reductions in opening hours.<sup>14</sup> There is limited gender-disaggregated data for barriers to internet access in Scotland, but clear correlation between low online participation and other areas of deprivation which are highly gendered.<sup>15</sup>

For women and girls in Scotland, access is not the only barrier to participation in online spaces. Misogyny, abuse and threats are rife for women online, including direct contact on social networking sites and online forums, and indirectly through sharing of images and information without consent. Work done by Engender has shown that there is little employer support for women who receive harassment online while undertaking required activities for their work.<sup>16</sup> While there is rightly concern about the harassment of women with higher public profiles including politicians, athletes and women in the arts, the reality is that all women and girls are regularly exposed to violent and highly sexualised online abuse.

While the Scottish Government's digital strategy makes commitments to tackling the gender gap in digital skills and careers, it does not mention gender in any other contexts, nor does it reference the safety issues facing women online.<sup>17</sup> Any action from Scottish Government must be integrated with Equally Safe, Scotland's strategy to prevent and eradicate violence against women and girls.

**FURTHER READING:** Gender equality and plan making: the gender equality toolkit (RTPI); Gender equality and mobility: mind the gap! (Civitas).

**SEE ALSO:** Education and Training; Employment and Labour Market; Media, Arts and Sport; Violence Against Women.

<sup>1</sup> ‘Public realm’ includes publicly owned streets, pathways, right of ways, parks, public and civic building and facilities.

<sup>2</sup> ‘The built environment’ includes planning, architecture, buildings, housing and regeneration, and such professions as engineering, surveying and property development.

<sup>3</sup> Such as the Linwood Community Development Trust, led by “a group of tenacious women who got together to reclaim their community”. See: <http://www.linwoodtrust.org.uk/>

<sup>4</sup> Scottish Government, (2016) *‘Empowering planning to deliver great places: An independent review of the Scottish planning system’*; Scottish Government, (2014) *‘Ambition, Opportunity, Place: Scotland’s third national planning framework’*; Scottish Government, (2014) *‘Scottish Planning Policy’*; Scottish Government, (2011) *‘Achieving a sustainable future: regeneration strategy’*.

<sup>5</sup> Research by Equate Scotland shows that less than two percent of construction trade workers and approximately 10 percent of construction professionals are women. See:

<http://www.equatescotland.org.uk/women-in-engineering/>. A ‘Women in Architecture’ survey in 2016 showed that the gender pay gap is widening, and 36 percent of female directors, partners and principals reported experiencing sexual discrimination. See:

<https://www.dezeen.com/2017/02/10/gender-pay-gap-widening-women-in-architecture-survey/>

<sup>6</sup> UN Conference on Housing and Sustainable Development: <https://www2.habitat3.org/bitcache/99d99fbd0824de50214e99f864459d8081a9be00?vid=591155&disposition=inline&op=view>

<sup>7</sup> RTPI Scotland, (2016) *‘Repositioning Planning: Building a successful and sustainable Scotland, a vision for a new planning system’*.

<sup>8</sup> Transport Scotland, (2016) *‘Transport and travel in Scotland 2015’*.

<sup>9</sup> The advisory non-departmental Mobility and Access Committee for Scotland (MACS).

<sup>10</sup> Engender Gender Matters consultation.

<sup>11</sup> Transport Scotland, (2016). See: <http://www.transport.gov.scot/strategy/national-transport-strategy>

<sup>12</sup> Scottish Government, (2016) *‘Scotland’s People: Results from the 2015 Scottish Household Survey’*.

<sup>13</sup> Carnegie UK Trust, (2016) *‘Digital participation and social justice in Scotland’*.

<sup>14</sup> Information provided by the Scottish Library and Information Council, as referenced by Fiona Hyslop MSP in the Scottish Parliament. See

<http://www.parliament.scot/parliamentarybusiness/28877.aspx?SearchType=Advance&ReferenceNumbers=S5W-02014>

<sup>15</sup> Carnegie UK Trust, (2016) *‘Digital participation and social justice in Scotland’*.

<sup>16</sup> Engender, (2016) *‘Gender Matters Holyrood 2016: Women in media watchdog’*.

<sup>17</sup> Scottish Government, (2017) *‘Realising Scotland’s full potential in a digital world: a digital strategy for Scotland’*.



SOCIAL  
SECURITY

## KEY TERMS

### **AUSTERITY**

Austerity refers to strict economic measures implemented by governments to reduce public expenditure.

### **CARE ECONOMY**

The care economy refers to human activity which is concerned with caring, both paid and unpaid.

### **CITIZEN'S BASIC INCOME**

Citizen's basic income would replace means-tested social security as a basic universal payment to all citizens. Two basic income pilots were announced in Scotland in 2017.

