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Presidenza del Consiglio dei Ministri  
Dipartimento per i Diritti e le Pari Opportunità

# Gender Equality in Local Economic Development in Scotland

Case Study for the  
International Project  
W. In D.  
Women in Development

Laura Polverari and Rona Michie



WOMEN  
IN DEVELOPMENT



"With the support of the European Union - Programme concerning the Community framework strategy on gender equality (2001-2005)"

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With support from the European Community – Programme relating to the Community Framework Strategy on Gender Equality (2001-2005). The information contained in this publication (or in other materials) does not necessarily reflect the position or opinion of the European Commission.

Case study report for the  
Italian Presidency of the Council of Ministers,  
Department for Rights and Equal Opportunities

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## Preface

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Local development processes are not neutral from a gender point of view. There is now some interesting theoretical and empirical evidence of a strong correlation between Local Development and Gender Equal Opportunities.

Numerous studies that have been carried out highlight the strong correlation between economic growth and female presence in the labour market. There are also many studies that emphasize the inefficiency in various contexts where discrimination and segregation hinder a better use of the resources to re-launch competitiveness of the local systems through men's as well as women's skills.

These correlations most certainly have two implications:

- (a) Equal opportunities improve local development;
- (b) Local development improves the female position in local contexts.

Such a hypothesis is not based, obviously, on an ethical principle (which would also have its relevancy), but on evidence of a very precise socio-economic nature. The literature leaves little doubt regarding the growing role of women in socio-economic growth processes, given the clear positive correlation between growth and equal

opportunities in the labour market. The countries with the highest growth rates and the highest levels of pro-capita income, also have the highest female participation in the labour market.

The cause-and-effect direction primarily goes from growth to gender equality since higher levels of development generally lead to higher levels of education, democracy and equality between men and women (Lofstrom, 2001), but there is also a positive relationship between gender equality and socio-economic growth. Greater female participation and employment imply greater current production, but also a greater future growth, because of the effects on the new generations (higher family income, greater investment in human capital and health). According to recent estimates (Olsson, 2000), the growth in participation of women in the labour market would explain, for the 20 years between 1980 and 1999, almost a fifth of the growth of the European GDP against a negative contribution from the male workforces. Even though this data could be an overestimation because of the greater concentration of women in part-time jobs and in sectors of smaller scale production (for example, in Public Administration), in all the European countries, an ever greater share of the wealth produced and social development is incontestably due to the contribution of women.

In a long-term perspective, the benefits to sup-

porting participation in female employment become clear even in terms of an increase in development levels given that, again from an economic perspective, some virtual circles become grafted and increase efficiency in resource use (Humphries, Rubery et al., 1999; Rubery et al., 1999).

When female employment grows, for example, family incomes grow with a positive impact on the collective demand and tax revenue. Another virtual circle is the tie between the growth in educational levels — and therefore the investment in human capital — and the growth in female participation in training courses. Or, the support of female participation in the labour market makes it possible to reduce the depreciation of investment in female human capital that emerges following an interruption in work activity for problems related to re-conciliation and/or problems of occupational and professional segregation of the female workforce. Again to give another example, the support to participation and female employment through re-conciliation policies insures, in the medium and long-term, adequate conditions for social reproduction, such as, for example those tied to the growth of future generations.

The benefit of Equal opportunity policies is also clear, both in the short and long-term, in the area that is most concerned with social development of a given territory because equality of the productive and reproductive conditions of men and women have a positive impact on the quality of life, increasing women's possibilities of choice; risks of poverty for the female population are reduced, working conditions of men and women and, more generally, life conditions are improved.

Support for the participation of women in active working life is therefore a form of investment in the female resource that has side effects for society on the whole and for its various components: there is a parallel improvement in life conditions of men and children. The attempts at analyzing the efficiency of Equal opportunity

policies conclude that this type of measure (Rubery et al., 1999) can be considered as a true factor in productivity.

The female world is a resource for Local development not only because it contributes to economic growth of the territory and its social reproduction, but also because it promotes and confirms alternative approaches to development. The experiences of micro credit for women enduring extreme conditions of backwardness and poverty in Southern areas of the world, though being distant experiences, are enlightening. In fact, the microcredit institutions recognize these women as carriers of a more valid and effective social promotion than men, finding one of the basic motives for it in their ties with their children and, therefore, with the future generations. Beyond the growth of female awareness, the effects of microcredit are reflected in the most varied environments of social and family life and emphasize women's great attention to the future: from educational and instructional choices of children (that favour education and oppose under-age labour) to planning procreation. Furthermore, the women show themselves to be more careful administrators than men regarding loans, apart from emphasizing, especially in some countries where there is strong pressure to emigrate, that there is less of a propensity to leave the country (Yunus, 2003).

The territorial and local dynamics confront each other with various expectations from the female world related to the configuration of the combination of productive and reproductive roles that women play in a given territory. These elements must be made known (and shared) in order to identify the possible solutions in terms of policy (and the participation of the territory in their definition).

The factors of the socio-economic context — therefore the local dimension — have a special influence in determining the choices and the participational behaviours of women, then of those of men.



If we take for granted the unequal distribution of care roles between men and women as data, it is impossible to ignore the differences in the female condition and problems of re-conciliation that they denote, for example, in urban and rural areas, both in support for participation and in a perspective of support for permanent employment. The elements that differentiate the female condition in the local dimension are related to a myriad of other environmental factors: from the economic vocation of a territory (industrial, tertiary, tourist, agricultural, specialized, etc.), to the cultural and relationship models of the community, from the available resources to redistribute care work, whether institutionalized (infancy services, large companies that more easily adopt reorganization models for work schedules, roots in the third sector and the spread of practices such as Time Banks) or other, (relationships with neighbours and exchange models, family structures and intergenerational solidarity) to policies on times and transport.

It is actually the context's relevancy in designing the terms by which women represent a resource for development that suggests that the local dimension is a resource for Equal opportunity policies.

In fact, in the first place, like the development policies, the Equal opportunity policies have a greater probability of meeting the needs for measures in as much as the more they are planned and implemented "close" the population that expresses the need, the better. In the second place, the local dimension facilitates that policy integration process that characterizes the essence of gender mainstreaming. The labour and training policies often have a greater possibility of being planned and implemented in synergy with other policies that support female inclusion in the labour

market, such as care policies (children, the elderly, the infirm), transport policies, scheduling policies and all those measures that have an impact on the quality of life and the safety both of the workplace, and more generally, the territory.

Finally, the Equal opportunity policies promoted at the local level have greater chances of involving the relevant actors (local authorities, enterprises, civil economy, management and labour, the population). The question of capacity building and mobilization of local stakeholders is furthermore a central element in the implementation of equality policies, and emphasizes the need to promote women in policymaking processes and at all decisional levels (empowerment), whether with the greater involvement of women in the decision-making places or the involvement of equality bodies and other women's organizations. At the same time, the equality organizations should be involved in networking processes both in terms of connection with other local actors as well as connection with other levels of government. This could also take place through "concertation"<sup>1</sup> tables that deal with this issues and/or protocols, for example, in the sphere of territorial pacts in order to provide openly for promotion and gender mainstreaming in the choices implemented to foster Local development (Campbell, 2003).

Unfortunately, although the world of women represents a resource for the territory and the local context, primarily when a medium to long-term perspective is adopted (Rubery, Fagan, 1999), this topic is rarely analyzed in its complexity and multidimensional nature, from the gender point of view. In this framework, a project such as W. In D., promoted by the Dipartimento per i Diritti e le Pari Opportunità (Italian Department for Rights and Equal Opportunities) of the Presidenza del

<sup>1</sup> For "concertation" we intend activities in order to involve main stakeholders and reach consensus on a specific issue.

Consiglio dei Ministri (Presidency of the Council of Ministers), seems important. The project's ambitious objective is, to define methodological steps for verifying the gender policies that contribute to Local development. This means, in other terms, verifying the hypothesis on the negative influence which occurs when the Equal opportunity principle is not applied in the local development of a territory and, vice versa, to which degree the lack of local development limits improvement in the position of women.

The little involvement of women in local development processes, and the minimal attention reserved for the gender principle in those same development policies, continue to be constant in most European countries. The issue is at the center of the *V Program of community action for equal opportunity between men and women* in the framework W. In D. was funded. The project goes from the conviction that it is necessary to promote a strong coordinated action at a European level to support these issues and make the necessary cultural change in order to concretely apply the gender mainstreaming principle in local socio-economic development processes.

The transnational partnership of the project was formed to include various cultural attitudes and various experiences in gender oriented equal opportunity throughout the European Union, as well as different organizational-institutional systems found in the Member Countries. The partnership structure of W. In D. is as follows:

- Promoter with the role of direction and coordination of the project activities:  
*Department for Rights and Equal Opportunities  
Presidency of the Council of Ministers, Italy*

- Transnational partners:

*European Policies Research Centre (EPRC)  
University of Strathclyde, UK*

*Institut de Govern i Polítiques Públiques (IGOP)  
University of Barcellona, Spain*

*National Commission for the Promotion of Equality (NCPE), Malta*

- National partner: *Institute for Social Research (IRS), Italy*

Including Spain and Italy in the project led to the “typical” problems of Mediterranean countries on topics of gender oriented equal opportunity, although they were part of two rather different political institutional contexts, especially in the area of administrative decentralization.

The Maltese partner allowed for a perspective on the experience of a small country that is still dealing with numerous problems in the sphere of equal opportunity. For this reason the recent entry into the European Union represents, at the same time, a challenge and a chance for rapid progress.

The Scottish partner, finally, guarantees the Anglo-Saxon perspective, characterized by a more advanced situation in gender equality terms and therefore working more on a gender mainstreaming approach and on a wider concept of equal opportunities, open to all forms of discrimination.

Through a comparative research action, the project produced an Intervention model and Guidelines for introducing and strengthening the equal opportunity principles in the local development processes. This tool is intended to meet a double need:

- to foster and consolidate local strategies that favour female participation in local development processes in the various local contexts;
- to define an integrated approach for fostering the inclusion of gender mainstreaming in local development processes, shared by all the project partners.

The intervention model was outlined starting with the results of the research and from the

solicitations and needs that emerged in the panels organized in each of the partner countries with the participation of institutional stakeholders, representatives of the socio-economic partnership, reference people of the best practices analyzed – and represented a first step for the definition of concrete methods and tools for promoting gender mainstreaming as a constituent element in the local development processes, as declined in the Guidelines.

This publication is one of the products of W. In D. listed below:

- Italian case study;
- Scottish case study;

- Spanish case study;
- Maltese case study;
- Final report of the comparative research study “*Strategies and experiences carried out in the local development processes at a European level*”;
- Model and Guidelines: “*A gender oriented local development model*”;
- Catalogue of best practices.

*Department for Rights and Equal Opportunities  
Italian Presidency of the Council of Ministers, Italy*

*IRS - Institute for Social Research, Italy*

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## 1. Introduction

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This report stems from research undertaken by Laura Polverari and Rona Michie of the European Policies Research Centre, University of Strathclyde (Glasgow) for the project “W.IN.D. - Women In Development”. The project deals with the identification and dissemination of effective ways to promote gender equality in local economic development.

Funded under the Fifth Community Action Programme for Gender Equality and led by the Italian Department for Equal Opportunities and Human Rights, the study entails comparative analysis of four international case studies – on Italy, Malta, Cataluña and Scotland – with the aim of identifying good practice examples and drawing comparative lessons for future action in this area.

As one of the partners of the research consortium, EPRC was in charge of the elaboration of a case study on Scotland to identify and analyse: (i) practical experiences with strategies to support the participation of women in local development processes, and (ii) practical experiences with strategies to support the introduction of the principle of gender mainstreaming into local development processes.

The case study entailed a mix of desk- and field-research, conducted in the period January-March 2007, namely:

- preliminary desk-research on the gender equality issue in Scotland;
- preliminary desk-research on Scottish policies for gender equality;
- preliminary desk-research on projects implemented in Scotland for the support of women’s participation in local development processes and of gender mainstreaming into local development processes;
- the selection, mainly through desk-research, of good practice examples for field investigation;
- the undertaking of seven face-to-face interviews with officers from the organisations responsible for the selected projects; and,
- the drafting of the present case study report, inclusive of preliminary conclusions and recommendations.

The content of the case study was finalised after a workshop with representatives from the case study projects and other Scottish organisations involved in gender equality, including representatives from: the Scottish Executive Equality Unit, Equal Opportunities Commission Scotland, Fitzgerald Associates and others. The research team would like to thank all those who

participated in the research. The report's content, however, is the responsibility of the authors alone.

The research has been conducted according to the project's research protocol formulated by IRS and agreed at the project's first Steering Committee (October 2006) and in line with the

University of Strathclyde code of practice on research ethics

(<http://www.mis.strath.ac.uk/Secretariat/pdf/Code%20of%20Practice%20-%202005.pdf>). Any sensitive information obtained from interviews has been treated in the utmost confidence and has not been quoted.

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## 2.

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# Setting the context: Equal opportunities in Scotland

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### 2.1 The equality issue in Scotland<sup>1</sup>

In Scotland, there are marked gender differences in life expectancy, with women now living longer than men, and, as a result, constituting a larger part of the population. In 2006, almost 52 percent of Scotland's population were women. This has important implications for economic development policy, and there is an important trend of increasing economic activity among older women (aged 50-59).

However, significant and persistent gender inequalities still exist in Scotland. In general, women have: less access than men to income, earnings, pensions and material resources; less access to time that is their own and not spent caring for other people or on paid or unpaid work; less access to political power and decision-making; and they have a one in five chance of experiencing domestic abuse during their lives. The following paragraphs discuss in brief the

situation of women in Scotland with respect to: population; labour market; earnings and income; entrepreneurship; education; power and decision-making; and, family ties and domestic abuse.

#### 2.1.1 Population

At the date of 30 June 2006, the total Scottish population was of 5,116,900, 51.7 percent of which female (2,647,493). In the year to June 2006 Scottish population rose by around 22,100 people, largely as a result of net in-migration (58.7 percent from other countries and 41.2 percent from within the UK).<sup>2</sup> In the full calendar year moreover, births exceeded deaths by about 600 units, which marked a positive birth rate for the first time in twelve years.<sup>3</sup> Overall, in the last ten years, female population has remained almost stable (with an increase of 2,323 units), while male population has increased of over 22,000 units, (22,387), for an overall increase (male and female) of just under 25,000 units (24,710; see Figure 1 below<sup>4</sup>).

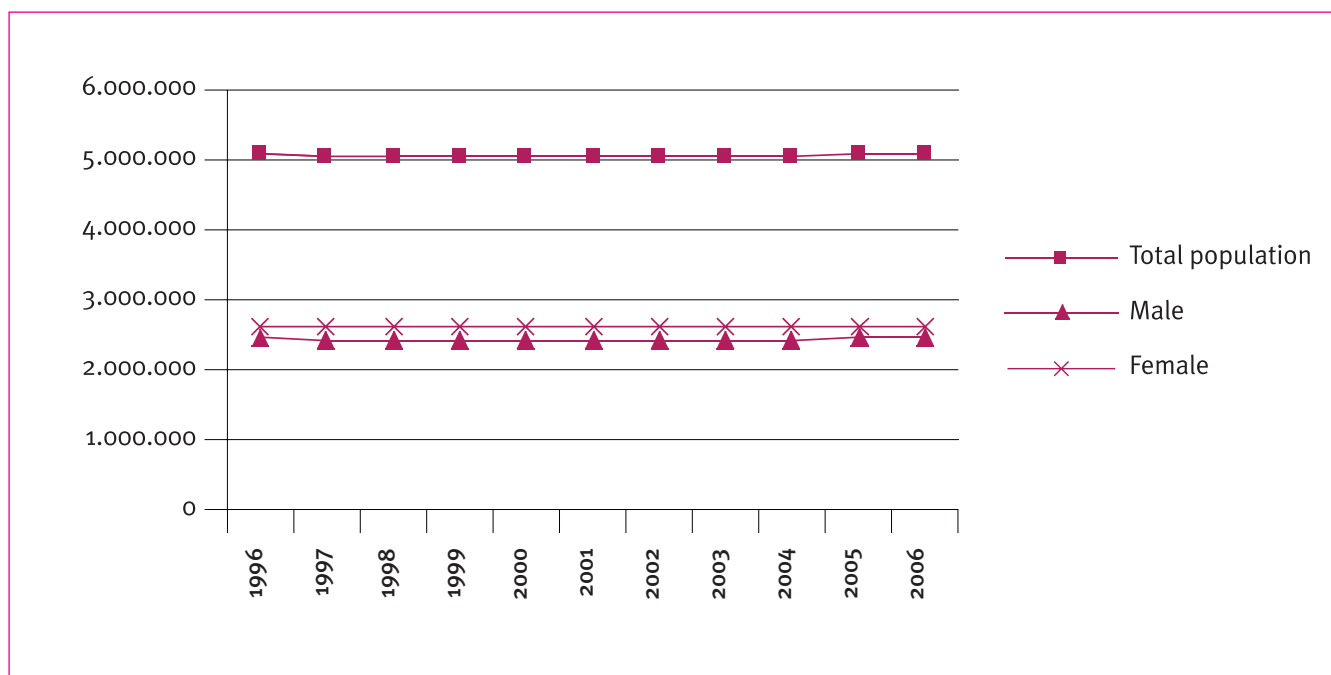
<sup>1</sup> This section was developed using the following main sources: General Register Office for Scotland, *Mid-2006 Population Estimates Scotland Historical Time Series Tables*, first published 27 April 2007, revised 27 July 2007; General Register Office for Scotland (2007), *Scotland's Population 2006. Annual Review 2006 of demographic trends*, first publishes 27 July 2007; Scottish Executive (2006) *High Level Summary of Equality Statistics. Key Trends for Scotland*, Scottish Executive National Statistics Publication; Strategic Group on Women (2003) *Improving the Position of Women in Scotland: An Agenda for Action*. Report to the Scottish Executive; Scottish Enterprise and Highlands and Islands Enterprise (2005) *Sharpening the Focus on Women's Enterprise in Scotland*, Scottish Enterprise and Highlands and Islands Enterprise; Rosemarie McIlwhan (2006) *Public Policy Scottish Statistics Desktop Research*, Equal Opportunities Commission.