### **COERCIVE CONTROL**

Coercive control is a form of violence against women. It refers to a pattern of behaviour which seeks to take away someone's liberty or freedom, or strip away their sense of self.

### **DESTITUTION**

Destitution refers to a situation where someone's basic needs (e.g. food and shelter) are not met.

### **GENDERED POWER DYNAMICS**

Gendered power dynamics refers to the ways in which gender shapes the distribution of power at all levels of society, both on an individual and collective basis.

### **INSECURE IMMIGRATION STATUS**

Insecure immigration status is where someone is waiting for a decision from the Home Office about whether they are allowed to stay in the UK.

### **MULTIPLE DISCRIMINATION**

Multiple discrimination is discrimination against someone on the basis of more than one ground. For example, a BME woman may be discriminated against both for her race, and her gender.

### **NO RECOURSE TO PUBLIC FUNDS**

'No recourse to public funds' is a condition which some people may be subject to if they have been allowed to enter the UK for a limited period only, for example they have entered the UK as a fiancé, spouse or civil partner. They cannot access mainstream benefits, but may be entitled to support from local authorities in certain circumstances.

### **SOCIAL SECURITY**

Social security refers to financial and/or material resources from the state given to people with inadequate or no incomes. Some parts of social security were devolved to Scotland in 2016.

### **WELFARE REFORM**

'Welfare reform' refers to the UK Government's cuts and changes to the social security system from 2010.

# SOCIAL SECURITY

Welfare reform and the UK Government's wider austerity agenda are having an appalling impact on women's access to resources, security and safety, and therefore on gender equality. Over the decade of austerity, from 2010 to 2020, 86 percent of net 'savings' raised through cuts to social security and tax credits will come from women's incomes.<sup>1</sup> This is due to systemic issues that see women twice as dependent on social security as men. Women are twice as likely to give up paid work to become unpaid carers; 92 percent of lone parents are women;<sup>2</sup> the pay gap persists at 32 percent for women's part-time work;<sup>3</sup> and women's economic independence is undermined by endemic violence against women. Further, the existing inadequacies of the social security system put women who experience multiple inequalities at a greater risk of poverty and destitution.

# SCOTLAND'S NEW SOCIAL SECURITY SYSTEM

By 2030 social security policy in Scotland advances gender equality.

SCOTTISH GOVERNMENT AND THE SCOTTISH SOCIAL SECURITY AGENCY SHOULD:

Embed gender in social security policy

Embed gender equality as an objective within the new Scottish social security system.

Monitor and evaluate the impact of social security policy on women's equality, including analysing Citizen's Basic Income pilots.

Adapt policy and introduce further mainstreaming methodology as needed.

# SCOTLAND'S NEW SOCIAL SECURITY SYSTEM

New powers over social security, devolved to the Scottish Parliament under the Scotland Act 2016, overlap with devolved policy and services that are crucial for women's equality. The devolution of social security powers is an opportunity for the Scottish Government to make progress against commitments on gender equality by assessing ways in which social security, and welfare reform measures, have failed women over recent years. Scotland can avoid replicating ungendered policies that are entrenching women's inequality across the UK by creating a divergent approach linked to devolved policy areas and services, such as childcare, social care, employability, housing and violence against women. It will be vital that different groups of women who use the social security system, including disabled women, unpaid carers, lone mothers and refugees, are involved in shaping these programmes.

Without such an approach, policy and programmes undertaken by other Scottish Government departments and public bodies will be less effective in reducing women's inequality. A non-gendered approach would compromise existing high-level targets and commitments on gender equality, including those related to the gender pay gap, occupational segregation, women's participation in politics and public life, and violence against women and girls. It would also be inconsistent with the Scottish Government's principles for the new social security system.<sup>4</sup> Gender equality should be embedded as a principle and an objective throughout Scotland's social security system, from legislation that enables the transfer of powers and structures established to deliver them, to individual policies and services on the ground.

# SOCIAL SECURITY ENTITLEMENTS

By 2030 social security entitlements advance gender equality, foster women's safety and security, and increase women and children's quality of life.

SCOTTISH GOVERNMENT AND THE NEW SCOTTISH SOCIAL SECURITY AGENCY SHOULD:

Increase maternity entitlements

Introduce a £5 Scottish Child Premium and extend access to the Best Start Grant.

Uprate maternity payments against the Retail Price Index.

Review the £5 Scottish Child Premium level against 2030 child poverty targets.

Implement individual Universal Credit payments

Introduce automatic individual payments of Universal Credit.

As it is rolled out, monitor the impact of Universal Credit on women's equality.

Introduce a carers living wage

Abolish restrictions on education and employment for the Scottish carer's benefit.

Create and implement a Scottish Carers Living Wage strategy.

Introduce a Scottish Carers Living Wage that is accessible to all carers.

# SOCIAL SECURITY ENTITLEMENTS

Since 2010, successive policy changes to the social security system have negatively impacted women, in particular women with children.<sup>5</sup> It is expected that by 2020, women who are lone parents will experience an estimated loss of £4,000 per year, a 20 percent drop in living standards, and a 17 percent drop in disposable income.<sup>6</sup> These detrimental impacts could be mitigated by the Scottish Government by ‘topping-up’ child benefit by a £5 per week<sup>7</sup> and by widening access to the new Best Start Grant (BSG).

In addition to providing increased support to women with children, the new social security system should look to increase women’s financial independence. The current practice of paying joint Universal Credit to one individual in a couple is likely to reduce women’s access to income and economic autonomy.<sup>8</sup> Requiring joint recipients of Universal Credit to nominate who receives the payment at the outset of a claim does not recognise that financial decision-making takes place within the context of gendered power dynamics. The option to ask for split payment would not be a realistic ‘choice’ for many women, especially those experiencing coercive control and domestic abuse.<sup>9</sup> As a matter of principle, everyone should have access to an independent income in Scotland.

Scotland’s future social security system should also seek to address gender inequalities at the heart of the care economy.<sup>10</sup> Many women carers would welcome the ability to undertake more and better paid work, as it would increase their independent income, self-esteem and social life, and enable them to maintain or develop skills in the workplace ahead of the possible need to return to work after their ‘carer journey’.<sup>11</sup> Restricted access to education for carers under the current system also undermines women’s equality of opportunity and future earning potential.<sup>12</sup> Existing support for carers, including the rate of Carer’s Allowance, is inconsistent with the principles underpinning Scotland’s new social security system.

# DESTITUTION AND LACK OF RECOURSE TO PUBLIC FUNDS

By 2030 no woman is destitute or trapped in an abusive relationship due to lack of access to welfare support.

SCOTTISH GOVERNMENT, THE SCOTTISH PRISON SERVICE AND THE SCOTTISH SOCIAL SECURITY AGENCY SHOULD:

Tackle women's destitution

Develop a destitution policy, including destitution fund or minimum income standard for those with insecure immigration status.

Provide women leaving prison with immediate access to social security entitlements.

Create a women's destitution taskforce to recommend mitigation strategies on right to work, human trafficking and homelessness.

## DESTITUTION AND LACK OF RECOURSE TO PUBLIC FUNDS

Women who've been refused asylum, newly granted refugees and women with insecure immigration status experiencing domestic abuse are just some of the groups disproportionately affected by destitution, pushed into extreme poverty due to lack of access to public funds and a social safety net. The asylum and immigration system has numerous points at which the risk of destitution becomes likely, and once destitute it becomes much harder to re-engage with the asylum process.<sup>13</sup> Migrant women, including asylum seekers and those refused asylum, are put at significant risk by policies that restrict access to publicly funded services such as refuge places.<sup>14</sup>

Women experiencing domestic abuse face considerable barriers when trying to leave an abusive partner. Access to financial support and housing are therefore crucial. Welfare reforms and an inadequate, ungendered asylum support system have further undermined women and children's safety by putting at risk their ability to maintain financial independence, to be safely rehoused and to rebuild their lives. Changes to the social security entitlements of EU migrants over recent years have created additional barriers for women experiencing domestic abuse. Certain groups, such as women who have been released from prison, have significant difficulty accessing financial assistance. Facilitating a woman's safe and successful transition to the community necessitates that the appropriate resources be in place to support her, including financial, material and human. Destitution policies should be responsive to the needs of women leaving prison, women who are homeless, and women who have been trafficked for the purposes of sexual exploitation and forced labour.

**FURTHER READING:** Securing women’s futures: Using Scotland’s new social security powers to close the gender equality gap (Engender).

**SEE ALSO:** Care; Education and Training; Violence Against Women; Women’s Rights and Fair Economy

<sup>1</sup> Women’s Budget Group, (2016) *‘The impact on women of the 2016 Budget: Women paying for the Chancellor’s tax cuts’*.

<sup>2</sup> NHS Health Scotland, (2016) *‘Lone parents in Scotland, Great Britain and the UK: health, employment and social security’*.

<sup>3</sup> Close the Gap, (2016) *‘Gender Pay Gap Statistics’*.

<sup>4</sup> These include investment in the people of Scotland, putting the ‘user’ experience first, and respect for the dignity of individuals.