<sup>2</sup> <http://www.gro-scotland.gov.uk/press/2007-news/the-rgs-review-of-scotlands-population.html>.

<sup>3</sup> <http://www.gro-scotland.gov.uk/press/2007-news/the-rgs-review-of-scotlands-population.html>.

<sup>4</sup> It should be noted that from 1996 to 2002 the Scottish population declined steadily and started to grow, at first slowly, only in 2003.

FIGURE 1  
Total, male and female population in Scotland (1996-2006)



Source: General Register Office for Scotland, *Mid-2006 Population Estimates Scotland Historical Time Series Tables*, first published 27 April 2007, revised 27 July 2007, <http://www.gro-scotland.gov.uk/statistics/publications-and-data/population-estimates/mid-2006-population-estimates-scotland/index.html>.

Life expectancy in 2007 is estimated to be of 79.9 years for females and 75.1 years for males. Both values have increased over time (only ten years before they were of 78.1 and 72.6 respectively), but are still below both the UK and EU averages. Male life expectancy is one year lower and female life expectancy is two years lower than the EU25 average, and both are about 4 years lower than the best performing EU countries.<sup>5</sup> The average number of children per woman in Scotland in 2006 was of 1.67, a fertility rate lower than the rest of the UK<sup>6</sup> but higher to ten years before (1.56). The average mother's age at childbirth in 2006 was of 29.5, also higher than in past years. Almost half of all births – 48 percent - were recorded amongst non married parents (compared to a value of 36 percent in 1996).<sup>7</sup>

### 2.1.2 Labour market

Since the 1980s, women's employment has benefited from the decline of manufacturing and the emergence of the services sector, bringing with it a more flexible labour market and part-time work. As elsewhere, however, male employment rate is higher in Scotland than the female employment rate. In the period May-July 2006, 72 percent of women in employment age were employed, compared to 77.8 percent of males. In the same period, female activity rate reached 75.8 percent (against a male activity rate of 82.5 percent).<sup>8</sup> Both female employment and economic activity rates have improved significantly over the years. The female employment rate has risen to the current 72 percent from 67.5 percent in 1999. Equally, activity rates for women in Scotland have

<sup>5</sup> General Register Office for Scotland (2007), *Scotland' Population 2006. Annual Review 2006 of demographic trends*, first publishes 27 July 2007, p. 3, <http://www.gro-scotland.gov.uk/statistics/publications-and-data/annual-report-publications/rgs-annual-review-2006/index.html>.

<sup>6</sup> In England, Wales and Northern Ireland, the fertility rate in 2006 was of respectively: 1.87, 1.84 and 1.95, General Register Office for Scotland (2007), *Op. Cit.*.

<sup>7</sup> <http://www.gro-scotland.gov.uk/press/2007-news/the-rgs-review-of-scotlands-population.html>.

<sup>8</sup> National Statistics (2006), *First Release. Labour Market Statistics. September 2006: Scotland*, 13 September 2006, <http://www.statistics.gov.uk/pdfdir/lmsscoto906.pdf>.



increased dramatically from 1999 to 2004 (by 21.1 percent, as opposed to 13.3 percent for men). Despite the improvements, women's activity and employment rates remain in the period May-July 2006 more than five percentage points lower than for men 2006 (although the gap has narrowed since 1999), with a differential of 6.7 percent in activity rates and of 5.8 percent in employment rates.<sup>9</sup>

Amongst those in employment, furthermore, significant gender differences emerge when considering the proportion of full-time and part-time employment: the 2006 full-time male employment rate is markedly higher than the female corresponding rate (71 percent to 43 percent). Conversely, the 2006 part-time employment rate is markedly higher for women (28 percent) than for men (7 percent).<sup>10</sup> These data show that fewer women are employed, and, when in work, women are disproportionately represented in part-time jobs (and also low paid jobs as will be seen below).

### 2.1.3 Earnings and income

In Scotland there is still a considerable gender pay gap. In 2006, the mean hourly pay rate for adults in full-time employment in Scotland was 14 percent lower for women than men; women in part-time employment earned 12 percent less than men in part-time employment (mean hourly pay rate for adults in part-time employment)<sup>11</sup> and circa 35 percent than men in full time employment<sup>12</sup>. The pay gap for full-time employment has narrowed over recent years (from 19 percent in 1999 and 18 percent in 2003), against an increase in the mean hourly pay gap for part-

time work (from 1 percent in 1999 to 12 percent in 2006).<sup>13</sup> According the recent estimates by the Equal Opportunities Commission Scotland, twenty years will be needed to eliminate the full-time pay gap and further ten years to abolish the part-time pay gap.<sup>14</sup>

Having an incidence on the pay gap is also the persisting occupational segregation, for example, female teachers outnumber male teachers by a ratio of 2.9:1 (2004/5 data).<sup>15</sup> An indication of the degree of gender segregation can be obtained by looking at the Modern Apprenticeship scheme: only 1.5 percent of modern apprentices in the childcare field are male, whereas a mere 2.4 percent of the apprentices in the field of engineering are female.<sup>16</sup>

If one considers overall income (that is the income resulting from earnings but also other sources, such as pensions, investments, benefits etc.), in the combined years 2003/04-2004/05 the male median net individual income was 49 percent higher than that of females.<sup>17</sup>

### 2.1.4 Entrepreneurship<sup>18</sup>

Women are underrepresented in comparison to men in running businesses in Scotland, whether in self-employment, partnerships or limited companies. The number of self-employed women in Scotland increased by more than a third between 1991 and 2001; however, the proportion of economically active women who are self-employed remains below the equivalent figure for men (6:14 percent). Fewer women are self-employed in Scotland than in England or Wales, and only the North East of England has a lower

9 Scottish Executive (2006) *High Level Summary of Equality Statistics. Key Trends for Scotland*, Scottish Executive National Statistics Publication, p. 55, 60.

10 Scottish Executive (2006) *Op. Cit.*, p.60.

11 *Ibid*, p. 62-64.

12 Equal Opportunities Commission Scotland (2007), *Gender Agenda for Scotland. Completing the revolution: the leading indicators*, [http://www.eoc.org.uk/PDF/Gender\\_Equality\\_Index\\_Scotland.pdf](http://www.eoc.org.uk/PDF/Gender_Equality_Index_Scotland.pdf), p. 4.

13 Scottish Executive (2006) *Op. Cit.*, p. 62-64.

14 Equal Opportunities Commission Scotland (2007), *Op. Cit.*, p.4.

15 Scottish Executive (2006) *Op. Cit.*, p. 132.

16 Equal Opportunities Commission Scotland (2007), *Op. Cit.*, p. 4.

17 Scottish Executive (2006) *Op. Cit.*, p. 259.

18 Strategic Group on Women (2003) *Improving the Position of Women in Scotland: An Agenda for Action*, Report to the Scottish Executive, pp. 13-16.

proportion of self-employed women than Scotland. However, women's self-employment has been growing quicker in Scotland than elsewhere in the UK outwith London and the South East. Women's entrepreneurship remains concentrated in traditional female sectors, and the majority of women-led businesses are small, with about half operating part-time.

On average, businesses set up by women grow less, and women tend to set up businesses in sectors with low entry costs. Women's businesses in Scotland are less likely to seek finance than businesses led by men in Scotland, and businesses led by men or women in the rest of the UK. Among potential women entrepreneurs in Scotland, more women than men believe they have no skills in selling, finance or IT.

### 2.1.5 Education

In education, girls are performing better than boys, with more female students attaining 5 or more Standard Grades at credit level (2004/05 data).<sup>19</sup> In higher education, female students have outnumbered male students since 1996-97 (and the gap is increasing), with female students accounting for 57 percent for all higher education students in 2004-05. However, there are still significant differences between genders in the subjects studied which in turn feeds occupational segregation. In 2003-04, 89 percent of graduates from engineering and technology, 76 percent of graduates from mathematical sciences and 75 percent of graduates from architecture were men. Conversely, 84 percent from allied medicine, 73 percent from education, 72 percent from languages, 71 percent from social studies and 69

percent from the creative arts were women. There has been no change in this bias over the last ten years.<sup>20</sup> Furthermore, women graduates in Scotland earn 15 percent less than men within five years of graduating.

### 2.1.6 Political power and decision-making

Women are under-represented at decision-making level in the public and private sectors. In the current Scottish Parliament, women represent 34.1 percent of the MSPs (44<sup>21</sup> over a total of 129, a lower proportion than in the previous Parliament where women MSPs made up 39.5 percent of the assembly<sup>22</sup>). Representation at local government level is much lower, at 21.6 percent (and this figure has not changed over the last ten years)<sup>23</sup>. In the Scottish Executive, women Ministers make up 31.25 percent of the cabinet (5 over a total of 16).<sup>24</sup> At Westminster, women make up only 15 percent of MPs representing Scottish constituencies.<sup>25</sup> In the workplace, nearly 70 percent of managers and administrators are men, while 74 percent of clerical and secretarial workers are women.<sup>26</sup>

### 2.1.7 Family ties and domestic abuse

In Scotland, women are the primary carers for the elderly, disabled adults and children. 62 percent of people providing unpaid care for elderly or disabled adults in Scotland are women.<sup>27</sup> Furthermore, women make up 90 percent of lone parent households<sup>28</sup>, which makes their position weak in the labour market and women's households particularly vulnerable to poverty. Still to date, women spend 78 percent more time than men in doing housework.<sup>29</sup>

<sup>19</sup> Scottish Executive (2006) *Op. Cit.*, p. 124.

<sup>20</sup> *Ibid.*, p. 103, 109.

<sup>21</sup> The Scottish Parliament (2007) *Scottish Parliament Factsheet. Female MSPs Session 3*, 31 August 2007.

<sup>22</sup> Strategic Group on Women (2003) *Improving the Position of Women in Scotland: An Agenda for Action*. Report to the Scottish Executive, p. 23.

<sup>23</sup> Electoral Reform Society (2007) *Women on Scottish Councils and the impact of STV*, <http://www.electoral-reform.org.uk/downloads/Women%20on%20Scottish%20Councils%20.pdf>.

<sup>24</sup> <http://www.scotland.gov.uk/About/14944/Scottish-Cabinet>.

<sup>25</sup> Strategic Group on Women (2003), *Op. Cit.*, p. 23.

<sup>26</sup> *Ibid.*

<sup>27</sup> *Ibid.*, p. 45.

<sup>28</sup> *Ibid.*, p. 47.

<sup>29</sup> <http://www.eoc.org.uk/Default.aspx?page=20559>.

Women in Scotland are the main victims of domestic abuse. In 2005/06, police recorded 45,796 incidents of domestic abuse: women were the victim in 86.1 percent of the cases. 85.3 percent of the cases were incidents where the victim was female and the perpetrator male.<sup>30</sup>

## 2.2 Economic development policy in Scotland – the framework for local development

In Scotland, the Scottish Executive's *Framework for Economic Development in Scotland* (FEDs) published in 2000, is the major reference for economic development policy<sup>31</sup>. A central objective is the enhancement of productivity, in which the Executive's role is mainly to facilitate the ability of the private sector to drive Scottish growth by supporting the development of economic infrastructure, addressing market failures in enterprise growth and promoting social and regional development and sustainability. However, in regional policy terms, the strategy places a priority on regional development, principally out of equity considerations. Three regional objectives are underlined within the Framework: achieving balanced economic development; taking forward the objective to maintain and foster the wide range of communities throughout Scotland; and influencing migration trends, particularly of young skilled people leaving Scotland.

Scottish Enterprise and Highlands and Islands Enterprise are the key economic development agencies in Scotland. At the local level Scottish Enterprise and Highlands and Islands Enterprise operate through a network of Local Enterprise

Companies (LECs). There are 12 in the Scottish Enterprise area and 10 in the Highlands and Islands Enterprise area. Within the framework of FEDs, A *Smart, Successful Scotland* (SSS), updated in 2004, was developed initially to give strategic direction to the enterprise networks, although it has since gained wider acceptance and endorsement as an overall enterprise strategy for the country.<sup>32</sup> In addition, Highlands and Islands Enterprise has its own (regionalised) version of SSS (A Smart, Successful Highlands and Islands, updated in 2005).

A new *Regeneration Policy Statement* was launched in 2006<sup>33</sup>. Although local authorities are recognised by the Scottish Executive as being the key strategic players in regeneration activity in Scotland, the Executive would like to take an increased and more strategic role in this area. This will include: bringing together private and public sector players to maximise the impact of their activities and investment in specific places; focusing efforts on a small number of strategic geographic priorities; tackling land and property issues which can inhibit regeneration; and ensuring a joined-up approach. One aspect of the new approach is the use of Regeneration Outcome Agreements as the foundation for effective joint working on regeneration by Community Planning Partnerships.

At local level, there are 32 directly elected local authorities (Councils) in Scotland which provide local services and receive a large part of their funding from the Scottish Executive. The Councils are active in the fields of local economic development and regeneration, often working in partnership with agencies in the public, private, community and voluntary sectors.

<sup>30</sup> Scottish Executive (2006) *High Level Summary of Equality Statistics. Key Trends for Scotland*, Scottish Executive National Statistics Publication, p. 220.

<sup>31</sup> Scottish Executive (2000) *The Way Forward - Framework for Economic Development*, <http://www.scotland.gov.uk/Resource/Doc/158281/0042858.pdf>.

<sup>32</sup> Scottish Executive (2001) *A Smart Successful Scotland. Ambitions for the Enterprise Networks*, <http://www.scotland.gov.uk/Resource/Doc/158455/0042945.pdf>

<sup>33</sup> Scottish Executive (2006), *People and Place. Regeneration Policy Statement*, <http://www.scotland.gov.uk/Resource/Doc/127488/0030542.pdf>.

## 2.3 Local development and gender in Scotland

Since 1999, Scotland has its own Parliament and Government (the Scottish Executive) with competence over a wide range of matters, including economic development. The power to legislate on equal opportunities is, however, reserved to the UK Parliament (although the 1998 Scotland Act gave the Scottish Parliament power to encourage equal opportunities, particularly the observing of the equal opportunities requirements. It also has power to impose duties on Scottish public authorities and cross border public bodies operating in Scotland).