<sup>5</sup> Engender, (2016) *‘Securing women’s futures: Using Scotland’s new social security powers to close the gender equality gap’*.

<sup>6</sup> Women’s Budget Group, (2016) *‘A cumulative impact assessment of ten years of austerity policies’*.

<sup>7</sup> This has been proposed by Child Poverty Action Group Scotland, who commissioned modelling on various levels of top-up and the impact on child poverty; see: CPAG, (2016) *‘Programme for Scottish Government 2016-2021’*.

<sup>8</sup> Engender, (2016) *‘Gender Matters in social security: Individual payments of Universal Credit’*.

<sup>9</sup> Coercive control is a process used by the perpetrator to entrap a partner and entails tactics such as isolation, degradation, mind-games, and micro-regulation of everyday life.

<sup>10</sup> Women are twice as likely to give up paid work to care, and four times as likely to give up paid work to provide ‘sandwich care’ for children and older relatives.

<sup>11</sup> Engender and Carers Scotland focus groups, October 2015 and October 2016.

<sup>12</sup> The gender pay gap in Scotland persists at 33.5 percent when comparing women’s part-time hourly rate with that of men’s full-time equivalent.

<sup>13</sup> Scottish Parliament Equalities and Human Rights Committee, (2017) *‘Hidden Lives – New Beginnings: Destitution, asylum and insecure immigration status in Scotland’*.

<sup>14</sup> Scottish Refugee Council, (2016) *‘Building a better future for refugees in Scotland’*.



VIOLENCE  
AGAINST  
WOMEN

## KEY TERMS

### **ATTRITION RATE**

Attrition rate refers to the number of criminal cases initially reported to the police which do not proceed for a number of reasons including the complainant deciding not to proceed, or the police deciding there is insufficient evidence.

### **DEVOLUTION**

Devolution refers to the transfer of powers and competencies to a lower level of government, for example transferring powers from Westminster to Holyrood. Powers which lie at Westminster are referred to as 'reserved'.

### **DOMESTIC ABUSE-SENSITIVE PROTOCOLS**

Domestic abuse-sensitive protocols refer to official systems or rules which have been created to recognise the signs and impacts of domestic abuse.

### **FGM (FEMALE GENITAL MUTILATION)**

FGM comprises all procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons. It is recognized internationally as a violation of the human rights of girls and women.

### **SAFE AND TOGETHER MODEL**

The Safe and Together model is a framework for improving how agencies, particularly those involved in child protection procedures deal with situations of domestic abuse.

### **UNDERREPORTING**

Underreporting refers to the phenomenon where official crime statistics do not represent the true number of crimes committed as evidenced by anonymous reporting or service-provision statistics.

# VIOLENCE AGAINST WOMEN

The last few years have seen significant movement on criminal justice and policy responses to men's violence against women, but women's lives remain constrained by the threat and experience of rape, domestic abuse, stalking, sexual harassment, and other forms of this violence. Violence against women remains a human rights violation experienced at epidemic levels in Scotland.

Women's inequality is both a cause and consequence of violence against women. Eradicating violence against women in Scotland will require us to tackle entrenched gender inequalities, but it also demands that we ensure that men cannot abuse and assault women with impunity and that women who experience rape and domestic violence are provided with adequate support and services.

In the last twenty years of devolution, we have seen representatives from the violence against women movements making change happen in the parliament, in Scottish Government, and in our public bodies. We have seen decision-makers who share our values and our sense of outrage that so many women have their space for action reduced by men's violence advocating hard for violence against women prevention and services.

Equally Safe, Scotland's violence against women strategy, entrenches a feminist analysis of men's violence.<sup>1</sup> It is one of few such strategies around the world to link women's equality and violence against women. Its boldness of analysis must now be matched by boldness of action as the women's sector, Scottish Government, and public bodies work together to realise its ambitions.

## ACCESS TO JUSTICE

By 2030 women and girls in Scotland have access to justice when they experience men's violence.

### SCOTTISH GOVERNMENT SHOULD:

#### Enable access to justice

Ensure an appropriate criminal justice response to misogynistic harassment and abuse, whether perpetrated offline or online.

Expand the Scottish Women's Rights Centre network to ensure women have access to legal advice and guidance.

Extend specialist court provision for domestic abuse and sexual offences.