In the new, devolved institutional framework, equality featured at the top of the agenda. For example, in November 2000 the Scottish Executive launched its Equality Strategy and established an Equality Unit. At present such Unit includes a specific team that focuses on progressing gender equality: the Gender & Mainstreaming Equality Team. Similarly, the Scottish Parliament has a standing Equal Opportunities Committee which has promoted the integration of a gender perspective in a range of policies (education, health, domestic violence, childcare, free personal care for older people etc.).<sup>34</sup> Women's representation in the Parliament has increased from 37 percent in the first elections of 2000, to 39.5 percent in 2003,<sup>35</sup> but only to go down to 34.1 percent in the recent, 2007 elections.<sup>36</sup>

Scottish gender equality policies, albeit in practice more progressive than those of other parts of the UK, are underpinned by UK legislation. Gender equality has been part of British public policy since the early seventies, when the *Equal Pay Act* (1970)

and the *Sex Discrimination Act* (1975) were introduced. Since then, the most important legislative development in this field took place in 2006 with the approval of an *Equality Act*.<sup>37</sup> With respect to gender equality, this Act amends the 1975 Sex Discrimination Act, placing a statutory duty on all public authorities to pay due regard to, in the undertaking of their functions, the need to eliminate unlawful discrimination and harassment, and to promote the equality of opportunity between men and women.<sup>38</sup> This is now known as the "Gender Equality Duty" (GED) which came into force across Great Britain on 6 April 2007.

The Equality Act introduced provisions to tackle discrimination on a plurality of levels. On the one hand, it introduced new requirements to eliminate discrimination based on religion or other beliefs, on sexual orientation, on gender and on disability; and, on the other, it reformed the institutional arrangements in place for the promotion of non-discrimination policies, by dissolving the Equal Opportunities Commission, the Commission for Racial Equality and the Disability Rights Commission and attributing their functions to a single Commission, the Commission for Equality and Human Rights.<sup>39</sup>

With specific reference to gender equality, the rationale for the introduction of the Gender Equality Duty was based on the fact that even thirty years after the introduction of the Sex Discrimination Act, women across the UK experience varied forms of discrimination and gender inequality persists. One of the reasons for this was believed to be the difficulty of enforcing the Sex Discrimination Act, which was based on the rights of individuals not to be discriminated against. For this reason, the Gender Equality Duty

<sup>34</sup> Strategic Group on Women (2003) *Improving the position of women in Scotland: an agenda for action*, November 2003, p. 27. The report also notices that the first Act that was put forward by a Parliamentary Committee in the Scottish Parliament was the 2001 Protection from Abuse (Scotland) Act, which includes measures to protect women from the violence of partners and former partners.

<sup>35</sup> *Ibid.*

<sup>36</sup> The Scottish Parliament (2007) *Scottish Parliament Factsheet. Female MSPs Session 3*, 31 August 2007.

<sup>37</sup> [http://www.opsi.gov.uk/ACTS/acts2006/ukpga\\_20060003\\_en.pdf](http://www.opsi.gov.uk/ACTS/acts2006/ukpga_20060003_en.pdf).

<sup>38</sup> EOC (2006) *Gender Equality Duty Draft Code of Practice. Scotland*, February 2006, p. 5.

<sup>39</sup> <http://www.cehr.org.uk/>.

reverses the perspective, by imposing “the onus on organisations to promote equality, rather than on individuals to highlight discrimination”<sup>40</sup>. In practice, the Duty outlines a set of duties - a general duty to advance gender equality that applies to *all* public authorities, and a set of what are called “specific duties” (i.e. more detailed requirements) which are incumbent on listed public authorities to enable them to better perform the general duty.<sup>41</sup>

The general duty applies to *all* public authorities and to private actors in charge of the delivery of public services. These are required “to identify and tackle discrimination, to prevent harassment, and to ensure that their work promotes equality between men and women”<sup>42</sup>. It is enforced by judicial review and by the Commission for Equality and Human Rights which will have the power to issue compliance notices to public authorities found to be in breach of the Duty and to take these to court.

The specific duties - imposed on Scottish public authorities (i.e. those that are devolved) by Scottish Ministers through secondary legislation - are slightly different than those specific duties imposed on similar bodies in England, Wales and GB-wide bodies. In Scotland, devolved public authorities with more than 150 full time staff or equivalent are required to publish an equal pay statement and to report on that statement every three years (including issues such as promotion,

rewards and segregation). In addition, Scottish Ministers are subject to a duty to set out “priority areas” for the progression of equality of opportunity between women and men. The other specific duties that are required for listed authorities in Scotland are very similar to those incumbent on GB, English and Welsh bodies and include the requirement to: (i) publish a gender equality scheme with the identification of the specific gender equality goals and actions to meet them; (ii) monitor and review of progress towards these goals; (iii) review the scheme (every three years); (iv) undertake gender impact assessment for all new legislation and new policy developments.<sup>43</sup>

Public authorities are guided by what is called a Scottish Code of Practice that was developed in a consultative process by the Equal Opportunities Commission Scotland (with the involvement of an Advisory Board and consultations in Glasgow, Dundee, Edinburgh and Inverness). This statutory Code provides practical guidance to public authorities on how to meet their legal requirements under the Gender Equality Duty. The key milestones in the implementation of the Duty in Scotland are: listed public sector bodies will have to produce their Gender Equality Scheme by 29 June 2007; all organisations with more than 150 staff will have to publish their Equal Pay Statement by 28 September 2007; and Scottish Ministers will have to report on progress in the “priority areas” in 2010.

<sup>40</sup> <http://www.eoc.org.uk/Default.aspx?page=18302&theme=print>. It should be noted that there are also similar duties with respect to race and disability (race and disability are not covered by the Equality Act; these duties were set out through separate pieces of legislation).

<sup>41</sup> R. Fitzgerald and A. McKay (2006) *Gender equality and work in Scotland: A review of the evidence base and the salient issues*. Final report, May 2006, 3.

<sup>42</sup> EOC (2006) Gender Equality Duty Draft Code of Practice. Scotland, February 2006, p. 6.

<sup>43</sup> *Ibid*, p. 7.



### 3.

## Analysis of good practice examples

This section of the report deals with the illustration of the seven good practice examples analysed in detail through field-research. After an initial desk-research scrutiny of possible case study projects, the following were selected for in depth analysis:

- *Close the Gap*, an Equal co-funded partnership whose work has focused on raising awareness on the gender pay gap and on promoting positive action to reduce it;
- *The Women's Fund for Scotland*, a Fund providing grants for projects that empower women and improve the lives of Scottish women and girls;
- *Engendering Policy*, an Equal co-funded project in South Lanarkshire whose goal is to sensitise local regeneration policy to gender issues;
- *Advancing Women's Employability* (AWE), another Equal co-funded project focusing on the employability of older women;
- *Work-Life Balance* (WLB), an Equal co-funded initiative centred on the understanding and awareness-raising of the benefits of flexible working patterns in micro and small and medium-sized firms;
- *Women into Business* (WiB), an umbrella

project managed by Scottish Enterprise (the Scottish economic development agency) to support women start-ups and to improve the growth potential of female-led businesses; and,

- *Women into Enterprise* (WiE), a project run by Glasgow City Council and co-funded by the 2000-06 Western Scotland Objective 2 SPD, to support women to create or expand a business with innovation and growth potential.

The chosen projects were selected to represent a wide range of experiences across Scotland and are diverse in terms of scope (mainstreaming or direct support to women's involvement in local economic development); funding sources (domestic or European); territorial focus (Scottish or local/focused), as illustrated in Table 1 below. The projects are also very diverse with respect to their goals, beneficiaries and implementation approaches, as will emerge from the analysis of each good practice. The heterogeneity of the selected projects is intended to be representative of the wide range of instruments that exists in Scotland for the support of equality between women and men, and, more specifically, for the integration of women in local development.

The description of each project or programme in the sections which follow is structured as follows:

- History and resources

TABLE 1  
Good practice examples

Project name		Type of project		Funding		Territorial Focus	
	Mainstreaming	Mixed/ Intermediate	Direct Support for Women's involvement in Local Dev.t	Domestic	Domestic & European	National	Local or Focussed
Close the gap					Equal C I		
Women's Fund							
Engendering policy					Equal C I		
Advancing Women's Employability					Equal C I		
Work-Life Balance					Equal C I		
Women into Business							
Women into Enterprise					Objective 2		

- Objectives, beneficiaries and territorial coverage
- Operational aspects
- Quantitative and qualitative results
- Lessons learned, elements of innovation and transferability.

development of the project stemmed from awareness of how significant the pay gap is throughout Scotland and of how detrimental it is not just to women but to the economy and the society as a whole. Box 1 synthesises some of the main issues around the gender pay gap in Scotland.

After this period, the Scottish Executive decided to continue to support the project by funding costs for staff and overheads. Additional funding was also obtained from Scottish Enterprise and the EOC. The STUC contributes in terms of work.

### 3.1 Close the gap

#### 3.1.1 History of the project and resources

The project started from work at the University of the Highlands and Islands on the pay gap in the region. This institution then became the lead partner of the Equal Development Partnership "Close the Gap" (CtG). Other partners were the Scottish Trades Union Congress (STUC), the Equal Opportunities Commission (EOC), the Scottish Executive, Scottish Enterprise, Highlands and Islands Enterprise and Fair Play (a gender equality network). The project development phase took place in 2001, and the project ran from 2002 to the end of 2005, with funding from the Equal CI. The

The project can be divided into several distinct phases:

- Phase I ran over the period 2001-2005, with funding from the Equal CI;
- Phase II ran over the period from the start of 2006 to the end of 2007, with funding from several partners (but not all the partners that were in Phase I, rather only the Scottish Executive, Scottish Enterprise, EOC and STUC);
- There might be a Phase III, but this will be decided only after the forthcoming Scottish Parliament elections in May 2007.

BOX 1

The gender pay gap in Scotland

Based on 2006 figures, there is in Scotland a 14 percent gap between men's and women's full-time hourly rates, and a 35 percent gap when one compares women's part time hourly rate to men's full time hourly rates. This is one of the causes of women and children's higher levels of poverty, of women's poverty after they retire, and it also impacts on household earnings more generally. At the roots of this pay gap are the following main factors:

- *Discrimination* - pay systems often discriminate against women by paying them less for work that is the same, similar or of the same value as that of male colleagues. The way reward policies are implemented (e.g. bonuses, performance related awards etc.); the access to training opportunities and to high-paid shift or overtime work; the ways in which job evaluation schemes are handled are further factors that contribute to pay discrimination.
- *Job segregation* – the clustering of women in jobs perceived as “female occupations” and that are also lower paid jobs (e.g. nursing, caring, clerical, cleaning, catering, retail) contributes to the lower earnings of women compared to men.
- *The Glass Ceiling* – women are less likely than men to access senior level positions within organisations. This is due to stereotypical assumptions about women's capacities; to organisational cultures that typically reward male attitudes; and, to the rigidity of working arrangements especially at senior levels (e.g. long-hours, ‘presenteeism’, attendance to corporate social functions etc.) that penalise women since they need to balance work and family responsibilities.
- *Caring responsibilities* – women often bear the burden of family responsibilities, by looking after children, the elderly, the sick and the disabled in the family. The rigidity of current employment systems often induces women to opt for part-time work which both in the short and long term ends up lowering their pay and pension prospects (even if they return to full-time work).

Source: <http://www.closesthegap.org.uk/>

### 3.1.2 Objectives, beneficiaries and territorial coverage

The project has the key objective of raising awareness of the pay gap existing in Scotland, to provide support for the steps that can be taken to improve the situation, and to promote positive action to narrow the pay gap. In both Phases I and II, the project worked with those who have the capacity to influence the pay gap (i.e. employers, policy-makers, economic development agencies)

and with those who are on the recipient side of the pay gap (trade unions). For the latter, however, the decision was taken not to work with individuals, on single cases, as this would go beyond the scope of the project and make the work unmanageable<sup>44</sup>. CtG has works with three main types of actors: private companies, trade unions and the public sector, with a range of different activities designed to have a positive impact on the gender pay gap.

<sup>44</sup> In addition, the project partners are not lawyers and they would need very detailed legal knowledge to handle case work, which would be likely to be context/sector specific etc.



### 3.1.3 Operational aspects

The project has entailed a very wide spectrum of activities. Generally, Phase I was more devoted to the development of methodologies to address the pay gap, whereas Phase II was more focused on the activities that had worked well in Phase I.

In more detail, the activities carried out in Phase I included:

- The delivery of training for Scottish Enterprise staff to look at issues of job segregation, for example for career advisors within the Enterprise network (who tend to work with schools 14 year olds and older women returning to work);
- The development of the project's website (<http://www.closesthegap.org.uk/default.asp>) and the launch of a high profile advertising campaign, called "What century is this?";
- The development of tools for employers and trade union representatives such as:
  - A guide for employers on pay review, the "Equal Pay Review Kit" produced in 2002; a specific guide for small businesses "Equal Pay, Fair Pay" produced in 2003; and, in 2005, a workbook on how to compare jobs, "Different but Equal. Equal Value: a guide to comparing jobs".
  - A toolkit for trade union representatives "Bargaining for Equal Pay" produced in 2005. As a lot of trade union representatives lack a legal background, the toolkit provides simple, clear guidance on the legislation, on how to identify discrimination, on how to carry out equal pay reviews and job evaluations, and on how to bargain for equal pay. The toolkit includes a checklist for negotiators and sample letters to employers.
  - A toolkit for Higher Education and Further Education student officers. The Student Union expressed interest in running an Equal
- Pay campaign on campuses. For this purpose a guide was developed in 2005 for student officers to explain what the gender pay gap consists of, how it affects students and how to plan and conduct an awareness raising campaign on campus.

These guides and toolkits are all available from the CtG website.

- The development of a number of case studies;
  - Research on the pay gap in the Highlands & Islands. This specific piece of research was carried out because of the more rural setting of this region and the need to understand the specific issues that contribute, in this environment, to the pay gap as well as the appropriate policy responses (all of which are different than in Lowland Scotland);
  - The delivery of different types of training:
    - Undergraduate and post-graduate modules for students in higher and further education;
    - The creation of on-line training modules for Scottish Enterprise staff, that can be accessed in a flexible way (although the training was not made compulsory); and
    - The development of various week-end schools in all parts of Scotland for trade union representatives. Overall c. 100 people were trained all over Scotland with 12-15 persons participating in each event;
  - The provision of yearly up-dates on legal changes, case law, examples of good practice etc. for TU representatives (which are commissioned from specialist lawyers).
- In Phase II there has been more focus on key priority areas, with activities such as:
- Work with selected large private sector organisations, especially in the finance sector

(which on a UK-wide level represents the highest pay gap);

- Further work with higher and further education institutions, especially in terms of providing capacity building and support to pay review and grading work by human resources staff;
- Continued work with SMEs (which are a major employer on aggregate in Scotland) and with trade unions;
- The pilot of the Equal Value Guide in SMEs and the future development of further training and guidance to assist SMEs to structure their pay in an EO-orientated manner;
- And, finally, the commissioning of a study to address the relationship between gender equality and profit for firms. This is in response to the fact that in recent years there has been an increasing shift in the understanding of equal opportunities from a social justice perspective to a more economic perspective, by linking equal opportunities with productivity and profit considerations. However, the evidence-base of this is still weak. For this reason, CtG commissioned a focused study from the Employment Research Institute at Napier University. This research, which has been recently completed, has led to a position paper by CtG which is currently in the process of being finalised.

### **3.1.4 Quantitative and qualitative results**

**D**uring Phase I, there was a range of targets established relating to the activities outlined above, and these were achieved. However these targets related more to the outputs realised than to the actual impacts achieved. It is probably too early to assess impacts and, as much of the CtG programme deals with wider social and cultural changes, it would be very difficult to measure the impact made at this level. Nonetheless, there is a lot of anecdotal evidence that the various activities carried out have had positive impacts vis-à-vis the objectives of CtG.

From the point of view of the beneficiaries of the project, various examples suggest that the activities carried out were valuable. For example, the feedback received from TU representatives on the training received through the week-end schools has been extremely positive. Participants who were since involved in pay bargaining in their respective institutions have reported to have used the knowledge gained through the training. Another example relates to the yearly up-dates on legal changes, case law, examples of good practice etc. for TU representatives, which were also deemed extremely valuable: TU representatives not just often lack a legal background but also the time to follow all developments in the legislation. Additionally, if they have questions, the CtG refers them to lawyers and specialists who can answer case-specific queries. The training for Scottish Enterprise Career Advisors was also considered to have been beneficial, because the advisors felt that job segregation was an issue, but yet that their job was not about influencing people about their choices. The training stimulated them to become more proactive in suggesting choices that go beyond the careers traditionally considered apt for women and men.

From a project perspective, one of the main positive outcomes has been that of building a close relationship between the partners involved in the project. At the beginning, the partners took some time to coalesce. They were coming into the project from different perspectives – for example Scottish Enterprise had a more economic angle, STUC and the EOC a more social justice viewpoint - but the project allowed them to reach a better mutual understanding. A tangible example of this is that in 2005 when the publicity campaign was launched, it was possible to issue a joint press release. Another tangible example of this is that the steering group meetings – which happen about once every three months – are now much more about exchanging information on the general work of each partner and exploring possibilities for joint working, whereas at the beginning they started off focusing on very operational issues.