## ACCESS TO JUSTICE

As it is everywhere in the world, violence against women and girls (VAWG) is endemic in Scotland. At least one in five women in Scotland will experience domestic abuse in her lifetime and an average of four rapes is reported per day,<sup>2</sup> yet this figure masks the extent of sexual violence due to underreporting. A crucial dimension of systemic violence against women is lack of equal access to justice and discrimination within the criminal justice system. This is reflected in low conviction rates for rape, domestic abuse, trafficking of women for sexual exploitation and FGM. There are also gaps in redress for newer presentations of violence against women, including the misogynistic harassment prevalent on social media and crowdsourced digital domestic abuse.

Access to civil and criminal justice for women who have experienced violence against women in Scotland is undermined by some features of the criminal justice system.

Although there is leadership from Scottish Government and within the Crown Office and Police Scotland on ensuring an effective criminal justice response to violence against women, the attrition rates for domestic abuse and sexual offences are high. The vast majority of perpetrators will never face any sanction, and justice remains elusive for most women.

Other jurisdictions point the way to bolder structural shifts that might be possible in a Scottish context. With research forthcoming on jury deliberations in rape cases, the question of whether violence against women cases should be heard without juries is likely to become a pressing one. The success of the Glasgow domestic abuse court and sexual offence courts in other nations raises questions about whether dedicated sexual offence courts would enhance access to justice in Scotland.

## ACCESS TO PUBLIC SERVICES: HOUSING AND CHILD PROTECTION

By 2030 public services around housing and homelessness and child contact are sensitive to domestic abuse.

SCOTTISH GOVERNMENT AND LOCAL GOVERNMENT SHOULD:

Ensure public services are domestic abuse-sensitive

Ensure that housing advisors should understand domestic abuse and operate within domestic abuse-sensitive protocols.

Legislate so that women and children experiencing domestic abuse have the right to stay in their own homes.

Facilitate safe decision-making

Provide specialist domestic abuse child rights officer in every LA to support children making their views known to the court.

Integrate the *Safe and Together* model into all Scottish responses to domestic abuse.

# ACCESS TO PUBLIC SERVICES: HOUSING AND CHILD PROTECTION

Domestic abuse is the fourth most common reason given for a homeless application in Scotland.<sup>3</sup>

Research has highlighted that these figures are likely to significantly underestimate the scale of the problem, as women may not disclose that they are experiencing domestic abuse when making a homeless application, often making several moves to family and friends before doing so. Prevention of homelessness is a key priority for the Scottish Government and addressing the issue of women and children's enforced homelessness as a result of domestic abuse should be specifically addressed within current housing options prevention policy. We want to see housing policy that treats women with dignity and respect and that enables women (where possible) to remain in their own homes.

Residency and child contact are also areas of huge concern to violence against women services. For years local Women's Aid groups have supported women and children dealing with the danger and fear generated by perpetrators of domestic abuse who use contact with their children to continue controlling and abusing their ex-partners.

Children have a right (but not an obligation for) contact with both parents *where the contact is safe for both the child and the non-abusing parent; benefits and is in the best interests of the child, and occurs in a safe and nurturing environment.*

For too long, the harm to children caused by domestic abuse has been treated as irrelevant to court decisions about residency and access to children. Domestic abuse by a parent must be understood as a parenting choice to cause harm to a child, and evidence that abusers understand and have taken responsibility for their parenting choices must be requested and required by child protection and court systems. The safety, well-being, and recovery of the child and non-offending parent must be given the highest priority in any domestic abuse related contact decision.

# RESOURCES FOR SERVICES AND PREVENTION

By 2030 violence against women services and prevention work are sustainably and comprehensively resourced.

SCOTTISH GOVERNMENT, WORKING IN PARTNERSHIP WITH VIOLENCE AGAINST WOMEN ORGANISATIONS SHOULD:

Resource services and prevention work

Develop a new model for violence against women support and advocacy services to ensure sustainable funding.

Commit to a twenty year development plan for the violence against women sector.

Create a statutory underpinning for Equally Safe

Create an independent primary prevention commissioner to drive prevention work across Scotland.

Place 'Equally Safe' on a statutory footing,

# RESOURCES FOR SERVICES AND PREVENTION

Violence against women changes women's lives. The trauma of sexual violence, including childhood sexual abuse, and domestic abuse resonates through women's daily experience of work, transport, housing, education, and health and wellbeing. In the context of epidemic levels of violence against women, ring-fenced funding to resource VAW advocacy and support services, and the VAW sector in Scotland including Women's Aid groups and Rape Crisis centres, is clearly vital.

As a result of austerity and downward pressure on public budgets, rape crisis and women's aid services are experiencing unprecedented levels of demand from women with increasingly complex needs. The work to expand provision must be accelerated. Both Rape Crisis Scotland and Scottish Women's Aid are committed to meeting the specific needs of BME, disabled, and lesbian, bisexual and trans survivors, and have dedicated, badged services or mainstreaming protocols in place to achieve this. However, there are additional barriers to public services for these groups of women, and plans for service expansion must take account of this. Scottish Government has now committed to three-year funding for violence against women services,<sup>4</sup> placing these on a more sustainable footing. Most, however, have been operating with standstill budgets for over a decade, and require substantial additional investment to meet demand.