### 3.1.5 Lessons learned, elements of innovation and transferability

A part from a similar initiative in Wales (Closing the Pay Gap) developed by EOC Wales, Welsh TUC and the Welsh Assembly, there have not been similar initiatives in the rest of the UK. The project as a whole has been rather innovative in itself. More specifically, according to the research carried out, there are various positive and innovative elements to the project. Foremost has been the capacity of the project, through the partnership-based approach, to bridge together different actors which were coming to the project from very different angles. This allowed the gaining of a more comprehensive insight on the problem. Related, the project enabled the actors involved to realise more fully how complex an issue the pay gap is and how messages to be effectively conveyed need to be carefully segmented. For example, the publicity campaign was probably too generic and not focused enough at the start.

Another positive element of the Close the Gap project has been the innovative character of the methodologies developed. The toolkits, for example, were found to be extremely useful in that they translated very complex issues - often perceived as unmanageable - into practical and clear guidance on both the underlying causes of the pay gap and the specific steps that can be taken to reduce it.

The involvement of the Scottish Executive in the project and in the Steering Group was also considered extremely positive, because this facilitated the creation of contacts with areas of the Executive other than the Equality Unit, and allowed the project to have an unofficial voice and involvement in policy formulation. It also ensured the participation of high profile representatives of the Executive at the events organised by CtG, raising the profile of the programme, and, more generally, allowing lobbying more for the issue of equal pay. On the other hand, the involvement of the Executive and of the other partners in the project also meant that when responding to consultations on policies (e.g. recently on the

Science Strategy) the views expressed have to be carefully balanced to reflect the differing views of all project partners.

Thinking of Italy, the Close the Gap project could be a model of intervention in a context where the awareness on the gender pay gap is also extremely low. Approaching this issue by pulling together government representatives, economic development agencies, trade unions and employers representatives is perhaps the main innovative element of the CtG project and one which could also be beneficial in an Italian context (or indeed elsewhere).

One lesson learnt by the Close the Gap project during phase I has been that it would be beneficial to work more on the broader set of human resources issues that can influence the pay gap: e.g. work-life-balance issues, reward policies, flexible working etc.. One challenge with this is that knowledge tends to be compartmentalised, i.e. experts on equal opportunities do not know much about human resources, and human resource management are often not geared towards equal opportunities, and more work could be made to integrate the two approaches. This is being done in phase II of Close the Gap. Clearly, this type of work would also be beneficial in contexts other than Scotland.

This having been said, in Scotland, and in the UK more generally, the policy context is one of a persistent low profile for the pay gap issue. A recently conducted review of the causes of the gender pay and opportunities gap by the Women and Work Commission (a high profile UK Commission of experts appointed by the then Prime Minister, Tony Blair)<sup>45</sup>, failed to make the pay reviews mandatory and it is very difficult to influence practices when no demands can be made. With the entrance in to force of the Gender Duty, however, things should improve. As has been mentioned, in Scotland the Gender Equality Duty explicitly requires public authorities with more than 150 full time staff or equivalent to publish an equal pay statement that sets out that public

authority's policy on equal pay. Those authorities will have to report on the delivery of that policy every three years. Furthermore, all those public authorities that are required to publish gender equality schemes must consider whether there is a need to include an objective in their scheme that addresses equal pay. If public authorities choose not to include action on equal pay, they must explain why.

## 3.2 Women's Fund for Scotland

### 3.2.1 History of the Fund and resources

The Women's Fund for Scotland was set up in 2002 and is managed by the Scottish Community Foundation (SCF), a registered charity set up in 1996 which is also in charge of a number of other funds. Indeed, the creation of the Women's Fund stemmed from the high number of women's project applications that were received under the other funds managed by the SCF. The idea of a dedicated fund was therefore developed and presented to the Equality Team of the Scottish Executive, which allocated an initial amount of £150,000 to the establishment of a new Women's Fund and cooperated with SCF to define its operational procedures. To date, the Scottish Executive has supplied to the Fund a total of £600,000. Occasionally, other funding streams have topped up this amount of resources, for example:

- In 2005, Communities Scotland contributed an additional £28,000 as an ad hoc sponsorship. It also funded an evaluation of the impacts of the Fund (also carried out in 2005<sup>46</sup>);

- Two private (anonymous) contributors have provided a considerable amount of funding via donations;
- Further funding is obtained through ad hoc fund-raising events which are organised occasionally. For example, the "Handbag event", when famous people donated their handbags and these were auctioned at a charity event. This raised quite a significant amount of funding (even though perhaps not as much as it would have in other, wealthier, parts of the UK), but also contributed to raising awareness on the activities of the Fund;
- Additionally, the SCF holds a fund-raiser every year – the Caledonian Challenge – and parts of the income generated through this event is also destined to the Women's Fund<sup>47</sup>.

On average, the annual dedicated budget for projects has been of around £140,000. The SCF retains 8 percent of the resources of the Fund as a management fee to cover its operational costs. The average grant is in the region of £1,500.

Looking to the future, thinking on future funding opportunities is being developed by the Fund's Advisory Board which includes 12 representatives from all parts of Scotland. Some of the resources of the Fund have been invested in endowments, but additionally the Advisory Board and SCF have linked with "Booby Birds"<sup>48</sup>, in a fundraiser event which will raise funding partly for Breast Cancer Research (one of the members of the Booby Birds has been affected by breast cancer) and partly to the Women's Fund.

<sup>45</sup> Women and Work Commission (2006) *Shaping a Fairer Future*. The work of the Commission and its report have been subject to criticism in Scotland, both because no Scottish representative was part of the Commission despite the devolved nature of the issues considered, and because of the blandness of the report's recommendations. On the other hand, it should be mentioned that representatives from the Commission went to Scotland to hear the views of women in Scotland and to view projects which worked with women. Additionally, it should also be noticed that the Scottish Executive supported an organisation called Fair Play Scotland to feed in Scotland's views to the deliberations of the Women and Work Commission.

<sup>46</sup> S. Hamilton, *Evaluating Impact: Assessing Community Benefit. Evaluation of the Women's Fund for Scotland*, Final Draft Report, September 2005 (evaluation funded by Communities Scotland, on behalf of SCF).

<sup>47</sup> This entails walking the Highland Way (Fort William to Loch Lomond, 54 miles) in 24 hours. Participants raise a minimum sponsorship of £500 and there are also corporate donors, for example the Royal Bank of Scotland participates every year and sees this event as a team-building exercise. This event generates c. £1 million a year.

### 3.2.2 Objectives, beneficiaries and territorial coverage

The objectives of the Fund are to finance projects that support the empowerment of women and that improve the lives of women and girls in Scotland. In particular, funding aims to support women in facing challenges such as those associated with disability, ethnicity, single parenthood, ill health, age, domestic abuse and others. It does so by building capacity in small community grass-roots organisations, to enable them to empower women and to tackle disadvantage, and for them to be able to contribute to and enhance the equality prospects in the local communities. Additionally, the Fund sets out to raise the profile of International Women Day (8 March), supporting events for the celebration of this day.

Eligible beneficiaries are charities and community organisations: organisations predominantly run by and for women, and organisations with women-only projects, which seek to support and empower women. Individuals are not eligible. This is in keeping with the other schemes managed by SCF, but is also in line with the aim of achieving a higher impact with limited resources (e.g. funding activities for a group of 50 women achieves a higher impact than funding one woman), as well as allowing them to limit the number of applications received. In addition, statutory organisations are not eligible and this is due to the desire to avoid the possibility of funding being monopolised by the local authorities.

The Fund applies across Scotland; however, projects which have a local territorial scope are favoured. There are no pre-established reserves for the different parts of Scotland. Attempts are made to maintain a territorial balance throughout Scotland by giving priority to projects from areas which have been less active in the utilisation of

the Fund. This having been said, the main focus of project selection is on the quality/merit of the proposed projects rather on their territory of reference. All in, in practice the majority of projects comes from the main cities: Glasgow, Edinburgh and, to a lesser extent, Aberdeen.

### 3.2.3 Operational aspects

The funding is intended to support projects that contribute to the regeneration or development of an area, for example:

- Enhancing local facilities, for the purpose of encouraging women who experience discrimination, disadvantage, or live in areas of deprivation to live or work within their local community;
- Benefiting local women who have particular needs because of their gender, age, sexual orientation, disability or race;
- Assisting women to make use of local facilities and opportunities for education, training or employment purposes;
- Promoting a safe and crime free environment for women in their communities.

Additionally, projects that celebrate International Women's day are also financed. In this latter case, the fund can: finance costs for the hire of premises for the events; contribute towards coordinator costs to establish a programme of events in a specific geographical area; publicity costs; childcare provision/carer costs; translation/interpreting costs and costs for guest speakers (within reasonable limits); catering requirements; and for the evaluation of events.

The general award scheme of the Fund, like other funds managed by the SCF, provides two types of

48 The Booby Bird is a bird famous for its dives. The event took this name to play with the double-meaning of the word 'booby'. The event – which will take place on 8 September 2007 - will entail 20 women sky-diving, jumping from a plane over St. Andrews. Each one of the 20 women has committed to raise £20,000 to do the jump. More information on this fund raiser can be obtained from [www.boobybirds.co.uk](http://www.boobybirds.co.uk).



grants – Small Grants (up to £1,000) and Main Grants (between £1,001 and £5,000). The selection procedures are outlined in the Figure 2, and are the same as for other Funds managed by the SCF. There are two parallel procedures in place, for Small and Main Grants:

- Small Grants are appraised internally by SCF and generally entail an appraisal process of a maximum of 6 weeks from the receipt of the application to the notification of the decision of the grant's approval;
- Main Grants are subject to more detailed scrutiny and generally entail a process taking up to three months. A central element of the selection process for Main Grants is the involvement of voluntary assessors in the appraisal of applications.

At present the SCF is supported by around 60 volunteers. These are trained regularly (requirements would be of training twice a year, the SCF organises training events more often than this). Most volunteers come from the voluntary sector (e.g. are retired from a third sector organisation) or are past applicants (giving them a good insight into how the Fund works). Application forms are sent to the volunteer assessors and normally these return the forms within 6 weeks. Assessors carry out a telephone interview (of generally half an hour to an hour) with the project sponsor. This allows the application form to be kept streamlined and simple, encouraging applications. Assessors can recommend that the project be funded, but with a lower level of funding than the applicant had originally requested (while maintaining the forecast level of impact to be achieved).

For Main Grants, after an initial assessment of proposals by the assessors, projects are selected by a SCF Grants Committee that meets four times a year. The management of the Fund is a rolling programme: every year applications are received up to 15 December, but the SCF Grants Committee that selects projects meets four times a year. A quarter of the budget is attributed to each three-

monthly period and the selection process is based on an assessment of the merits of each project as they relate to the aims of the Fund itself. If a project is unsuccessful, it can immediately reapply for funding.

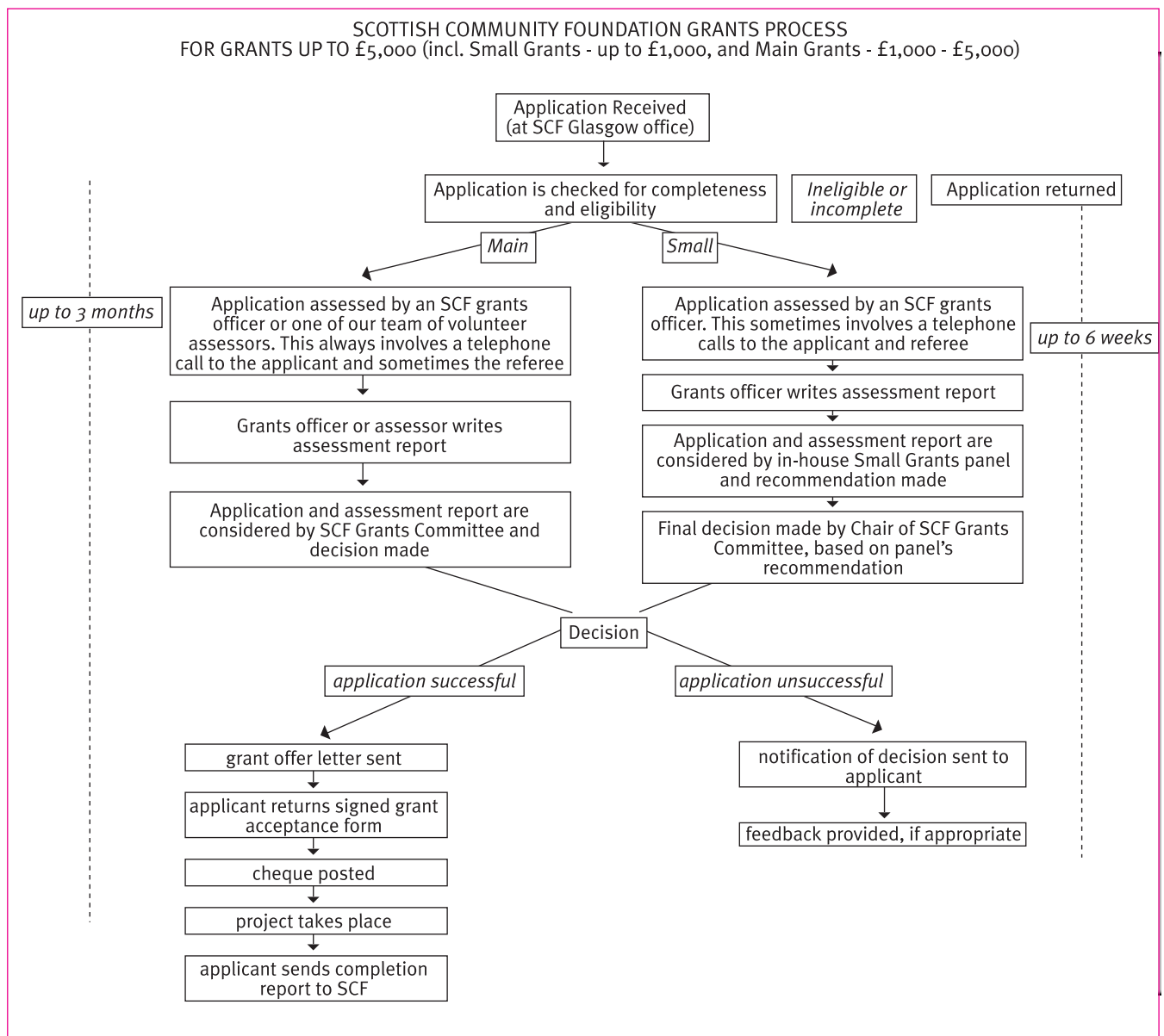
Projects are selected based on the following criteria:

- Competence of the proposing organisation to deliver the project (scoring 1 to 5);
- Strength of need for support (1 to 5);
- Impact of the project on the organisation and on the beneficiaries (1 to 5).

These seem quite generic criteria, but they allow targeting the funds effectively and are in line with the relatively small scale of the projects. When the eligible applications are more than the amount of available funding, priority is given to projects that come from local deprivation areas across Scotland.

FIGURE 2

The Scottish Community Foundation Project Selection and Grant Awarding Process



Source: Scottish Community Foundation.

### 3.2.4 Quantitative and qualitative results

Over the years 2002-03 to 2004-05, the Fund supported 157 projects under the general award scheme and 115 projects for International Women's Day, paying out a total of £424,000.<sup>49</sup>

### 3.2.5 Lessons learned, elements of innovation and transferability

The Fund is certainly innovative, in the sense that it is one of a kind and no other similar

initiatives exist in Scotland (and probably in the rest of the UK). The Fund is considered to have been extremely successful so far in meeting its objectives. A recently conducted evaluation concluded that over the period 2002-2005, the fund had met its goals regarding its capacity to: reach a wide spectrum of beneficiary groups; finance a very diversified range of types of projects and activities; attract new types of applicants each year; and cover different types of areas across the

49 S. Hamilton, *Op. Cit.*, p. 5.

whole of Scotland (even though most grants are by nature concentrated in the main cities)<sup>50</sup>.