Work to prevent violence against women is also in need of investment. *Equally Safe* commits Scotland to primary prevention, in which women's inequality is understood to provide the conducive context for men's violence. Consequently, Scotland intends to end violence against women by ending women's inequality.

No state or nation has ever ended women's inequality, so the scale of the challenge is almost unknown. However, it is clear that it will not be met without the resources of the state being oriented towards it. There is an urgent demand for effective gender mainstreaming, and additionally for funding targeted at specific, intractable inequalities.

**FURTHER READING:** Gender Matters in Violence Against Women (Engender, Scottish Women's Aid, Rape Crisis Scotland); Equally Safe (Scottish Government, COSLA).

**SEE ALSO:** Education and Training; Media, Arts and Sport; Public Space; Social Security, Women's Rights and Fair Economy.

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<sup>1</sup> Scottish Government, (2016) *'Equally Safe: National Strategy'*

<sup>2</sup> Scottish Government, (2016) *'Recorded crime in Scotland, 2015-16: A national statistics publication'*

<sup>3</sup> Scottish Government, (2015) *'Homelessness Annual Reference Tables 2014-15'*

<sup>4</sup> Scottish Government, (2017) *'Three year funding under the equality budget'*



WOMEN'S  
RIGHTS AND  
FAIR ECONOMY

## KEY TERMS

### **BEIJING PLATFORM FOR ACTION**

The Beijing Declaration and Platform for Action is a global pledge to attain equality, development and peace for women worldwide.

### **CEDAW**

CEDAW is an international treaty which defines what constitutes discrimination against women and sets an agenda for national action to end such discrimination.

### **DEVOLUTION**

Devolution refers to the transfer of powers and competencies to a lower level of government, for example transferring powers from Westminster to Holyrood. Powers which lie at Westminster are referred to as 'reserved'.

### **GDP (GROSS DOMESTIC PRODUCT)**

The total monetary value of goods produced and services provided in a country during one year.

### **GENDER COMPETENCE**

Gender competence refers to the ability to identify where gender differences have an impact, and act in ways that produce more equitable outcomes for men and women.

### **GENDER MAINSTREAMING**

Gender mainstreaming is a strategy towards realising gender equality involving the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies and programmes.

### **GENDER RAPORTEURS**

A member of a parliamentary committee appointed to report on any matters relating to gender within the committee's remit.

### **OMBUDSPERSON**

An ombudsperson is an official charged with representing the interests of the public by investigating and addressing complaints.

### **SPENDING PORTFOLIO**

A spending portfolio refers to the budget assigned to a particular policy area (e.g. health) that may include Scottish Government departments or directorates, as well as agencies and funding programmes.

### **STATUTORY UNDERPINNING**

Statutory underpinning means that legislation would be put in place.

# WOMEN'S RIGHTS AND FAIR ECONOMY

Women's equality and rights are enabled by having the right gender architecture. Simply put, this architecture consists of laws, processes, institutions and ways of doing things that create responsibility and accountability for making women's rights a reality.

Scotland is a small nation, but even small nations are overwhelmingly complex. Every day thousands of decisions are made by Scottish Government, public authorities and private companies that tip the scales towards or away from women's equality. Our vision is for a Scotland in which all of those institutional actors have a clear legal responsibility to act to advance women's equality, and that women both participate in that decision-making and can challenge them when they get it wrong. Power, safety and resources in Scotland must be allocated in a way that meet women's needs.

# WOMEN'S RIGHTS

By 2030 Scottish legislation is a leading international example for the protection and promotion of women's rights.

## SCOTTISH GOVERNMENT SHOULD:

### Legislate for women's rights

Incorporate international human rights instruments into Scots law.

Create a CEDAW ombudsperson, and require public bodies to agree CEDAW action plans with its office.

### Protect women's rights post-Brexit

Engage with civil society organisations on the gendered impacts of leaving the EU throughout Brexit negotiations.

Create a statutory underpinning for those human rights and equalities that lie within Scotland's powers.

# WOMEN'S RIGHTS

The Scottish Government and Scottish Parliament are bound by the UK's international human rights obligations, including the United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), which is an international bill of rights for women, and the UK Government's commitments to realising the Beijing Platform for Action. In particular, Scottish Government is accountable for human rights as they relate to devolved policy areas.

The Scottish National Action Plan on Human Rights (SNAP) acts as a focus for human rights delivery by Scottish Government itself, and by public bodies across Scotland. Its thematic action plans link to international instruments, including the European Convention on Human Rights, CEDAW, and other treaties that provide for women's social, political and economic rights. Progressive realisation of these rights in Scotland's international obligations could be speeded up if these were incorporated into Scots Law, and had better institutional support.

Our anti-discrimination and equality-enabling law and regulation is bound up in our membership of the European Union. Equal pay for equal work was one of the founding principles of the European Union (EU), and it was a European Court of Justice decision that forced an unwilling UK Government to extend equal pay for work of equal value. Over the last 50 years, EU laws have been underpinned by the principles of equality and non-discrimination, promoting and protecting women's rights in several areas. The EU provided part-time workers with the right to challenge unfair dismissal, the right to redundancy pay, the right to paid holiday leave, as well as equal pay and maternity rights. The absence of the EU legal framework, coupled by the unclear direction of the UK on its review of domestic legislation post-Brexit, puts the future rights of women and girls in Scotland in a precarious position.

# GENDER MAINSTREAMING

By 2030 gender analysis is embedded across all policy, legislation and budgeting processes in Scotland.

THE SCOTTISH GOVERNMENT AND SCOTTISH PARLIAMENT SHOULD:

## Legislate for Gender Equality

Introduce a Gender Equality Bill.

Introduce a Cabinet Secretary post for women and girls' equality.

Create gender rapporteurs within each committee of the Scottish Parliament.

## Make PSED drive change

Recast the Scottish specific duties that underpin PSED, and invest in public bodies' capacity to deliver.

Strengthen accountability of public bodies for their response to PSED, including creating equality tribunals.

Require regulator(s) to sign-off public authorities PSED action plans and outcomes in advance.

# GENDER MAINSTREAMING

Political commitment and policy focus at every level is needed to make substantive progress against intractable gender gaps. Gender mainstreaming proactively embeds gender analysis in all policy and legislative development and elevates gender concerns within the policy hierarchy. The public sector equality duty (PSED) and its predecessor the gender equality duty were intended to enable mainstreaming in the UK and Scotland, but to date, there is little evidence of it taking root. A lack of policy coherence on gender equality across government departments undermines distinct strategies that address particular aspects of women's inequality.

The shape of the public sector equality duty itself needs to be revisited. It is now ten years since the gender equality duty was introduced, and indicators that gender mainstreaming has traction are elusive across the Scottish public sector. It was not inevitable that gender (and race and disability) would be diluted by the implementation of the public sector equality duty, but gender advocates see that this has been the outcome.

The duty places two key kinds of obligations on public authorities: a requirement to incorporate equality impact assessment into the policy development process, and a set of publication and process stipulations to drive outcome-setting, data-gathering and action on equal pay and occupational segregation.<sup>1</sup> Neither of these is working well.<sup>2</sup> Equality impact assessment is patchily and weakly implemented by public bodies, and tends to be carried out by individual officers with limited gender competence. The other requirements of the duty have elicited bloated 'mainstreaming reports' with limited focus, timid outcome-setting, and a disconnect between data and prioritisation of issues of concern. Gender equality outcomes are being lost in a sludge of performative bureaucracy.

There is insufficient leadership, accountability, capacity and gender competence across the public sector to enable the duty to function as intended. Putting gender at the heart of decision-making requires a long-term commitment to resourcing public bodies' capacity for action, and retooling the mechanics of the duty to substantively increase its performance and accountability for its impact.

# GENDER BUDGET ANALYSIS

By 2030 Scottish budgeting processes deliver gender equality and the progressive realisation of women's rights.

SCOTTISH GOVERNMENT AND SCOTTISH PARLIAMENT SHOULD:

Deliver Gender Budget Analysis

Invest in demonstration programmes of full gender budget analysis (GBA) across spending portfolios.

Legislate to provide for a legal duty to undertake GBA in all public spending and revenue-raising.

# GENDER BUDGET ANALYSIS

Gender budget analysis (GBA) is an approach that systematically takes account of how public budgeting decisions impact on women and men, and on gender equality. Frequently, resource allocation and revenue-raising processes lead to unintended and unjust consequences, which could be identified with integrated consideration of gender perspectives. GBA exposes the gender bias within budgetary processes that are assumed to be gender neutral and aims to strengthen gender equality of outcomes, across all public expenditure and government departments. To achieve this, GBA must be integrated in financial planning throughout the year, with parallel accountability mechanisms and strong monitoring and evaluation methodology.