The Fund presents a number of strengths and innovative aspects:

- First, the fact that the Fund is managed by an institution with extensive experience with the management of similar projects ensures efficiency, rigour and transparency;
- Second, part of the resources of the Fund are invested in endowments, so as to leave a legacy and ensure durability across time;
- Third, the Fund has levered significantly on public resources with its active fund-raising policies and seeking private donations on an on-going basis;
- Fourth, the simplicity of the Fund makes it appealing to a wide range of groups and projects, in line with the goals of the instrument.

In addition, from the point of view of applicants, the Fund presents a number of strengths:

- The above-mentioned flexibility means that a wide range of projects can be put forward for funding;
- Grants are administered through a rigorous and yet client-friendly application and selection process. The burden on project applicants is kept to a minimum with a simple and focused application process. Supplementary information for the appraisal is obtained via a telephone interview, keeping the process more informal and time-efficient. This is in line with the type of groups that the Fund intends to attract, groups that all too often would lack the

capacity to prepare more extensive application documents;

- The certainty over the timetable of selection procedures and the simplicity of post-funding requirements (applicants have to simply submit a project report) are also positive elements of the fund from an applicant's point of view.

From the point of view of the SCF, on the other hand:

- The project selection process includes the initial scrutiny of applications by voluntary assessors who carry out this work in their homes (applications and supporting documentation is sent to them), thus relieving the SCF – which is a small organisation – of a lot of the administrative burden associated with the management of the fund;
- The fact that individuals are not eligible means that the grants deliver a higher impact, as funding activities for a group of 50 women achieves higher impact than funding one single woman. It also ensures, at the same time, that the number of applications received is manageable;
- The role of the Advisory Board has been extremely valuable too. The board has an advisory capacity and is not involved in the selection of projects. However, as the board members come from all over Scotland, their input has been valuable to ensure that the Fund responds to needs of girls and women throughout Scotland;
- The fact that there are no prohibitions with cumulating the award from the Fund with other grants often contributes to maximise the impacts of grants, as the Fund's awards have

<sup>50</sup> S. Hamilton (2005) *Op. Cit.*, p. 15.



often acted as a catalyst for further projects' funding from other sources (this is also in line with the general goals of the Fund).

In conclusion, the fund could easily be reproduced in Italy or other contexts, especially thanks to its procedural simplicity. However, do institutes such as Community Foundations exist in Italy?<sup>51</sup> To reproduce the experience in Italy one would need to think carefully of the types of institutions which could both be legally permitted to manage a fund and have an interest in women's development. The Fund has a local territorial vocation, and as such its implementation in an Italian context could usefully be at the regional level (or even sub-regional, e.g. provincial).

### 3.3 Engendering policy

#### 3.3.1 History of the project and resources

The Engendering Policy project was launched in 2005 as a collaborative pilot project between Oxfam (a charity), South Lanarkshire Council (a local authority), Genderwise (a Development Partnership funded under the Equal Community Initiative), Glasgow Caledonian University and Engender (a NGO dealing with gender issues).

Project costs (including part of the core costs of the Equal Development Partnership) amount to £155,500. Half of this total comes from the Equal CI, with the rest being contributed by the partners. The salary of the Project Officer is paid from this budget, while the council provides office space, and Engender fund their own (training) activities.

The project was intended to run for two years until June 2007. However, the Project Officer post was not filled until November 2005, compressing project activities into a 18-month period.

#### 3.3.2 Objectives, beneficiaries and territorial coverage

The project aims to maximise the positive impact of regeneration activities on the lives of women and men in South Lanarkshire living in poverty (as determined by the Scottish Executive's data on deprivation rankings). This is being done by taking a gender perspective on or 'gender mainstreaming' areas of regeneration work and disseminating the learning and benefits. Using the expertise of local policy makers and practitioners, it aims to 'build gender considerations into regeneration activities to enhance the potential for women and men in deprived communities to build 'sustainable livelihoods' and achieve a decent standard of living'<sup>52</sup>.

There are two strands to the project:

- A pilot programme within South Lanarkshire Council to raise awareness of and trial a gender mainstreaming programme;
- Training for women in the community (voluntary/community sector) to enable them to make their voice heard in the political process.

The theme chosen was 'the world of paid work', helping to link the priorities of Oxfam and the local partners.

As might be expected for a pilot project, the aims and objectives have altered since the programme launch. In particular, it was found that there was a mismatch between the two project strands, with the training aspect of the programme being less focused on regeneration. The project beneficiaries are the Council employees – and, ultimately, the people in the area who are involved in the Council's programmes and services.

<sup>51</sup> Across the UK there are about 70 Community Foundations. The Scottish Community Foundation is the only one in Scotland.

<sup>52</sup> Louise Falconer (2006) *Because Lassies Like Weans. Progress Report of the Engendering Policy Project April-December 2006*, Interim Progress Report for Project Partners.

### 3.3.3 Operational aspects

The Project Officer is accommodated in the local authority offices. This is a new area of involvement for the Council, so she has taken an incremental approach, first of all getting to know the relevant people and structures, and mapping systems and processes. This enabled her to gain an understanding of how things work at present and gain knowledge and credibility. The project work revealed that there are four main areas where gender inequality is evident in the context of a local labour market with areas of deprivation: work experience and careers advice; employment

training; unemployment and economic inactivity; and employment patterns and pay.

The Project Officer was able to identify five programmes in the employment field which had received regeneration funding, and where there was potential for gender mainstreaming practices to be introduced (Routes to Work South; Pride of Place; What's with Work; Work Experience; and Skill Force). She then approached the programme managers to explain her aims, and secure their cooperation.

#### Specific mainstreaming activities carried out by Project Officer within selected programmes

- Observing or assisting with client interviews
- Interviews with service providers, programme participants, teachers and school pupils
- Provision of training and advice
- Data analysis, analysis of structures, desk research
- Ongoing discussions and meetings with programme managers and sub-contractors
- Conducting focus group discussions
- Design and implementation of questionnaires
- Analysis of project selection processes

Within the selected five programmes, the Project Officer examined available data, systems and national trends, and carried out interviews and desk research. She was then able to develop a methodology for mainstreaming gender into these key employment programmes, with a series of

specific recommendations. To implement these, the project officer must now work in partnership with Council managers to meet her targets, to meet their own targets, and to improve the services being provided.

#### Example of Recommendations made by the Project Officer

Routes to Work South (RTWS) is a local employment service that provides clients with information, advice and practical support on taking steps into work. The project officer made the following recommendations for possible changes to the programme to progress gender equity goals:

- Deliver a workshop session with client advisers on poverty, work and gender equality issues;
- Develop, in partnership with client advisers a 'tool' to help them positively influence their client's job choices and aspirations, specifically from the perspective of securing a decent, sustainable standard of living;
- Have the client advisers ask their clients a series of questions to determine whether stereotypes about what jobs men/ women can do are preventing those clients from finding appropriate, sustainable work;
- Encourage RTWS managers to provide clear leadership on gender equality issues, and be committed to ensuring that their services do not perpetuate stereotypes of inequalities which could impact negatively on the opportunities available to their clients;
- Monitor and evaluate the job/ training destinations of men and women and draw linkages to RTWS interventions;
- Encourage employment liaison staff to work with employers to broaden their notions of 'suitable' candidates where such relate to gender stereotypes or inequalities.

The project is now at the point where the initial awareness raising (within the Council) has been done, and concrete recommendations can be made on the structural changes required. Dissemination and publicity will be carried out through a major conference in Glasgow in May 2007; in addition, information will be disseminated through Oxfam and internally through the Council.

During the final six months of the project, the project Officer will be working to mainstream and sustain learning from the project, through activities such as:

- disaggregating key local development indicators and targets by gender;
- reviewing current budget monitoring processes to ensure that project data is disaggregated by gender and is then analysed;
- handing over specific gender mainstreamed projects to regeneration development workers,

to include a three-month mentoring period of mentoring by the Project Officer;

- creating entries on relevant websites providing information, resources and contact details about the project;
- exploring ways of embedding the project's work more systematically into the Council's regeneration work; and
- producing leaflets and tools to assist officers, practitioners and service providers to consider gender in their daily work, and to think more systematically about gender and poverty in the design and delivery of their services.

### 3.3.4 Quantitative and qualitative results of the project

As the project beneficiaries are the Council officers, it is very difficult to measure impact. While there are already some visible changes as a result of the project (e.g. the Regeneration Outcome Agreement monitoring forms are now

disaggregated by sex), it is likely that there have been other changes which have not been directly credited to the project. Certainly, the level of awareness of the issues has increased in the relevant Council offices. In addition, the project is being reproduced in two other areas in Scotland.

Feedback from regeneration staff within the Council has revealed that the opportunity to 'step back' from their practice and question established procedures has been valued, and that the project is considered to be useful in improving existing practice, as well as informing the design of new programmes.

### 3.3.5 Lessons learned, elements of innovation and transferability

This project is very innovative, in that there are few other projects attempting to bridge the gap between policy and practice. The project aims to provide regeneration practitioners with evidence that change is possible, cost-neutral, and can help provide a better service to the communities they serve. The project has married the high-level and often academic discussions on gender and regeneration with the practical day-to-day approach to tackling deprivation taken by the Council.

As with every project, much depends on the commitment and enthusiasm of the Project Officer/team. Where a project involves the dissemination of new practices within an organisation, it also depends on the 'buy-in' of key staff at senior levels. This is particularly important now that the project is at the stage where, to effect a lasting impact, structural and systemic changes are required. Having a strong project advocate within the host organisation is very helpful.

Locating the Project Officer within the local authority offices (but outside the specialist Equal Opportunities Unit) has been particularly beneficial, as this has enabled her to gain more credibility than would have otherwise been the case. 'Ghettoisation' of gender as a specialist issue

can result in it not being seen as part of colleagues and partners' day-to-day jobs. Being even more integrated within Council processes would have helped this further. The Project Officer identified that instead of building capacity, a dependency on the 'gender specialist' can develop – as gender mainstreaming is not usually the main priority of other staff.

The Project Officer has also found that local (smaller) organisations are more responsive to new ideas and change.

## 3.4 Advancing Women Employability (AWE)

### 3.4.1 History of the project and resources

The Advancing Women's Employability pilot project (AWE) is led by the Senior Studies Institute at the University of Strathclyde in Glasgow, in partnership with Genderwise (an EQUAL CI Development Partnership), Lochaber College and South Lanarkshire Council (a local authority). The project was launched in mid-2005 and runs for 18 months until June 2007. Funding options for continuing the project are currently being explored.

The Senior Studies Institute had previously been involved in another EQUAL project (SWAN – Scottish What Life Adaptability Network) and this formed the basis for the AWE project. SWAN focused on inclusion and work-life balance issues relating to older workers, and on the benefits to companies of employing older workers. From the part-time work issues identified, it emerged that the large majority of part-time workers were women with caring responsibilities (e.g. for grandchildren, partners, parents). Another issue that emerged was that many of the older women were returners to work after a break (e.g. to look after children), but once they returned to work they were employed at lower levels than they had left and for which they were qualified - many were employed in retail, secretarial jobs, clerical/

administrative works often well below their qualification levels. These factors, compounded by the general pay gap which becomes even more significant as women and men age (e.g. in the category 45-55 years of age, men earn on average £120 more than women a week in Scotland), and the pension issue which means that women often have to work more years to compensate for the career breaks to look after children, led to the design of the AWE project.

The programme budget is £175,000, of which half was contributed by EQUAL (ESF), most of the second half by the University of Strathclyde and a small part by South Lanarkshire Council.

### 3.4.2 Objectives, beneficiaries and territorial coverage

The AWE project aims to develop a range of innovative methods to engage and support older women in developing new careers in higher level jobs, particularly in growth areas of the local and Scottish economy. The specific goals of the project are to help employers understand the business case for improving gender equality; to change how older women view their employment potential; and to undertake robust field testing/comparison between rural and urban settings. Beneficiaries of the project are c. 120 women aged 50+ and three industry sectors. The programme focuses on three areas located in the West of Scotland - Lochaber, Glasgow and Lanarkshire.

### 3.4.3 Operational aspects

The project has been designed with three main components:

1) *AWE Learning Programme* – for women 50+, either in employment (but wishing to advance or change their career) or not in employment, helping them re-evaluate career options, explore their potential and develop new skills leading to employment. This part of the project entailed 12 weeks of training, with one 2.5 hours session per week (total 30 hours). The teaching was done in classroom style, with lessons by different

teachers/speakers on topics such as learning styles (e.g. to encourage the women to become lifelong learners), motivation, confidence building, as well as IT skills etc.

2) *Pathfinder Programme* – helping employers understand and make the business case for improving equality. This part of the project targeted three industries that, based on the knowledge gathered from the previous project, were deemed to have a high potential of employment of 50+ women: hospitality and tourism (in all 3 territorial areas covered by the project); financial services industry (growth services are mostly located in Edinburgh, but this is easily accessible from the West of Scotland); and health services (NHS). This entailed meeting with the key intermediaries identified:

a. *For the financial services industry*, Scottish Enterprise has a wide network of businesses in the sector and were very helpful with the promotion of the project through their own channels, e.g. their network includes HBOS and Nationwide, who now encourage the employment of older women;

b. *For the hospitality sector* they contacted the Scottish Tourism Forum and the Hospitality and Tourism Board who represent/are in touch with over 50,000 businesses in the sector. This sector is particularly important as the industry tends to enrol school leavers and not older employees.

c. *For health services*, getting in touch with the key players within the NHS has been more of a challenge, as it is such a large organisation. However, as the Senior Studies Institute operates another EQUAL project with a hospital in Clydebank, they hope to be able to engage with key individuals there to launch a pilot, which could potentially be mainstreamed to other hospitals.

3) *Accelerator Programme* – this last part of the project was designed to bring together the first and second components, i.e. the women trained and the industry sectors. It will start in May 2007



with a major conference on employability and learning in later life, bringing together the beneficiaries of the learning programme and firms from the three sectors.

#### 3.4.4 Quantitative and qualitative results

Overall, programme targets have been exceeded but with some caveats. The targets were originally to train 90 women and 104 were trained. These 90 women were split 30-30-30 across the three areas covered, but for one of these areas - Lochaber (rural, remote) - it proved difficult to reach women, and only 9 women participated in the training. The key reasons were related to the travelling required and the lack of public transport in rural areas, despite the fact that project reimbursed travel expenses (Lochaber is in the Highlands). In the other two areas the numbers were higher than planned and this compensated for Lochaber (Glasgow - 50 women, South Lanarkshire – 45).

It is too early to establish the real impacts of the training carried out, although case studies show positive results. A tool is in place to measure how the women progress, based on self-scoring which participants were asked to fill in at the start of their training, and which will be repeated in June 2007. Qualitatively, it is considered that the project's message (that it is beneficial to employ older women) has been communicated to the three sectors involved. Another element which worked very well was the involvement of different actors and different speakers in the training programme. The project made an effort to engage as many specialist actors as possible, for example, Careers Scotland to discuss CV development and other issues, LearnDirect on grants and on-line learning opportunities; Business Gateway on business start ups; as well as several companies/employers.

However, what has emerged clearly from the project is that there is definitely a demand from the women affected. For example, the SSI held an open evening that entailed a 1.5 hour seminar to explain what the project is about, which was

attended by over 90 women aged 50+. However, there is little support for this area - this project is unique in Scotland in terms of its gender approach.

#### 3.4.5 Lessons learned, elements of innovation and transferability

One of the most important findings from the project has been the importance of after-training care. One of the key aspects of the training is that it does not stop after the 12-week class component. There is a follow-up for six months up to a year (e.g. one-to-one contacts, directing the trained women to further learning opportunities. It can be intimidating for older women to seek further information etc.). Building on this, social interaction has been found to be a key factor for this client group. The first group started their training in March 2006, and they still meet once a month. This has enabled the set-up of self-support mechanisms, which had not been anticipated.

The key challenges which pertained to the project itself were those associated with rurality. For future projects, in terms of delivery it would be ideal to start off with urban areas, e.g. as a pilot, before turning to rural areas. Investigating the perception of companies with regard to 50+ women and incorporating this into the project design at an early stage would also have been useful.

In hindsight, more work with communities and public organisations for the recruitment of trainees would have been helpful. The project proved that it was more successful to carry out face-to-face promotion (e.g. in shopping centres) and word of mouth, than by use of general promotion materials (e.g. leaflets, newspapers etc.). This approach would be favoured in future.

In terms of the possibility of implementing a similar experience in other countries, there may be problems with cultural differences, with the perception of the role of older women in society.

### 3.5 Work-Life Balance (WLB)

#### 3.5.1 History of the project and resources

The project developed from the interest of an academic at Glasgow Caledonian University Business School, on the topic of work-life balance and flexible working practices, including how they can affect gender equality. There was an understanding of the fact that ESF and Equal could be a coherent framework for the project and therefore an application was developed and submitted under the Equal CI.

The overall amount of resources dedicated to the project was in the order of £171,000, and funding was provided by ESF and Glasgow Caledonian University.

#### 3.5.2 Objectives, beneficiaries and territorial coverage

As stated in the final project's report, the project's overarching aim was

*“to encourage the expansion of the numbers of MSMEs in Scotland with active flexible working practices (FWP) and family-friendly employment policies (FFP). To achieve this aim, a number of perspectives were explored including current practice in work-life balance (WLB) in MSMEs, the views of potential employees, and representatives of stakeholder organisations with an interest in employment and economic development”*<sup>53</sup>

It should be noted that, at the beginning, the scope of the project and, more specifically, its aims, were much broader. For example, the project intended to study the incidence, nature and value of family-friendly working practices across Scottish MSMEs. Subsequently, an effort was made to narrow these aims down and to focus the work to make it more manageable. In the end, the specific objectives of the project were defined as follows:

- *“to explore the current and alternative nature of work life balance policies; their incidence and coverage in MSMEs in Scotland; disadvantages and benefits of flexible working policies and practices; and current strategies for monitoring their implementation;*
- *to assess the extent to which different and alternative types of flexible work policies and practices meet the employment and domestic needs of employees, especially those with family and primary care commitments and women generally;*
- *to evaluate the awareness, alternatives and strengths of attraction of flexible work policies and practices to potential labour market entrants, especially to women and those with primary care responsibilities; and*
- *to investigate the perspectives of representatives from local development agencies, careers advisory services, local authorities and other institutions with an interest in promoting employment development and economic stability”*<sup>54</sup>.

In summary, the project examined ways in which Scottish micro, small and medium-sized firms consider and incorporate flexible working practices (FWP) and family-friendly employment policies (FFP); hence the territorial coverage of the project was Scottish-wide. This choice was made based on awareness of the existence of a gap in the knowledge of these issues across Scotland.

#### 3.5.3 Operational aspects

The project ran from 2002 to 2005. The empirical research was undertaken between October 2002 and September 2004, and a final report was published in November 2005. The project team was composed of four academics (a visiting professor, a senior lecturer and two lecturers) and

<sup>53</sup> MacVicar A, McDougall M, Bell S, Maxwell S and Rankine L (2005) *Work-Life Balance in Smaller Businesses in Scotland: Encouraging the Expansion of Flexible Working Policies and Practices*, Glasgow Caledonian University Business School, Equal Scotland, November 2005, p. 5.

<sup>54</sup> MacVicar A, McDougall M, Bell S, Maxwell S and Rankine L (2005), *Op. Cit.*, p. 13.

a full time research assistant, most of whom have since moved from Glasgow Caledonian Business School to other universities.

The work carried out was clearly structured at the outset and entailed a number of practical steps:

- Desk-research to define the issues, understand the relevance of the topics dealt with to Scottish MSMEs and provide the basis for the empirical research to follow;
- The undertaking of preliminary interviews with ten Scottish MSMEs owners or senior managers;
- The preparation and distribution of a questionnaire to 2,560 MSMEs across Scotland (the survey was carried out in two phases, since the returns after the first survey of 1,280 firms were deemed to be inadequate<sup>55</sup>; in the end 210 responses were obtained);
- The development of a database to record the responses obtained from the survey;
- The undertaking of further interviews in ten firms selected from the survey for the development of ten good practice case studies (all of which are available from the project's website);
- The arrangement of a focus group of potential labour market entrants and the undertaking of interviews with potential employees to understand the views of this group of actors on the topics of FWP and FFP;
- The undertaking of interviews with four stakeholder organisations in the field of economic and business development in Scotland;

- The creation of a dedicated project website <http://www.worklifebalanceresearchsme.org.uk/>;

- The delivery and dissemination of the final project report.

The project operated with the support of a Steering Group which included representatives from the Equal Opportunities Commission, Scottish Enterprise (the main Scottish economic development agency), the Federation of Small Businesses in Scotland, Fair Play (a gender equality network) and the Confederation of British Industries.

### 3.5.4 Quantitative and qualitative results

The research led to a series of interesting findings and delivered a series of practical outputs of immediate relevance for Scottish MSMEs, such as: (i) a model of good practice, (ii) a diagnostic and implementation tool for micro, small and medium businesses to support the integration of flexible/family-friendly working practices in their businesses, and (iii) ten case study examples of good practice. The implementation tool, specifically, could be of particular significance, as the survey and case study work conducted by the researchers highlighted that a crucial constraint for Scottish MSMEs for the implementation of FWP and FFP is that they lack the knowledge of the varied solutions and options that exist, and that they do not know how to operationalise these. The “Work-Life Balance implementation tool” is a practical response to this.

The project also carried out knowledge transfer, by disseminating the key findings of the research to relevant actors (e.g. through a class for the Chartered Institute of Personnel and Development, via conferences, in work with the Chambers of Commerce etc.). The project's final report was also

<sup>55</sup> The survey was administered in paper form and via post (as not all MSMEs would have e-mail) and for this reason there were a lot of changes of address and returned mail. As difficult as it was to obtain 210 returns, this number was only considered sufficient over a population of Scottish MSMEs of around 89,000.



printed and widely disseminated, and executive summaries of the report were also made available to the public. A number of articles in newsletters, press and academic journals, various papers and other types of publications were also published, and conference presentations delivered. Additionally, in June 2004, Glasgow Caledonian University organised a Scottish family-friendly award as a way to encourage Scottish MSMEs to adopt flexible/family friendly working approaches.

On a qualitative level, the findings of the study were particularly valuable as they filled a gap in existing knowledge. In particular, the study provided an overview on the existing practice in Scottish MSMEs with regards to FWP and FFP; it analysed good practice examples and carried out a review of potential employees' and stakeholders' views on these topics; concluding with a series of recommendations of practical ways through which Scottish MSMEs could be encouraged to adopt flexible working practices, including stressing the need for more understanding by key decision-makers of the nature of FWP and FFP, and of their actual contribution to the effectiveness of firms. The final report provided evidence of the link between FWP/FFP and firms effectiveness in an accessible language, supplementing the information provided with a glossary of key terms and concepts.

### 3.5.5 Lessons learned, elements of innovation and transferability

The main elements of innovation are, on the one hand, the fact that the research was carried out on a topic which is relatively under-investigated and yet of immediate relevance to the practical working of Scottish firms; on the other, the development of concrete outputs that could be put to immediate use by Scottish MSMEs. The model of good practice and the diagnostic/implementation tool are particularly valuable and innovative.

Some of the outputs of the project – in particular the research findings and the diagnostic/implementation tool – could be of immediate

transferability to the Italian context. In fact, one could assume that a similar lack of understanding of these issues characterises the management of Italian MSMEs. As in Scotland, MSMEs are a fundamental part of Italian economic development landscape, and a significant employer if considered in aggregate terms. The benefits of introducing FWP and FFP in Italy would be significant both in economic terms (e.g. firms' efficiency and productivity; aggregate economic added value) and social terms (e.g. increased participation of women in the labour market, increased retention of workers with strong capacities/potential, but with caring responsibilities etc.).

On the negative side, the project proved much more time-consuming than had originally been envisaged. Any attempts to carry out a similar study in Italy should be implemented bearing in mind the need for careful consideration of the implications of such an ambitious undertaking. A further weakness, not of the project itself, but linked to how it has been subsequently exploited, is related to the lack of attempts to build any systematic mechanisms for follow-up to ensure that the project's recommendations are followed through. This is perhaps a more general weakness of Equal-funded initiatives, whereby once a project is concluded there does not seem to be a mechanism to routinely follow-up and ensure a longer-lasting legacy. It would be interesting to verify if, and to what extent, Scottish MSMEs are taking FWP and FFP on-board as a result of this study and, as a result, what gender equality impacts are being generated.

## 3.6 Women into Business (WiB)

### 3.6.1 History of the project and resources

Scottish Enterprise's Women into Business programme covers a range of targeted services which were grouped under the programme's umbrella in 2000. Scottish Enterprise is Scotland's economic development agency (outside the

Highlands and Islands). The launch of the programme followed publication of the Business Birth Rate Strategy in the 1990s, which highlighted the fact that the business birth rate in Scotland was very narrowly based, with underrepresented groups. Women were identified as a key group who were not engaging with the business community, with many hurdles particular to them. Prior to this, a number of ad hoc initiatives targeting women had been in operation, but with no clear strategy or approach.

Publication of the Scottish Executive's strategy *A Smart Successful Scotland* in 2001 gave additional strategic direction to Scottish Enterprise, highlighting the need to address the under-representation of women in business and lower level of female-led businesses. The approach was again reaffirmed by research published in 2002, following which the National Unit for Women's Enterprise (NUWE) was set up in 2003, which now oversees the Women into Business programme.

The programme is funded mainly through Scottish Enterprise resources (with an estimated overall budget of c. £500,000 per annum, but has also received funding from the Scottish Executive and the European Social Fund for specific components of the programme.

### 3.6.2 Objectives, beneficiaries and territorial coverage

The aim of the programme is to increase the number of Scottish women starting-up and growing their own businesses, and to improve the sustainability and growth potential of female-led businesses, thus contributing to the growth of the Scottish economy.

The focus of the targeted interventions is on women at the very early stages of business development, and is about improving knowledge and training, creating better access to other business people and encouraging informal mentoring, encouraging women to build their own business networks. The training works on both

personal development issues and business development skills and support, then ensures that the women are being mainstreamed effectively i.e. guided to mainstream support programmes through the Business Gateways (the delivery organisation for Scottish Enterprise's business services) and partners.

The programme is available throughout the Scottish Enterprise network area (a similar programme operates in the Highlands and Islands Enterprise area).

### 3.6.3 Operational aspects

The programme services are available through the Business Gateways, the Local Enterprise Companies (LECs) (the Scottish Enterprise network organisations) and the Chambers of Commerce.

After the launch of the umbrella programme, the specific services were developed incrementally. The range on offer currently includes:

- *Networking* – a programme of business seminars and networking opportunities for pre-start clients which provides links to organisations, business people and mentors. A previous pilot project has revealed that mainstream activities and services were not appealing to women and were not being marketed well to women. Consequently, the proportion of women attending mainstream events was very low;
- *Micro-Credit programme* – launched in 2002, providing business support and access to small-scale loans, from £500 to £5,000, to enable women to start-up and develop new businesses. Training is available alongside the funding. This part of the programme was launched initially with Scottish Executive funding;
- *Business Investment for Growth (BIG)* – helping improve women's awareness of the business growth stages, and helping them to secure funding for growth through group working and

seminars, helping women develop funding and investment plans, and prepare pitches for funding. This aspect of the programme has only recently been introduced, emerging from pilot work that recognised that only a very small proportion of female-led businesses looked to technology/new product development as ways of growing a business, and that women were reluctant to seek external funding;

- *Mentoring* – originally introduced to support high-growth businesses with a turnover of £250,000 and over, it was realised that few businesswomen could meet this criteria and the programme was expanded to support more female-led businesses;
- *A specific website* has been set up ([www.scottishbusinesswomen.com](http://www.scottishbusinesswomen.com)), to promote the wide range of initiatives available to encourage women in Scotland to start up and grow their businesses;
- *A major national conference* (the Women into Business Conference) is held bi-ennially (with c. 1,000 attendees) to promote the support available through the enterprise networks and business organisations, and providing women with an opportunity to network and develop business ideas and strategies. The conference includes practical and technical sessions on financing, marketing etc.

### 3.6.4 Quantitative and qualitative impact

The Women into Business programme is an umbrella programme, and the constituent parts of the programme have different aims and objectives, and operate at different stages, working together in a complementary way. The different parts of the programme are not directly comparable, but the programme as a whole is considered to be a success. There is clear value identified by programme managers on the training and advisory side, and where access is provided to peer support. The role of the peer group in helping to empower and enable other members of the group, and working together over a period

of time in a sustained way has been found to be very valuable.

The funding side has been less important to clients. There is often a perception of a need for funding but it has become evident that the ‘working through’ process is much more valuable. Indeed, the Micro-Credit programme is no longer funded, as take-up levels were lower than expected. It was found that many women preferred to access funding through their own resources, and are debt averse (although this is a generational issue, and may be becoming less prevalent).

Specific results and impacts identified include:

- **Networking:** over 1,000 pre-start businesses participate in the programme each year;
- **Micro-Credit programme:** c. 550 individuals were assisted with starting and developing their businesses between 2002-05 (it is estimated that over 80 percent of these were female-led);
- **Website:** the website has increased its visitor rates by over 50 percent each year;
- **National conferences:** customer surveys indicate over 80 percent customer satisfaction levels with the events.

Scottish Enterprise reports annually on its priority targets; female start-ups is one of their key target groups and a target has been set of 40 percent of all businesses assisted to start-up each year should be women-led. As a result of Scottish Enterprise’s increased focus on raising the level, sustainability and growth of female-led enterprises, levels of new businesses by women assisted by the Scottish Enterprise network has risen from 31 percent in 1999 to 39 percent in 2004.

The Scottish Enterprise target of 3,600 women-led businesses to be assisted in 2004-05 was

exceeded by 9.7 percent (actual performance was 3,949) – this accounted for 43.07 percent of total start-ups assisted by the network.

The Labour Force Survey indicated that in 2003, 23 percent of self-employed people in Scotland were women. It is hoped that the enterprise network's strategy will help increase this proportion to 28 percent by 2009.

It is very difficult to measure sustainability of women's businesses as, historically, banks have not disaggregated this data, and there have been very few studies on sustainability which have disaggregated the figures.

### 3.6.5 Lessons learned, elements of innovation and transferability

The umbrella programme approach has had several main benefits. Having an overarching strategy helps with delivery and monitoring of contractors. In addition, the flexibility of the programme has been essential – it has allowed different approaches to be tried and tested. The programmes have been modified and amended as they progress. Each year, programme managers examine what is working well and what is working less well, as well as what fits with the wider provision of Business Gateway services, to ensure that clients can also access mainstream support. In this regard, feedback from the client group is very important. Customer feedback is taken at all training sessions, and, in future, quality assurance, feedback and monitoring is set to be even more important.

Effective and pro-active marketing has been found to be essential to improve awareness levels and encourage higher participation. High visibility events have been particularly important in this respect. Also, as research has shown that many women are hesitant to approach business support organisations, it is important to brief business advisers and fund managers, and those with direct contact with customers.

Obstacles have included trying to ensure that

delivery of the different elements is consistent across the Scottish Enterprise network. In addition, as the programme has an early-stage focus, with the emphasis on guiding clients on to mainstream support services when they are ready, it can be a challenge convincing clients that they are ready to move on from early stage support. Funding has been found to be a less important part of the programme than expected – the softer forms of support are more crucial (mentoring, network activities) prior to start-up and in the early years of business creation.

The programme was probably at its most innovative when launched – other providers of support have now 'caught up'. When the programme was launched, there was nothing similar around. Over the last couple of years, several retail banks have launched targeted services and some of the Chambers of Commerce also have specific women's business forums. There is increasing awareness generally and the picture is healthier than it was.

## 3.7 Women into Enterprise (WiE)

### 3.7.1 History of the project and resources

The idea of the project was developed within the Business Support Unit of Glasgow City Council. The work done with a previous scheme – Glasgow City Council's Women's Integrated Development Fund - made it evident that women do not see themselves as entrepreneurs, that they are not taken seriously when they do so and often do not know how to get on to implement a business idea even when they have one. With this in mind, an application for funding was sent to Strathclyde European Partnership, the Secretariat of the Western Scotland Objective 2 programme. The project was approved and launched in February 2002 and ran until Feb 2005.

Subsequently, the scheme was continued (but with lower level of maximum grants) until January 2007, when it was terminated due to budget

constraints and internal rationalisation within Glasgow City Council.

The funding for the scheme came from both the 2000-06 Western Scotland Objective 2 SPD and Glasgow City Council. The overall amount of funding for the period February 2002-February 2005 was in the region of £1 million.

### 3.7.2 Objectives, beneficiaries and territorial coverage

The main aim of the project is linked to a broader aim of the strategy of the Council as a whole, that to build up innovative capacities in Glasgow. The project was made gender specific because of a particular gap in this segment of the population. Its main aim is to assist women start-ups and existing women SMES in Glasgow to become innovative and sustainable.