Scotland has made considerable progress towards gender responsive budgeting since devolution, primarily in the form of the Equality and Budget Advisory Group and Equality Budget Statement (EBS).<sup>3</sup> However, to extend the impact of these structures they must be strategically linked to Scotland's macro-economic strategy and National Performance Framework, and the EBS must substantively inform development the Scottish Draft Budget. At present, the EBS serves as a standalone document, setting out analysis of spending decisions that have already been made.<sup>4</sup>

For the Scottish budget process to advance gender equality, and therefore succeed in its core function of delivering Scottish Government policy, investment must now be made in building structures and capacity to deliver full Gender Budget Analysis.

# ECONOMIC DEVELOPMENT

By 2030 the National Performance Framework will have been replaced with an Equalities and Wellbeing Framework that balances economic, political and social wellbeing of Scotland's people.

## SCOTTISH GOVERNMENT SHOULD:

### Reframe the economy

Ensure economic development agencies develop and publish strategic gender action plans.

Account for spend on care as infrastructure expenditure, recognise care as key sector in Scotland's Economic Strategy.

Develop a care workforce strategy to reposition care as highly-skilled and appropriately remunerated work.

### Broaden understanding of economic success

Ensure gender-disaggregated data is collected and reviewed for each of the NPF indicators.

Replace the NPF with an intersectional National Equality and Wellbeing Index, including a Gender Equality Index.

Ensure the National Equality and Wellbeing index drives ministerial directives on public sector delivery.

# ECONOMIC DEVELOPMENT

Gender equality and inclusion are undermined by definitions of economic ‘progress’ that do not adequately reflect social policy concerns. Feminist economists have long called for gender inequality at the heart of our national and international economic policies to be addressed.<sup>5</sup> For example, women’s unpaid care work props up the economy and significantly undermines women’s career progression and lifetime earnings, yet measurements of economic growth that rely heavily on GDP do not count women’s unpaid work and do not map onto human wellbeing. Similarly, infrastructure is narrowly conceived as physical structures, like power grids and transport networks, as opposed to equally vital social structures such as care, leading to disproportionate investment in male-dominated industries and spheres.

Economic development holds huge potential to tackle the gendered occupational segregation that characterises the Scottish labour market. However, strategic approaches to develop growth sectors, skills, job creation, enterprise and other elements of Scottish Government economic policy do not substantively engage with gendered approaches, nor recognise the economic benefits of equality.<sup>6</sup> Much broader debate on the value base of our economic strategy and the imbalance between economic and social priorities is urgently needed, and Scotland’s economic development strategies need to recognise gender and other forms of equality as preconditions of sustainable, equitable growth at the economy, sector and enterprise level.

In addition to its economic strategies, the Scottish Government’s National Performance Framework (NPF) also values ‘growth’, wealth creation, paid work, profit, ownership and other macroeconomic norms over other conceptions of progress that capture gender equality concerns. Consideration should be given to broadening the definition of growth to include a gendered analysis of growth, and to prioritise equality and wellbeing as the end goals or high level targets, which growth and productivity can contribute to. The NPF’s equalities indicators are overly focused on wealth inequalities and fail to measure gaps in equalities between protected characteristics, and it does not include any measurements on violence against women, societal power gaps, unpaid work or even part-time employment.

**FURTHER READING:** What's next? Women's equality in Scotland 20 years after the Beijing Platform for Action (Engender); Gender quality and Scotland's constitutional futures (Engender); Making Progress? An assessment of public sector employers' compliance with the public sector equality duty (Close the Gap).

**SEE ALSO:** Care; Health; Media, Arts and Sport; Social Security; Violence Against Women.

<sup>1</sup> Close the Gap, (2016) *'Public Sector Equality Duty: Guidance for reporting on gender and employment, equal pay, and occupational segregation'*.

<sup>2</sup> Close the Gap, (2015) *'Making progress? An assessment of public sector employers' compliance with the public sector equality duty'*.

<sup>3</sup> For more information, see Scottish Government at: <https://beta.gov.scot/groups/equality-and-budget-advisory-group/>

<sup>4</sup> Scottish Government, (2016) *'Equality Statement: Scottish Draft Budget 2017-18'*.

<sup>5</sup> McKay, Ailsa, (2014) *'Counting on Marilyn Waring: new advances in feminist economics'*.

<sup>6</sup> European Institute for Gender Equality, (2017) *'Economic Benefits of Gender Equality in the EU'*.

<sup>7</sup> The European Institute for Gender Equality have produced a Gender Equality Index built around six core domains - work, money, knowledge, time, power and health – and two satellite domains: violence against women and intersecting inequalities. For more information see: <http://eige.europa.eu/gender-statistics/gender-equality-index>



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