Beneficiaries are women who intend to set up their own business or that already own and manage a company in the area of Glasgow City Council boundaries (the business has to be owned by a woman or a woman has to be the principal partner).

### 3.7.3 Operational aspects

The project has very much been focused on clients' needs and was built around three main components: training, facilitation of networking opportunities and grants. Originally the project had also foreseen the creation of a loan fund but this did not take place.

Training has been delivered through a number of programmes targeted at existing and start-up businesses. The training courses were run at various times throughout the life of the Women into Enterprise Programme, with the last courses having taken place in the second half of 2006. All workshops and training courses were free and participants would be allocated a place on a first-come-first serve basis. For the Business Development Workshops, applicants could indicate within the same application form their choice of workshops or select them all. Each workshop ran for three to four hours. Examples of the workshop run include the following: "Handle your own PR"; cash budgeting (parts 1 and 2); presentation skills (parts 1 and 2); marketing; introduction to e-commerce; on-line and e-mail marketing; book keeping (parts 1 and 2). The Refresh your Marketing course was delivered in six modules and kept focused on marketing and promotion.

Networking opportunities were facilitated through various training programmes, for example the "Start it Right Programme". The programme was organised in eight half-day modules developed to cover the key elements of running a business and to provide the necessary knowledge to prepare a business plan. The programme, which had to be attended in full, also entailed the support of a tutor and was considered to provide a networking opportunity for women wishing to set up their own business to meet like-minded women with similar needs. An example of the type of schedule of such a programme is provided in Table 2 below.

TABLE 2  
*Start It Right Programme*

Date	Module
02.10.2006	Self employment
09.10.2006	Developing your idea
16.10.2006	Setting up a business
23.10.2006	The business plan
30.10.2006	Prepare to start
06.11.2006	Financial aspects
13.11.2006	Summing up
20.11.2006	Plan presentation



The grants ranged from £2,000 (new businesses) to £5,000 (existing businesses) during the period February 2002-February 2005, and subsequently from £1,000 to £3,500 for new and existing businesses respectively. The scheme is administered through an open call for tender.

Eligible for the grant are women start-ups and existing SMES for which the female applicant is the owner or the principal partner, located in the Glasgow area. Interestingly, and this is considered one of the main innovative elements of the scheme, applicants do not need to be located in business premises and pay business rates to Glasgow City Council: businesses working from home are also eligible for support. Some sectors are excluded from support, e.g. the retail sector (e.g. hairdressers, beauty salons etc.). This was decided because it was deemed that retail has a certain capacity in Glasgow and giving a grant to one operator would mean detracting business from another (displacement effect). Other than this, all industry sectors are eligible, with preference accorded to businesses operating or that intend to operate in cluster industries such as electronics, biotechnologies, food and drink, creative industries, financial and business services. Eligible expenses include equipment, training costs, minor property alterations, marketing expenses etc..

Project applicants for the grant have to submit the following:

- Application form (downloadable from the Council's website)
- Business Plan
- Financial forecasts (one year for start-ups , two years for existing companies)
- Quotations for the expenses for which the grant is requested
- Existing companies must also supply evidence for the previous year's trading (cash flow,

profit/loss account, balance sheet).

The selection process is done in-house in the Council and two members of staff are devoted to this. The aim of the appraisal is to look at: whether the project is viable and whether there is a real need for money (if the investment would happen anyway, then the view is that there is no need for public funding). If the proposal is made from a woman who is long-term unemployed or otherwise disadvantaged, the assessment on the previous criteria may be somewhat 'softened'. The selection process always entails a meeting with applicants, and this is considered extremely useful to be able to gauge the real potential and value of projects.

The preparation of the business plan can be a rather daunting task for women with no business background and, outside the "Start it right programme", the project team also often refers prospective applicants to the Business Gateways to get professional support to develop the business plan. Applicants can also be referred to another project funded by Glasgow City Council, "Enterprising Women", which provides funding for early project development stages (up to a maximum of £200 e.g. for market research and similar).

The scheme was advertised in various ways, for example via the magazine of one of the biggest cinemas in Glasgow (Odeon cinema's "Odeon Addict") and also in the City Council's Magazine "Glasgow - The Magazine of the people of Glasgow". This has a distribution of over 300,000 copies, as it is delivered to all Glasgow private homes and most business premises. The dissemination was made to raise awareness amongst people who are not aware of the scheme: not all of the women who read the advertisement may submit an application - but at least they might begin to consider self-employment as a possibility. Additionally, an award ceremony was organised at Glasgow City Chambers. This was at a time when the Lord Provost (the equivalent of an Italian mayor) was particularly keen to raise the profile of the equal opportunity agenda in Glasgow and

it hosted a formal dinner and ceremony which involved 20 short-listed projects, 8 of which obtained an award. The presence of the Lord Provost and the venue gave the event a very high and formal profile.

### 3.7.4 Quantitative and qualitative results

In the first phase of the project (February 2002-February 2005) just under 2,000 training places were funded. This is considered a high

achievement, though there may be some double counting (i.e. the same woman could have been trained more than once). Under the grants programme, the same period saw 46 start-up and 42 existing businesses assisted.

Structural Funds co-funding meant that specific project performance indicators and targets were established at the start of the project and all of these were achieved or exceeded (see Table 3).

TABLE 3  
*Women into Enterprise 2002-2005 project performance targets*

Projected outcomes over 3 year life of project	
No. of advice/consultancy to start up SMEs	95
No. of advice/consultancy to existing up SMEs	110
Instances of advice/consultancy to start up SMEs	60
Instances of advice/consultancy to existing SMEs	60
No. of business network events supported	44
Start-up businesses will create FTE jobs	90
Start-up businesses will achieve sales growth of	£1 million
Existing SMES will create FTE jobs of	140
Existing SMEs will sustain jobs	550
Existing SMEs will achieve sales growth of	£2.2 million

Source: <http://www.wsep.co.uk/downloads/casestds/Improving%20Competitiveness%20and%20Innovation%20in%20SMEs/Women%20Into%20Enterprise.pdf>

From a qualitative point of view, the work of the networking groups was considered very useful: even after 4 years, some of these groups continue

to meet regularly (every three months or so), even though some of the women are now involved in very successful businesses.



Looking at the grants, one of the main positive outcomes achieved has been to have funded businesses that were truly innovative and successful (and which would have been successful even if they had not been women's businesses). Some examples of the successful businesses funded include "Squigee" (<http://www.squigee.com/squigee/>), a surface design company specialising in fabric and wall covering. Other companies include advertising agencies, jewellery design companies, and a leather manufacturing company. Most of these companies have grown to an extent that they would no more be eligible for funding.

### 3.7.5 Elements of innovation and transferability

The scheme presents some interesting features in that it provides not just grants for business start-up or expansion, but also pre-grant support in the form of training and networking facilitation.

Additionally, one of the main innovative elements of the scheme is the fact that it also funds businesses that do not operate from business

premises (i.e. that operate from home). This is considered particularly useful in the context of women entrepreneurship as women are known to be generally risk-averse. Often women prefer to work from home at least initially, opting to move to business premises only once the business is consolidated (and not always then). Working from home, moreover, allows saving money and provides the flexibility which women frequently need to reconcile work and family commitments. In acknowledging this, the scheme is extremely innovative as there are no other such schemes that allow this.

One other strength of the scheme is that it does not just fund women businesses per se, but viable women businesses with good success prospects and this has been in line with the more general aim of supporting the competitiveness of Glasgow's entrepreneurial fabric. However, getting the right kind of applications has been a challenge (for example, even though the ineligibility of retail initiatives is clearly stated, a high number of applications was received from this sector).

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## 4. Scenarios and perspectives

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### 4.1 Legislation

Looking at future scenarios on the implementation of equal opportunities in Scotland and at the integration of women in local economic development processes implies considering the likely impact that the Gender Duty will deliver. Overall, the views gathered on the Gender Duty were extremely positive, as it provides the necessary degree of formality that is needed to ensure that gender equality is a priority and that this filters into both public and private sectors. One of the interviewees went as far as stating that the Gender Duty is “the best thing that has occurred in this field since the 1970s”. This having been said, there is some degree of realism on the expectations of the Duty and on the fact that one should not overstate what it will achieve. The Duty has been defined as a “toothless tiger” in that while the policy itself is adequate, the degree of accountability placed upon it is not necessarily sufficient. Amongst the limitations of the current policies for gender equality that were quoted during the interviews are the compartmentalisation of equality and the lack of integration across government policies and departments at both UK and Scottish level, and

the specialist skills involved in implementing the Gender Duty at local levels. These two issues are briefly discussed in the paragraphs to follow.

Although the legislation is being put in place, the implementation of the policy at the local level will very likely become the responsibility of specialist units, such as the Equal Opportunities sections of the local councils. This specialisation, while understandable, might dilute the impact that the Duty will have on the day-to-day work of institutions. This same compartmentalisation can be seen within and across the Scottish Executive. The following example was cited in illustration of this: in 2004, the EOC carried out an analysis of the Modern Apprenticeships Scheme and of how it had impacted on gender equality<sup>56</sup>. The outcome of this analysis was that girls were clustered in stereotypical female jobs (care, nursing, hair-dressing, beauty, etc.) and vice-versa. In synthesis, the study concluded that the scheme had operated in a way that reinforced gender stereotypes rather than challenged them. More significantly, at the end and as a result of the apprenticeships, women would remain on the same wage, whereas men would significantly increase their salaries. One of

<sup>56</sup> E. Thomson with A. McKay, J. Campbell and M. Gillespie (2004) *Modern apprenticeships and gender equality: a local perspective*. E. Thomson, A. McKay, J. Campbell and M. Gillespie (2005) *Jobs for the boys and the girls: promoting a smart, successful and equal Scotland. The final report to the Scottish component of the EOC's general formal investigation into occupational segregation*, February 2005.

the recommendations of the report was that a national strategy should be developed to look at occupational segregation. The Department for Enterprise, Transport and Life-Long Learning (ETLLD), however, has not embraced the findings of the report when reviewing the Modern Apprenticeship Scheme at the start of 2007. Although there was consultation on the Modern Apprenticeship Scheme, the consultation document did not make any mention of gender issues and equality. This having been said, however, it should also be mentioned that, in responding to the EOC's analysis on Modern Apprenticeships, the Scottish Executive agreed to set up a Cross-Departmental Working Group on Occupational Segregation. This Group, which works across three departments (ETLLD, Education and Development), has been tasked with exploring the issue of occupational segregation thematically - across education, training, careers advice, workforce, curriculum, etc. - and identifying where changes could be made to policy and practice to challenge gender stereotypes and support women and men, girls and boys to fulfil their potential in education, employment and training, without being inhibited by stereotypes and assumptions.

A further problem with the implementation of the Gender Equality Duty relates to the difficulties associated with its practical delivery and the specialist skills required to comply with it, for example at the local level. Even the specialist Equal Opportunities staff are reported to be struggling with the implications of the new Gender Duty, and are finding it much more difficult to deal with than disability or race as an equality issue. For example, Councils may be unsure of how to proceed with surveying all the men and women located within the authority's boundaries to identify the main issues pertaining to them. Feedback implies that, at local level, even specialists are unsure of how to handle the Gender Duty.

## 4.2 Role of the European Commission

There was wide consensus amongst the interviewees that the EC has been extremely influential and that good practices in this field were almost always funded by the European budget. The dissemination of best practice is also considered to have been beneficial to make sure that across the EU "everybody is singing from the same song-sheet" and that there is a common understanding of these issues, and to build capacities across Member States. On one level, some events organised by the Commission were considered enjoyable but also at times superficial; on another level, however, there is overall a high consideration for the trans-national work done at EU level and the active role of the Commission in promoting good practice exchange across Member States. This was considered positive not just for the promotion of the equality agenda per se, but also because it builds a sense of the Union. Of course, European Directives are also considered to have been a strong tool to push through legislation the Equal Opportunities agenda<sup>57</sup>.

## 4.3 Role of national and local governments

According to one of the interviewees, the UK government has proven to be more risk averse and more focused on business than Scotland and Wales; this might have to do with political history and with the fact that, in England, there is a higher number of businesses that can effectively lobby the government. The Scottish Code of Practice on gender duty was for example considered better than the English equivalent. One could argue therefore that devolution has had a positive impact in pushing the gender equality agenda in Scotland and, in fact, gender equality and equality more generally have been at the heart of Scottish policies since devolution. However, there seems to be some degree of tension between UK and

<sup>57</sup> [http://ec.europa.eu/employment\\_social/gender\\_equality/legislation/legalacts\\_en.html](http://ec.europa.eu/employment_social/gender_equality/legislation/legalacts_en.html).

Scottish levels. The work of the Women at Work Commission, for example, was considered disappointing by some in Scotland. Even though the delivery of gender equality is a devolved matter, the Commission did not include any representative from Scotland and, as a result, it can be difficult to see how some of the recommendations would apply to Scotland.<sup>58</sup>

Looking at Scotland more specifically and at the role of the Executive, this was considered to have been generally very positive. The role of the Equality Unit of the Scottish Executive in particular was considered to have been most useful; however, it was also noted that the Unit can only have a limited influence on how other Departments within the Executive shape their policies. It was felt that, where the Unit has latitude to intervene, it does so effectively, but this latitude is perhaps not as wide as it could be.

The EOC was considered to have been hugely important to raise awareness and to influence policies. Nonetheless, the fact that in October 2007 it will cease to exist as such and will be merged into a new Commission for Equality and Human Rights (CEHR)<sup>59</sup> was deemed a positive development, as it will give more strength to the equality agenda by eliminating any possible fragmentation in the way the different types of discrimination are dealt with. Moreover, this is in line with the understanding of equality that is at the basis of UK public policy: an all encompassing concept which includes all aspects of possible discrimination - from gender to race, disability, religion etc. - and that goes beyond the traditional

issues of labour market inclusion, equal pay and non-discrimination<sup>60</sup> (a concept which is different than the principle of equality between women and men included in the EC Treaty and promoted by the European Commission through the use of the Structural Funds)<sup>61</sup>.

The government agencies in Scotland – e.g. the Enterprise Network, Careers Scotland - have been reported to have worked hard to communicate the business case for gender equality and show why it is important. As a result there is now a better understanding of the value of equality when looking at it from an economic development perspective, and globally there is greater awareness of the need to improve the number of women in business. However, it was also noted during the interviews that there is still a need to build the evidence of the business case for equality and to disseminate this concept more widely.

#### 4.4 Role of non-governmental actors and the civil society

There are a high number of NGOs in Scotland that deal with Equal Opportunities. A lot of cooperation is reported to take place amongst the Third Sector organisations; by way of example, there is a “Funders Frontline Forum” where a number of Third Sector organisations meet to identify common issues, look at gaps, collaborate on training staff and volunteers etc.. In Scotland, the various Third Sector Organisations are

<sup>58</sup> As previously noted, it should be mentioned that representatives from the Commission went to Scotland to hear the views of women in Scotland and to view projects which worked with women.

<sup>59</sup> <http://www.cehr.org.uk/>.

<sup>60</sup> *The Final Report of the Equality Review* provides an effective explanation for this all encompassing understanding of equality, stating that “we need a new definition of equality [...] Traditional approaches – based on equality of outcomes, opportunities, process and respect – have either resulted in a focus on income, or on wealth, rather than on all the aspects of life that are important to people in leading a fulfilling life, or have not taken serious consideration of the economic, political, legal, social and physical conditions that constrain people’s achievements and opportunities. [...] The Review’s approach [...] recognises the equal worth of every individual, as reflected in human rights principles; it is sensitive to both outcomes and opportunities, and recognises the necessary role of institutions in removing barriers and making sure that opportunities to flourish are real. An equal society seeks equality in the freedoms that people have to lead a fulfilling life”, from Equality Review Panel chaired by Trevor Phillips (2007) *Fairness and Freedom. The Final Report of the Equalities Review*, February 2007, [http://www.theequalitiesreview.org.uk/upload/assets/www.theequalitiesreview.org.uk/equality\\_review.pdf](http://www.theequalitiesreview.org.uk/upload/assets/www.theequalitiesreview.org.uk/equality_review.pdf), p. 5.

<sup>61</sup> R. Fitzgerald, *Gender Mainstreaming and structural Funds in Scotland. Lessons for public policy*, Seminar by Jim Campbell, Leaza McSorley and Rona Fitzgerald, Globalisation and Public Policy Research Seminars, Glasgow Caledonian University, 8 March 2007.

reported to not perceive each other as competitors, but to collaborate to avoid duplications, strengthen synergies and deliver a complementary set of schemes.

Trade Unions are also active in the field of gender equality as they have had equality at the heart of their policies since their beginnings. The Scottish society itself has traditionally been very receptive to the issues of equality.

#### 4.5 Policy gaps

A few gaps were identified with respect to the implementation of gender equality policies in Scotland. A first set of gaps relates to policy areas that so far have not been adequately developed from an equal opportunities point of view. First, regarding the pay gap, the fact that pay reviews are still not mandatory (despite the important improvements introduced in Scotland with this respect by the GED) is felt to be a significant deficiency and something that should be looked at in future if the pay gap has to be overcome. Second, there is still little policy work that is being done on older women specifically. Only recently, in March 2007, the Scottish Executive published its policy “All Our Futures: Planning for a Scotland with an Ageing Population”.<sup>62</sup> Until then, in Scotland policy did not address the specific needs

of the older population (for example, the lifelong learning agenda is mostly targeted at young people and the policies of the Scottish Executive are focused on younger adults rather than older adults). However, the changing demography in Scotland implies a need to focus policy on older people too. Similarly, with respect to women more specifically, a lot of work has been done on younger women (e.g. training for school leavers), but as a woman gets older it is more difficult for her to find forms of support. Finally, poverty does affect women in a very specific manner and policy responses to this issue are not yet fully adequate.

A second set of gaps relate to the methodologies and practices in place to integrate gender considerations in the wide range of sectoral policies, even where the relevance of equality is acknowledged. On the one hand, on a conceptual level, there is still an inadequate link between the analytical work carried out in the academia and the stages of policy-formulation. On the other hand, on a more operational level, there is still an important gap between the policies formulated (mainly at Scottish level) and the actual work of practitioners on the ground (local levels). One example of this is the field of regeneration policy, where the inadequacy of the tools to involve women in decision-making processes has a detrimental effect on the policies’ capacity to tackle poverty and its specific impact on women.

<sup>62</sup> <http://www.scotland.gov.uk/Topics/People/Equality/18501/Experience>

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## 5. Conclusions

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Devolution has raised the profile of equal opportunities and gender equality in Scotland. However, there is a risk of loss of momentum. It will be important in the future to put into place efforts to capitalise on the progress made in this area since 2000 and to further promote the equal opportunities agenda with concrete policy initiatives. Current and past practice in Scotland as regards the implementation of policies for gender equality highlight that there is a high degree of compartmentalisation of equality within government departments, local authorities and agencies. The implementation of gender equality initiatives is still perceived to be a competence of specific units or officials within organisations, and not an ambition of all actors in charge of policy development and delivery. There is still a lack of ownership of the gender issue across the board and the mainstreaming approach – i.e. the transversal and systematic integration of equality considerations in all policies, services and policy-phases – is still far from being achieved. Evidence from the case studies suggests that to date there is still no widespread awareness or practice of the necessity to integrate gender considerations at the stages of policy formulation, but this is key for the integration of gender equality in subsequent policy implementation and delivery phases. Whether the Gender Equality Duty will be able to overcome such limitations is controversial (as has been discussed in Section 4.1).

Whilst with these limitations in mind, it is

undeniable that Scotland has been over the past few years a real test-bed for innovative activities for the promotion of gender equality. A wide range of initiatives has been implemented in pursuit of this goal by different types of actors (councils, development agencies, Third Sector organisations, various types of partnerships etc.) and with differing scope, aims and territorial focus. In other words, if from a top-down level it is proving difficult for gender equality to filter through all policies and across levels of governance, it should also been acknowledged that there are a great deal of initiatives on the ground that support the integration of women in Scottish economic and social life. For the future, more work should be done to create synergies between such initiatives and to place them in a more systemic framework so as to maximise impacts and added value. Additionally, women should be involved more and more routinely in local development decision-making-processes (especially at grass-root levels). It would also be beneficial to pay more attention to the operational aspects of policy delivery and to develop appropriate tools to more effectively link policy and practice, in a similar way as the Close the Gap and the Engendering Policy initiatives have done. Pilot testing these tools and monitoring their use should also be encouraged, with a view to promote the implementation of successful experiences in similar contexts.

Looking at the transferability of the good practice experiences found in Scotland to other contexts,

two key lessons emerge from the case studies. First, a key factor that has emerged from the case studies is that often the success of initiatives for gender equality is built on the commitment of individuals on the ground and on their drive to effectively make a difference. However, the commitment of senior levels is also essential to give weight to the priority of gender equality and, in this way, to integrate gender equality more effectively within the culture of organisations.

Second, a further element that has emerged from the case studies is that it can be difficult to make the qualitative jump from successful, innovative pilot projects to large-scale mainstream. To ensure that the lessons learnt from pilot experiences are not lost and that such projects leave a lasting legacy, it would be fundamental to set up an effective follow up framework through which systematically institutionalise learning and establish a virtuous cycle of policy innovation.



## 6.

### ANNEX 1

#### Case Study synthetic overview

#### Member State Case: Scotland (United Kingdom)

Sources – People interviewed (during scanning exercise and further interviews)

Name and Role	Organisation and Contact Details	Notes
Graham Smith Project Co-ordinator	Senior Studies Institute University of Strathclyde, Glasgow graham.smith@strath.ac.uk	Interviewed on 9 February 2007, AWE project
Marie Dorris Head of Unit	National Unit for Women's Enterprise, Scottish Enterprise, Glasgow Marie.Dorris@scotent.co.uk	Interviewed on 16 February 2007
Helen Wray Grants Officer	Scottish Community Foundation Helen@scottishcf.org	Interviewed on 21 February 2007, Women's Fund
Kathleen Jones Project Development Officer	Glasgow City Council Kathleen.Jones@drs.glasgow.gov.uk	Interviewed on 27 February 2007
Emma Ritch Project Manager Close the Gap	Close the Gap, Glasgow E.Ritch@stuc.org.uk	Interviewed on 27 February 2007
Louise Falconer Project Officer	South Lanarkshire Council (Oxfam secondee) Louise@changingplacesbh.co.uk	Interviewed on 27 February 2007
Gillian Maxwell Senior Lecturer	Caledonian Business School Caledonian University, Glasgow G.Maxwell@gcal.ac.uk	Interviewed on 7 March 2007

Title, Author, Date	Website, Publication Details	Notes
“Annual Review 2006 of demographic trends”, General Register Office for Scotland, 2007 (first publishes 27 July 2007)	<a href="http://www.gro-scotland.gov.uk/statistics/publications-and-data/annual-report-publications/rgs-annual-review-2006/index.html">http://www.gro-scotland.gov.uk/statistics/publications-and-data/annual-report-publications/rgs-annual-review-2006/index.html</a>	
“Gender Agenda for Scotland. Completing the revolution: the leading indicators”, Equal Opportunities Commission Scotland, 2007	<a href="http://www.eoc.org.uk/PDF/Gender_Equality_Index_Scotland.pdf">http://www.eoc.org.uk/PDF/Gender_Equality_Index_Scotland.pdf</a>	
“Fairness and Freedom. The Final Report of the Equalities Review” by Equality Review Panel chaired by Trevor Phillips, February 2007	<a href="http://www.theequalitiesreview.org.uk/upload/assets/www.theequalitiesreview.org.uk/equality_review.pdf">http://www.theequalitiesreview.org.uk/upload/assets/www.theequalitiesreview.org.uk/equality_review.pdf</a>	
“The incidence and impact of flexible working arrangements in smaller businesses” by G. Maxwell, L. Rankine, S. Bell and A. MacVicar, in Employee Relations, vol. 29, no. 2, 2007, pp. 138-160	Obtained from Gill Maxwell (Glasgow Caledonian Business School)	
“High Level Summary of Equality Statistics. Key Trends for Scotland”, Scottish Executive, Scottish Executive National Statistics Publication, November 2006	<a href="http://www.scotland.gov.uk/Publications/2006/11/20102424/16">http://www.scotland.gov.uk/Publications/2006/11/20102424/16</a>	Provides gender disaggregated statistics on a number of topics.
“Explanatory Memorandum to the Sex Discrimination Act 1975 (Public Authorities) (Statutory Duties) Order 2006 no. 2930 and the Draft Gender Equality Duty Code of Practice”, Scottish Executive, November 2006	<a href="http://www.opsi.gov.uk/si/em2006/ukxiem_20062930_en.pdf">http://www.opsi.gov.uk/si/em2006/ukxiem_20062930_en.pdf</a>	Explains the gender equality duty set to come into force in 2007
“Gender Equality and Work in Scotland: A Review of the Evidence Base and the Salient Issues”, by R. Fitzgerald and A. McKay, May 2006	<a href="http://www.eoc.org.uk/PDF/gender_equality_and_work_in_Scotland.pdf">http://www.eoc.org.uk/PDF/gender_equality_and_work_in_Scotland.pdf</a>	
“New Gender Equality Duty. Consultation events report”, by Wendy Davies and Rona Fitzgerald, April 2006	<a href="http://www.eoc.org.uk/PDF/CoP_Event_Summary_Points.pdf">http://www.eoc.org.uk/PDF/CoP_Event_Summary_Points.pdf</a>	
“Public Policy Scottish Statistics. Desktop Research”, by R. McIlwhan on behalf of the EOC, March 2006	<a href="http://www.eoc.org.uk/PDF/public_policy_scottish_statistics.pdf">http://www.eoc.org.uk/PDF/public_policy_scottish_statistics.pdf</a>	

## Sources – Documents analysed (during scanning exercise and further analysis)

Title, Author, Date	Website, Publication Details	Notes
“Gender Equality Duty. Draft Code of Practice - Scotland”, February 2006 (draft code for consultation)	<a href="http://www.eoc.org.uk/PDF/Scottish_GED_CoP_for_consultation.pdf">http://www.eoc.org.uk/PDF/Scottish_GED_CoP_for_consultation.pdf</a>	
“Shaping a fairer future” Women and Work Commission, February 2006	<a href="http://www.womenandequalityunit.gov.uk/publications/wwc_shaping_fairer_future06.pdf">http://www.womenandequalityunit.gov.uk/publications/wwc_shaping_fairer_future06.pdf</a>	Report of the independent review commissioned by the UK Prime Minister in Summer 2004 on the causes of the gender pay and opportunities gap and on practical recommendations to address it
Report on equality between women and men, 2006”, European Commission, February 2006	<a href="http://ec.europa.eu/employment_social/publications/2006/keajo6001_en.pdf">http://ec.europa.eu/employment_social/publications/2006/keajo6001_en.pdf</a>	General, EU background
“The Gender Public Duty in Scotland. Stakeholder Mapping and Draft Consultation Strategy”, Revised Report, by OSCD and Fitzgerald Associates, February 2006	<a href="http://www.eoc.org.uk/PDF/A_Mapping_Exercise_of_the_Public_Sector_in_Scotland.pdf">http://www.eoc.org.uk/PDF/A_Mapping_Exercise_of_the_Public_Sector_in_Scotland.pdf</a>	
“Older People and Employment in Scotland”, Dr. Vít Novotný, Senior Studies Institute, Centre for Lifelong Learning, University of Strathclyde, Glasgow, 2006	Obtained from Senior Studies Institute, University of Strathclyde, Glasgow.	
Close the gap “Bargaining for Equal Pay. A toolkit for trade union reps”, by STUC, December 2005	Obtained from Close the Gap	
Close the gap “Different but equal. Equal value: a guide to comparing jobs. Factors to consider”, October 2005, by Kay Gilbert	Obtained from Close the Gap	
“Evaluating Impact: Assessing Community Benefit. Evaluation of the Women’s Fund for Scotland”, by Dr. Sheila Hamilton, September 2005	Report obtained from SCF	Comprehensive and detailed evaluation of the Fund’s performance

Title, Author, Date	Website, Publication Details	Notes
“Jobs for the boys and the girls: promoting a smart, successful and equal Scotland. The final report to the Scottish component of the EOC’s general formal investigation into occupational segregation”, by E. Thomson, A. McKay, J. Campbell, M. Gillespie, February 2005	Obtained from Close the Gap	
“Sharpening the Focus on Women’s Enterprise in Scotland” Scottish Enterprise and Highlands and Islands Enterprise, 2005	<a href="http://www.bgateway.com/publications/nuwe_report_2005-3.pdf">http://www.bgateway.com/publications/nuwe_report_2005-3.pdf</a>	
“Modern apprenticeships and gender equality: a local perspective”, by E. Thomson, A. McKay, J. Campbell, M. Gillespie, November 2004	Obtained from Close the Gap	
“Pay, Position & Occupational Options: Women in the HIE Area. Report for Highlands & Islands Enterprise”	<a href="http://www.equal-works.com/resources/contentfiles/962.doc">http://www.equal-works.com/resources/contentfiles/962.doc</a>	
Fair Play “Take the time for a Work-life Strategy” (authors S. Karim, M. McDougall, F. McOwan, G. Maxwell, A. Meikle, L. Welsh, S. Wise)	Obtained from Close the Gap	
Fair Play “A short guide to greater flexibility in the workplace”	Obtained from Close the Gap	
Close the gap “Equal Pay Campaigning. A toolkit for student officers”, by Jenny Duncan”	Obtained from Close the Gap	
Close the gap “Different but equal. Equal value: a guide to comparing jobs. Workbook for comparing jobs	Obtained from Close the Gap	
“Equality in practice – Making it work” by Muriel MacKenzie, Equal Opportunities Adviser to Scottish Structural Funds Programmes, 2003?	<a href="http://www.esep.co.uk/download/eqopps/equality_practice.pdf">http://www.esep.co.uk/download/eqopps/equality_practice.pdf</a>	Useful as a background source on EO integration in Structural Funds programmes across Scotland (although none of the selected case studies has also been selected for this research).
“Improving the Position of Women in Scotland: An Agenda for Action”, Report to the Scottish Executive by the Strategic Group on Women, 2003	<a href="http://www.scotland.gov.uk/Resource/Doc/47063/0025552.pdf">http://www.scotland.gov.uk/Resource/Doc/47063/0025552.pdf</a>	

Title, Author, Date	Website, Publication Details	Notes
"Equal in Scotland" The newsletter of the Equal CI in Scotland (various issues)	<a href="http://www.objective3.org/Web/Site/Equal/Equal_Newsletters.asp">http://www.objective3.org/Web/Site/Equal/Equal_Newsletters.asp</a>	Contain useful information on some of the selected projects (e.g. Close the gap)

## Sources – Good Practices identified (during further analysis)

Name of the Strategy/ Title of the project	Organisation and Contact Details	Institution's web addresses
Close the gap	Close the Gap Freepost SC07677 Glasgow G3 6BR	<a href="http://www.closehegap.org.uk">http://www.closehegap.org.uk</a>
Women's Fund for Scotland	Scottish Community Foundation Suite 3.4 Turnberry House 175 West George Street Glasgow G2 2LB Tel: 0141 225 6670 Fax: 0141 229 1419	<a href="http://www.scottishcf.org">www.scottishcf.org</a>
Engendering Policy	South Lanarkshire Council Blantyre Tel: 01698 714955	<a href="http://www.southlanarkshire.gov.uk/portal/page/portal/EXTERNAL_WEBSITE_DEVELOPMENT/SLC_ONLINE_HOME">http://www.southlanarkshire.gov.uk/portal/page/portal/EXTERNAL_WEBSITE_DEVELOPMENT/SLC_ONLINE_HOME</a>
AWE – Advancing Women's Employability	University of Strathclyde, Senior Studies Institute 40 George street Glasgow G1 1QE	<a href="http://www.cll.strath.ac.uk/ssi.html">http://www.cll.strath.ac.uk/ssi.html</a>
Work-life balance	Glasgow Caledonian University Caledonian Business School Cowcaddens Road Glasgow G4 0BA	<a href="http://www.caledonian.ac.uk">www.caledonian.ac.uk</a>
Women into business	Scottish Enterprise National Unit for Women's Enterprise 150 Broomielaw 5 Atlantic Quay Glasgow G2 8LU. Tel: 0141 248 2700.	<a href="http://www.scottish-enterprise.com/">http://www.scottish-enterprise.com/</a>
Women into enterprise	Glasgow City Council Development and Regeneration Services Exchange House 229 George Street Glasgow G1 1QU Tel: 0141 287 7277 <a href="mailto:womenintoenterprise@drs.glasgow.gov">womenintoenterprise@drs.glasgow.gov</a>	<a href="http://www.glasgow.gov.uk/">http://www.glasgow.gov.uk/</a>

partner:

