

Communities, Equality and Local Government Committee

Meeting Venue:
Committee Room 2 – Senedd

Meeting date:
10 October 2012

Meeting time:
09:00

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



For further information please contact:

Policy: Marc Wyn Jones
Committee Clerk
029 2089 8505 / 029 2089 8120
CELG.committee@wales.gov.uk

Agenda

Pre-meeting – 09.00 – 09.30

1. Introductions, apologies and substitutions 09.30

2. Scrutiny of Welsh Government 2013/2014 draft budget 09.30 – 11.00 (Pages 1 – 9)
Welsh Government
CELG(4)-22-12 – Paper 1

Carl Sargeant AM, Minister for Local Government and Communities
Reg Kilpatrick, Director, Local Government & Public Service
Kate Cassidy, Director for Communities & Social Justice

3. Scrutiny of Welsh Government 2013/2014 draft budget 11.00 – 12.00 (Pages 10 – 76)
Welsh Government
CELG(4)-22-12 – Paper 2 and 2A

Jane Hutt AM, Minister for Finance and the Leader of the House
Amelia John, Head of Equality, Diversity and Inclusion Division
Claire McDonald, Head of Equality
Joanne Glenn, Head of Inclusion Team

4. Motion under Standing Order 17.42 to resolve to exclude the public from the meeting for the following business: (12.00)

Items 5 and 6

**5. Inquiry into the Welsh Government's historic environment policy
- Consideration of approach (12.00 – 12.15) (Pages 77 – 78)**

Paper 1

Communities, Equality and Local Government Committee

Date: 10 October 2012

Time: 09.30am to 11.00am

Title: Evidence paper - Local Government and Communities, Draft Budget Allocations for 2013-14.

1. Introduction

This paper provides comments and information to the Committee regarding Local Government and Communities' future programme budget proposals outlined within the Draft Budget which was laid on 2 October 2012. It covers those areas included in the remit of the Communities, Equality and Local Government Committee, namely communities and local government.

2. Background

Compared to indicative plans for 2013-14 published in the Final Budget 2012-13 the total MEG allocation for Local Government and Communities (LGC) has increased by £20.8m in 2013-14 and £50.4m in 2014-15. These changes are mainly due to transfers in to Revenue Support Grant and additional funding for capital projects offset by the transfer of Substance Misuse policy and associated team to Health and Social Services. [By 2014-15, the Welsh Budget will be £2.1bn lower in real terms than at its peak in 2009-10 and around the same level as in 2005-06..](#)

The following summary financial table shows the overall effect on the LGC Departmental Expenditure Limit (DEL) baseline budget. This does not include Annually Managed Expenditure (AME) which is outside the Welsh Assembly Government's Departmental Expenditure Limit. The table also shows the £000 change from the previous budget.

Summary Financial Tables:

LGC MEG

	2012-13 *	2013-14	2014-15
Revenue DEL	4,826,288	4,899,317	4,926,458
£000 Change on Previous Plan		1,480	5,480
Capital DEL	269,351	252,519	278,219
£000 Change on Previous Plan		19,228	44,928
DEL Baseline	5,095,639	5,151,836	5,204,677

£000 Change on Previous Plan		20,708	50,408
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* As per the first Supplementary Budget 2012-13

Following portfolio changes in May 2011, the LGC MEG also contains Transport budgets. Separate evidence will be provided to the Economy and Business Committee on Transport matters. As these make up the majority of LGCs capital budget and a significant part of the revenue budget, a separate table has been provided which summarises the LGC budgets excluding Transport.

LGC MEG (excluding Transport)

	2012-13 *	2013-14	2014-15
Revenue DEL	4,382,559	4,464,907	4,491,307
£000 Change on Previous Plan		1,900	5,900
Capital DEL	38,428	33,870	33,870
£000 Change on Previous Plan		-5,072	-5,072
DEL Baseline	4,420,987	4,498,777	4,525,177
£000 Change on Previous Plan		-3,172	828

* As per the first Supplementary Budget 2012-13

3. Budget Overview

Local Government and Communities contributes to a number of aims in the Programme for Government, in particular through our cross-cutting focus on strengthening public service delivery, on tackling poverty and promoting community safety, and on improving the transport infrastructure which enables access to employment and public services, and underpins the quality of life of people in Wales.

Our departmental programmes support reforms to ensure effective, efficient and accessible public services that meet people's needs. We are tackling anti-social behaviour, crime (including the fear of crime) and working to reduce the incidence and impact of fires and other emergencies. We will seek to improve people's lives by working to reduce poverty, reduce the likelihood that people will become poor, and to help people and communities out of persistent poverty.

The additional resource funding is in respect of net transfers to the Revenue Support Grant (£29.4m), offset by the First Minister's decision to transfer the responsibilities and associated budget on Substance Misuse (£27.5m) to the Health and Social Services portfolio.

There are transfers into the **Revenue Support Grant** totalling £31m in 2013-14 and £35m in 2014-15. The transfers in 2013-14 include the following:

- £8m for the Local Government Borrowing Initiative from Central Reserves (£12m from 2014-15);
- £21.8m from Education and Skills MEG for the Free School Breakfast Initiative, Appetite for Life and School Counselling;
- £0.4m from the Bus Support and Local Transport Action within LGC for the Blue Badge scheme; and,
- £0.7m from Health and Social Services MEG to comply with primary legislation with regards health assessments.

These are offset by a recurrent transfer out of £1.6m to the Central Services and Administration MEG for the Public Sector Mapping Agreement.

Further details will be provided when the Provisional Local Government Finance Report along with the basis of distribution are published on 18 October 2012. This will set out the amount of Revenue Support Grant the Welsh Government proposes to distribute to county and county borough councils in 2013-14 and beyond along with the basis of distribution.

In terms of revisions to revenue budgets, there are no material changes for Communities and Local Government areas of LGC. Notwithstanding the reductions of £5.1m capital relating to the Substance Misuse portfolio transfer, capital budgets remain constrained with less funding available for areas such as Community Development and Domestic Abuse compared with 2010-11 as a result of UK Government reductions.

Some structural changes to the Local Government and Communities MEG have been made as part of this budget to facilitate alignment with the departmental business plan, and the bringing together of budgets which focus on local government and public services.

4. Five for a Fairer Future

The general police funding settlement for Wales has followed Home Office spending plans for the current spending review period with the funding being distributed across all police authorities in England and Wales using the same formula. The Home Office spending plans incorporate year-on-year reductions in provision but it has provided floor funding to ensure that no police authority receives a cut of more than a given threshold. For 2012-13, this floor funding ensures that no police authority is taking a cut in resources of more than 6.7%. The overall effect of this is that every police authority in England and Wales has had the same level of reduction in central funding for 2012-13.

However, in addition to the general revenue provision, the Welsh Government funds a range of community safety activities including a number of grants which support police activities, both as individual bodies and in partnership with others. In particular, we are on course to deliver one of the **Five for a Fairer Future**

pledges made by the Welsh Government with a budget of £16.8m available in 2013-14 for an additional **500 Community Support Officers (CSOs)** in Wales. Over 300 CSOs were deployed or in training by 1st September. This is well ahead of schedule and will result in benefits being delivered to communities across Wales at a much earlier stage. These officers will be highly visible in their communities, engaging with people, providing reassurance and tackling anti-social behaviour. They will play a pivotal role not only in making our communities safer, but in making them feel safer. The Police Forces' recruitment plans indicate that through the recruitment of some part time officers, they will deliver an additional 45 CSOs. This means that 545 CSOs will be in place as a result of this pledge by September 2013.

5. Programme for Government

Safer Communities for All

As part of the Programme for Government, we will continue to support actions which contribute to making our communities safer for all with £16.7m of revenue and £2.6m of capital funding in 2013-14. Our funding through the “**Right to be Safe**” Strategy and the **10,000 Safer Lives** project demonstrates our commitment to improve and join up multi agency services to help victims of domestic abuse and violence against women and reduce incidents and numbers of repeat victims. We will continue to fund Community Safety Partnerships in Wales on a range of interventions and projects aimed at diverting young people away from crime and anti-social behaviour. Finally, our **Fire and Rescue National Framework** sets out the key strategic direction for Fire and Rescue Authorities in future years.

Tackling Poverty

Our Commitment to social justice and equality of opportunity makes it essential in the current climate that we continue to drive forward **tackling poverty** by prioritising the needs of the poorest and protecting those most at risk of poverty and exclusion. As part of this, the Government will continue to support our most deprived areas through the next phase of the **Communities First Programme** with a budget of £40.3m. Since April 2012, Communities First has been re-focused to underpin the Welsh Government's **tackling poverty** agenda – by supporting the most disadvantaged people in our most deprived areas with the aim of alleviating persistent poverty. Communities First is working alongside other programmes to narrow the education, skills, economic and health gaps between the most deprived and more affluent areas of Wales, and to help individuals into employment.. Grant funding for the programme will be allocated to Communities First Clusters and a Communities First Outcomes Framework will provide the structure for evidencing achievements using a “results based accountability” approach. Support is ongoing with communities to implement the

new process and develop focused local delivery plans with clear performance measures – demonstrating the contribution of the programme to the wider tackling poverty agenda. Taking a ‘results based accountability’ approach to our policy and programmes in this way is designed to ensure that there is a real focus on improving outcomes and measuring the contribution of such programmes through the delivery chain.

Other key initiatives include the **Financial Inclusion Strategy** with funding of £3.2m in 2013-14 which will support services to those who are financially excluded across Wales and the continuation and expansion of Credit Unions which provide services to those excluded from mainstream providers. We have also initiated a Review of Advice Services, particularly important given the impact of the UK Government’s welfare reform programme on our most vulnerable people. We will also be putting in place arrangements to replace Council Tax Benefit and the Social Fund which will involve a transfer of additional resources to the Welsh Government. We will utilise the full extent of that money to support our own schemes from April 2014.

Public Services in Wales

The Government will support action to improve the delivery of **effective and efficient public services** that meet the needs of people in Wales by strengthening local democracy and continuing to ensure funding settlements for local government that support local delivery. There will be funding incentives for service improvement through our regime of **Outcome Agreements**. Our new approach to planning and partnership arrangements means that public services partners will be able to work together much more effectively to identify and respond to the strategic needs of their local areas. This substantial simplification and reduction in bureaucracy means one plan instead of four - an overall reduction from 88 to 22 plans by April 2013. This should enable local authorities and their partners to reduce the number of unnecessary partnerships by at least a half, which will mean real and substantial savings in time and administration.

Our simplification agenda is at the heart of creating the right environment for more efficient and effective government and public service delivery and we will continue to remove unnecessary bureaucracy wherever we can – our Byelaws Bill is an example where we can use legislation to reduce burdens on partners. Our Public Service Leadership Group will continue to drive forward reform and the refreshed Partnership Council will provide strong governance for collaborative action to maximise efficiency and effectiveness locally, regionally and nationally.

The Government’s common footprint for public services, builds on the Local Health Board and police boundaries. Standardising collaboration on common boundaries will enable and support joint working across local government, health and police services reducing complexity and providing a clear framework for

collaborative working. This is particularly important with the move to implement the Simpson review and the other major reforms underway in education and social services.

6. Legislative Programme

During 2011/12 (the first year of the Legislative Programme) we introduced two Assembly Bills - **Local Government Byelaws (Wales) Bill** and the **Public Audit (Wales) Bill**. During the second year (2012/13) we will introduce a further two Bills - **Active Travel (Wales) Bill** and the **Local Government Democracy (Wales) Bill** which will make reforms to the structure, operation and functions of the Local Government Boundary Commission for Wales. Estimated costs will be minimal and will be met from within current budgets.

A Green Paper on the **possibility of a Youth Offending Bill** has been published and a White Paper for a **Bill to tackle violence against women and domestic violence** is also in hand to publish before the end of 2012

7. Collaboration

The Government works closely with its key delivery partners to deliver the aims set out in the Programme for Government.

Collaboration is not an end in itself, but it can be a powerful approach for improving services and / or realising efficiencies. For example, through our collaborative procurement work we have made efficiencies across all public services of £45m in the latest year.

We work closely with local authorities and various partners to strengthen the delivery of efficient, effective and accessible public services. Public bodies we sponsor include the Local Government Boundary Commission Wales with funding of around £520k in 2013-14, and the Valuation Office Agency in Wales and the Valuation Tribunal for Wales with a total of £10m. We are responsible for funding a number of Inspectorates with budgets of £14.5m for Care and Social Services Inspectorate Wales, £2.6m for Health Inspectorate Wales and £12.4m for Estyn.

The current Third Sector Partnership Agreement, which will be subject to re-negotiation ahead of the financial year 2013-14, sets out the basis for Welsh Government funding for organisations such as the County Voluntary Councils (CVC's) and Volunteer Centres. Funding from the Third Sector budget totals £8.6m in 2013-14. Other grant schemes such as the Community Facilities and Activities Programme, which has a capital budget of just under £11m in 2013-14, will continue to provide funding to support community organisations.

8. Equality Impact Assessment

In determining budget allocations, careful consideration has been given to the impact of any changes on equalities. While the underlying assumptions of this year's allocations are unaltered from previous year's plans, there are some areas where the impact of the significant reductions imposed by the UK Government as part of the last Comprehensive Spending Review are leading to difficult decisions in terms of budget allocations. In such cases, detailed Equality Impact Assessments are being undertaken because of the potential socio-economic impact and the outcome for people with protected characteristics.

While not reflected in this year's Draft Budget, we are also working through the impact of the UK Government's welfare reform agenda on Wales, specifically its plans to abolish both **Council Tax Benefit** and the discretionary **Social Fund** on 31 March 2013 and to localise support as part of its wider reforms of the benefits system. This has presented the Welsh Government with an enormous challenge requiring us to develop and implement new schemes in conjunction with our partners which provide crucial support for some of the most vulnerable members of our society. The decision on the level of funding to be transferred is for the UK Government and we await confirmation on the exact amounts. However, any reduction in funding is likely to have a negative impact on everyone applying to the new schemes from April 2013, including those with protected characteristics. We are undertaking Equality Impact Assessments as work progresses on successor schemes and the options become clearer. The challenge however is significant.

The Committee has previously been interested in **Local Authority Equal Pay settlements**. There are two distinct elements to the equal pay issue which need to be addressed before it can be considered that a satisfactory resolution has been reached. There is the matter of historic back pay compensation claims that have been lodged under the Equal Pay Act 1970 and the completion of implementing single status following job evaluation of pay and grading structures. A summary of the current position for local authorities is as follows:

Equal pay compensation payments

- 15 – Settled (9 have residual claims outstanding)
- 4 – Negotiations ongoing
- 3 – Defending

Single Status

- 13 - Implemented
- 9 - Aiming for implementation in 2012-13

The Welsh Government included £54 million funding into the RSG over the period 2005-6 to 2007-08 to assist local authorities implement single status. This has been built into local authority baselines. Assistance for local authorities who

are settling compensation claims can be provided via a “Capitalisation Direction”. A capitalisation direction allows an authority to borrow or use capital receipts to fund what is a revenue cost. To date £60.5m of capitalisation directions have been granted to 7 authorities in Wales.

9. Sustainable Development

Our policy action and funding fully supports the Welsh Government’s sustainable development agenda. This wide ranging agenda promotes action to invest for the long term; focus on prevention; protection of services and re-distribution of resources; promoting integration as well as supporting the environment.

Some examples of the action we are taking within the Local Government and Communities portfolio to contribute to achieving our sustainable development principles include **Communities First**, a long term investment focussed on tackling deep seated inter-generational issues and our **Tackling Poverty Action Plan** which sets out the actions being taken across the Welsh Government to tackle poverty. Prevention features strongly as part of our youth offending strategy, fire service framework and the ‘Five for a Fairer Future’ commitment to fund 500 Community Support Officers

In addition, we are promoting integration through our delivery of the public service reform programme: embedding the **Collaborative Footprint for Public Services and integrated planning**. Our commitment to support the environment is evidenced through our **Sustainable Travel** agenda incorporating Smarter Choices; Travel planning and provision of personalised travel information; and the development of a series of strategic modal interchanges.

Carl Sargeant AM
Minister for Local Government and Communities

Paper 2

Evidence paper to the Communities, Equality and Local Government Committee by the Minister for Finance and Leader of the House

Wednesday 10 October 2012

Introduction

1. The Programme for Government provides the commitment of this Government to focus on its people and a strong commitment to develop a fairer society in which every person is able to make the most of their abilities and contribute to the community in which they live. The Welsh Government actively works to incorporate equality of opportunity and good relations into its spending plans and budget processes through conducting an Equality Impact Assessment of its budget.
2. In the last two Equality Impact Assessments on our budget, we undertook a lot of work to assess the equality impact of our plans. 2011-12 was the first time we undertook such an exercise and a lot of effort was put in understanding the evidence. We focused on explaining decisions made following any changes after the impact assessment was undertaken.

The Budget 2013-14: Equality Impact Assessment

3. This will be the Welsh Government's third Equality Impact Assessment of its budget. The Equality Impact Assessment of the budget for 2013-14 will be published as a separate document on Monday 8 October. It will articulate where a budgetary decision has been made following the completion of an Assessment and the differences that decision has made for the people of Wales.
4. This year the focus of the Equality Impact Assessment of the Budget is four fold:
 - Reporting on the equality impact around the "*Five for a Fairer for a Future*" commitments;
 - Equality Impact Assessment on spending plans within Departments;
 - An assessment of the equality and socio-economic considerations reflecting previous budget decisions; and
 - Capital Investment.
5. Where the likely impact was potentially significant, a full equality impact assessment has been carried out in relation to the proposed change to the budget to better understand what the impact will be on people with a protected characteristic.
4. When published, it will demonstrate that we have paid 'due regard' to the impact on people with protected characteristics before reaching decisions in order to meet our legal duties.

Revised Equality Duties and Toolkit

7. The Welsh Ministers have used their power under the Equality Act 2010 to impose specific equality duties on certain Welsh authorities, including the Welsh Government itself. The specific duties are designed to help authorities comply with the general equality duty, and are set out in the Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011.
8. Our Equality Impact Assessment process has been revised in accordance with these specific duties to ensure that all new policies, and existing policies that are revised and reviewed, consider the impact on all of the people with protected characteristics.

Jane Hutt AM
Minister for Finance and Leader of the House



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Draft Budget 2013-14: Assessing for Equality Impacts



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Ministerial Foreword

This is the Welsh Government's third Equality Impact Assessment of its Budget.

The Welsh Government is on a journey with its equality assessment of its Budget. There is no doubt that being the first Government in the UK to publish an Equality Impact Assessment on its Budget was a significant achievement. However, the real challenge has been, and will continue to be, ensuring that it is relevant, transparent and it makes a difference to the way in which we prioritise our Budget for the people of Wales.

I am committed to keep on strengthening our approach and that is why I agreed to collaborate with the Equality and Human Rights Commission (EHRC) Wales to conduct an Appreciative Inquiry of the Welsh Government's approach to assessing the equality impacts of its budget. The Inquiry, which should publish its report shortly, will seek to identify where there is scope for development to enable the Welsh Government to be even better placed to fulfil its public sector equality duties in the future.

In my role as Minister for Finance and Leader of the House, with responsibility for Equality, I am committed to ensuring that, as a Government, we use the evidence that is available to us to ensure that we do not unduly impact on those within our communities who should be protected when policies are developed and funding is allocated. To strengthen and develop our equality expertise, I am pleased to announce the establishment of a Budgetary Advisory Group for Equality. This group will seek to encourage and strengthen the focus on identifying and understanding the nature of inequalities within Wales. It is envisaged that the group's work will also inform the wider Welsh public sector's understanding of equality considerations within its own future budgetary considerations.

The Welsh Government is committed to ensuring that every citizen in Wales has the opportunity to contribute to the social and economic life of Wales. We all want a society where people are valued as individuals, where there is diversity and equality and respect for all. Our Programme for Government confirms our commitment to social justice and equality of opportunity.

We are living in a time with great economic uncertainty and the beginning of enormous changes to the Welfare System by the UK Government which will have a bigger impact on Wales than any other part of the UK. In Wales, we are determined that, above all, that equality should be a fundamental consideration in the development of policy and budget priorities.

Jane Hutt
Minister for Finance and Leader of the House

Assessing the Equality Impacts 2013-14

1. Introduction

1.1 The Programme for Government provides the commitment of the Welsh Government to focus on its people and a strong commitment to develop a fairer society in which every person is able to make the most of their abilities and contribute to the Welsh economy and the communities in which they live.

1.2 The Welsh Government actively works to incorporate equality of opportunity and good relations into its spending plans and budget processes through its Equality Impact Assessment (EIA) tool kit. This has been revised following the introduction of the Wales Specific Equality Duties and the introduction of the Strategic Equality Plan for listed public bodies in Wales, including the Welsh Government.

2. Legal Obligations

2.1 Welsh Ministers have used their power under the Act to impose specific equality duties on certain Welsh authorities, including the Welsh Government itself. The specific duties are designed to help authorities comply with the general equality duty, and are set out in the Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011. Our Inclusive Policy Making (IPM) process has been revised in accordance with those specific duties to ensure that all new policies, and existing policies that are revised and reviewed, consider the impact on all of the people with protected characteristics.

2.2 The Welsh Government also has a duty under section 77 of the Government of Wales Act 2006 to have arrangements to ensure that its functions are exercised with due regard to the principle that there should be equality of opportunity for all people.

3. The Equality Impact Assessment (EIA) for 2013-14

3.1 In 2012-13, the EIA focus was on any budgetary changes against previously published plans taking into account the Programme of Government announced by the new Government in May 2011, and provided updates on previous years' outstanding actions. It included a summary assessment of how the Welsh Government was mitigating some of the adverse impacts of lower public spending by the UK Government on disadvantaged groups through our spending decisions.

3.2 The Equality Impact Assessment (EIA) of the Budget for 2013-14 is a separate published document and will be published at Draft Budget and Final

Budget stage. It includes an analysis of our spending plans and covers the following four areas:

- Reporting on the equality impact around our *Five for a Fairer for a Future* commitments by department;
- Equality Impact Assessment on spending plans within departments;
- An assessment of the equality and socio-economic impact of previous budget decisions;
- Provision of information about equality considerations which are part of the proposals for capital investment allocations.

3.3 This year's budget proposals (from a Budget for the second year of the current three year Spending Review) where budgets remain the same, departments within the Welsh Government have assessed for impact where the budget has a particular significance for equality. Departments have also considered socio-economic impacts to identify when decisions are contributing to tackling poverty or could be adversely impacting on lower socio-economic groups.

3.4 The process of considering equality impacts in our decisions has been strengthened further, as it has become part of the consideration of additional capital allocations, to support the priorities set out in the Wales Infrastructure Investment Plan. We ensured that equality expertise was available within the decision-making process on capital allocations and will continue to ensure that equality is embedded in the process.

4. Undertaking the EIA of the Budget

4.1 The Equality Diversity and Inclusion Division (EDID) commission the Equality Impact Assessment of departmental budgets, engaging with the Heads of Finance and lead Equality representatives to assess the implications of the completion of their Impact Assessment on their budgets.

4.2 Departments considered their equality impacts of their budget and provided EDID with a narrative of their assessment. This year's assessment has used revised EIA guidance and a new template. This guidance has already been piloted with the Welsh Government with positive feedback from departments. This revised template and guidance will be published on the Welsh Government Website in early November.

4.3 Within departments, an initial assessment was undertaken to ascertain the extent of the equality impacts. If it was apparent that any proposed changes would have a significant impact on people with one or more of the protected characteristics, then further detail was required to pay due regard and to better ascertain the impact of those decision

5. United Nations Convention on the Rights of the Child (UNCRC)

5.1 Following the introduction of the Rights of Children and Young Measure 2011, there is a statutory duty on Welsh Ministers to have due regard to the

rights and obligations within the UNCRC when developing or reviewing policy legislation. Ministers must consider the rights of a child and young people in all decisions about new legislation, policies and changes to existing policies. A child and young people due regard analysis has been completed on this budget.

6. Strategic Summary of the Impact on our Spending Decisions

6.1 The first EIA on the Budget published in February 2011, provided an opportunity for departments within the Welsh Government to assess their strategic priorities alongside equality evidence and this resulted in Ministerial decisions to increase funding in social services and housing for those who are most disadvantaged. In making these decisions the Welsh Government was seeking to limit adverse impacts on the most vulnerable in our society, progressing policies that tackle inequalities, safeguarding frontline services, and continuing to support our economic recovery.

6.2 Reflective work undertaken included evidence that confirmed a number of decisions we took in 2011-12 (See Annex 1) to protect schools at 1% above any changes to the Welsh Government budget as a whole and the decision to extend this protection for universal benefits up to 2014-15. Protection for social services has also been maintained and by the end of 2013-14, funding for Social Services will be £35m higher than it was in 2010-11. The Health Budget has been protected with a cash flat settlement over the period and in the Draft Budget 2012-13 additional funding of £288m has been provided over the three year period 2012-13 to 2014-15 to place the NHS on a sustainable financial footing.

7. The Equality Act 2010 and the Wales Specific Equality Duty

7.1 The Welsh Government and Welsh citizens want a society which is safe and where there is fairness, where people from different backgrounds can live together harmoniously and where discrimination is not tolerated. This is fundamental to enable communities in Wales to grow and to flourish now and in the future.

7.2 The Welsh Specific Equality Duties are designed to ensure that public services and employment are fair, accessible and responsive to people's needs from feeling safe, to giving people the chance to flourish at school and in work. A person's gender, race, faith or belief, sexual orientation, age, being a mother-to-be, being married or in a civil partnership, being disabled or transgender should not put them at a disadvantage.

7.3 The Wales Specific Equality Duties require public authorities in Wales to produce Equality Objectives and Strategic Equality Plan (SEP). The Welsh Government SEP explains how the Government is fulfilling its duty under the Equality Act 2010 and the Welsh Specific Equality Duties. There are barriers which need to be removed to ensure that there is greater fairness and where every-one feels included and valued. The Welsh Government Strategic

Equality Plan highlights what the Welsh Government will focus on in order to deliver this.

7.4 Considerable public engagement on the Equality Objectives and the Strategic Equality Plan has taken place. Workshops, focus groups and other events have been held with stakeholders and over 400 people and organisations responded to a questionnaire which gave people the opportunity to give their views on equality issues. These views have helped to inform and shape the Government's Equality Objectives. Our 'outcome focused' Equality Objectives put the spotlight on the practical differences we, as a Government, need to make to people's lives. The Equality Objectives are based on the robust evidence that Welsh public bodies (including the Welsh Government itself) have gathered, and on engagement with organisations and individuals.

7.5 However, publishing the Strategic Equality Plan and Equality Objectives is only the beginning. The Welsh Government Objectives will not remain static. The plan will evolve to reflect what people say about their experiences, where progress is being made and where more needs to be done. The Welsh Government is committed to continue to engage and monitor and review whether our Equality Objectives are bringing about real change.

7.6 There is a strong relationship between inequality and poverty and the Strategic Equality Plan and Anti-Poverty Action Plan are dovetailed and complement one another.

8. The Continuation of the Equality Journey – The EHRC Appreciative Inquiry and the introduction of the Budgetary Advisory Group on Equality (BAGE)

8.1 The Welsh Government is on a journey with the Equality Impact Assessment of its Budget. It was the first UK Government to publish its EIA alongside its Budget and it wants to build on this for subsequent Budgets and review its approach and ensure continuous improvement. To ensure that further lessons are learnt and ensure that best practice is incorporated into the EIA process, the Welsh Government agreed with the Equality and Human Rights Commission (EHRC) in Wales that they would joint fund an assessment of the Welsh Government approach to the Budget EIA.

8.2 The report resulting from the research will provide an assessment of the current equality process and provide recommendations for future assessments. As well as identifying lessons learnt, good practice and successes so that they can be shared across the Government. The report will include strategic recommendations to help maximise the impact of equality analysis of budgetary decisions. At Annex 3 is an outline of the Inquiry and its intended outcomes.

8.3. The report will be published this Autumn.

8.4 The Welsh Government, like other devolved listed public bodies in Wales, has a statutory duty under the Welsh Specific Equality Duties to assess the impact of its significant decisions on people with protected characteristics under the Equality Act 2010. With this new statutory responsibility and the need for equality to be given due consideration and weight in key decision-making, a *Budget Advisory Group on Equality* will be established towards the end of the year.

8.5 The Budget Advisory Group on Equality (BAGE) will be made up of a number of internal Welsh Government representatives and external representatives. An initial Terms of Reference and a list of proposed membership can be found at Annex 4. This group will constitute a Public Sector Working Group and it falls outside the remit of the Commissioner for Public Appointments' Code of Practice for Ministerial Appointments to Public Bodies.

8.6 The BAGE group will not only consider evidence and impacts on protected characteristics as detailed in the Equality Act 2010; it will also consider the evidence around different socio-economic groups. The Welsh Government is committed to taking this broader approach to better understand the nature of inequality and to ensure alignment with the Welsh Government's Tackling Poverty Action Plan.

8.7 The purpose of the BAGE group would be to provide advice and support to improve equality considerations for future Budgets; to help to map and improve the equalities evidence base in order to inform future budgetary equality considerations; to assist in the analysis of equality evidence and strengthen the understanding of inequalities in Wales in order to improve the Welsh Government's future EIA of its Budget; and to contribute to increasing the commitment and awareness of mainstreaming equality in future Budgets across the Welsh Government and the wider Welsh public sector.

8.8 The BAGE group will have a key role in supporting the continuous improvement of the EIA undertaken on the Welsh Government's Budget by providing expertise to inform the equality considerations of future budgets.

8.9 It is envisaged that the work of the group will enable the Welsh Government to use the Group's expert knowledge to develop further the Welsh Government's mainstreaming equality tools such as its EIA process and ensure greater clarity around the consideration of equality in successive Budgets.

8.10 The BAGE group will focus on providing knowledge and experience of effective practice in assessment of equality impacts and assist with the continuous improvement of equality impact assessing successive Welsh Government's Budgets. The group will seek to encourage and strengthen the focus on identifying and understanding the nature of inequalities within Wales. It is envisaged that the group's work will also inform the wider Welsh public sector's understanding of equality considerations within its own future budgetary considerations.

9. Human Rights and Universal Periodic Review

9.1 The Welsh Government provides periodic evidence to numerous United Nations Conventions and on the United Nations Universal Periodic Review (UPR). The UPR involves a review of the human rights records of all 192 UN Member States every four years. It provides an opportunity for each State to declare what actions they have taken to improve the human rights situations in their countries and to fulfil their human rights obligations.

9.2 The Welsh Government is fully committed to human rights in Wales, and forms part of the UK Government delegation to the UPR. It highlights the work undertaken to promote human rights in Wales such as embedding the United Nations Convention on the Rights of the Child into Welsh Law and development of the first strategic national policy to ensure equality of opportunity for the Gypsy and Traveller community.

9.3 Welsh Government officials met with external organisations in preparation for the UPR. They will continue to engage on an ongoing basis to explore human rights issues and the Welsh Government's role on promoting and protecting human rights.

Equality Impact Assessment by Department

10. Assessing the Budgetary changes to Health, Social Services and Children

10.1 A significant amount of work was undertaken as part of Budget 2011-12 to assess the equality impact of the plans within Health and Social Services. This was reviewed during 2012-13 and again this year. The underlying assumptions underpinning these spending plans remain largely unchanged, with some exceptions which are detailed below.

10.2 In order to consider the cumulative impacts of our policies, officials monitor the outcome of all EIAs to both identify cross-cutting areas and to identify cumulative impact trends.

Equality Considerations for 2013-14

10.3 Health Social Services and Children have equality assessed their Five for a Fairer Future commitments:

Improve Access to GP Surgeries

10.4 This programme will be delivered within existing funding for General Medical Services. Improving access to GP services for working people will be beneficial for those, who may have previously found it difficult to access services at times convenient to them. The socio-economic impacts are

important as there is the potential to reduce time taken from work to attend appointments. Enhanced access in the evenings and on a Saturday will continue to reflect patients' reasonable needs and patients with a greater clinical need will continue to have priority. Improving access to GP services has been taken forward in discussion with Health Boards and the General Practitioners Committee (Wales).

Double the Number of Children benefitting from Flying Start

10.5 £13m has been allocated in the Draft Budget 2013-14, to support the Government's commitment to increase the number of children benefitting from the Flying Start Programme from 18,000 to 36,000. Together with additional investment previously announced this brings the total amount allocated to Flying Start over the period 2012-13- 2014-15 to £74m. Flying Start is one of the Welsh Government's flagship early years programmes and aims to improve the life chances of children in some of our most disadvantaged communities. All families, with children aged 0-3, living in Flying Start areas, can access the entitlement. The targeting of the expanded programme focuses on concentrations of families with 0-3 year olds living in Income Benefit households across Wales. Income benefit data is a proxy indicator for poverty and we are working closely with our stakeholders to ensure that support reaches those that need it most.

10.6 The Equality Impact Assessment is currently under review for 2013-14 as further evidence is being ascertained to provide evidence of further impact for age, race and disability using the new rigorous monitoring framework that has been developed to help ensure we reach those that are most in need of support. The monitoring framework collects information specifically on the following family characteristics: ethnicity, where Welsh is the first language, where English or Welsh are not the first language, teenage parents, first time parents, disabled parents and disabled children.

10.7 The new Flying Start Strategic Guidance, published in April 2012, requires local authority Flying Start partnerships to place particular emphasis on working with hard to reach groups and to take specific action to engage with these groups. Evaluation is fundamental in ensuring that our programmes are making an impact and a long term evaluation of the Flying Start programme was commissioned in 2007 to assess the effectiveness of the programme in terms of process, implementation and outcomes. This work is ongoing and will be continued, alongside the monitoring framework, to inform the expansion of the programme.

Further analysis is set out according to the Spending Programme Areas within the Health, Social Services and Children Main Expenditure Group as follows:

NHS Delivery

10.8 This Spending Programme provides the funding for the NHS in Wales, including targeted funding to deliver Welsh Government objectives such as

the Wales Eyecare Initiative, Informing Healthcare and supporting undergraduate medical and dental education. The Welsh Government, in partnership with the NHS, is taking action to prevent poor health and reduce health inequalities. Circulatory disease mortality rates have fallen substantially. Cancer mortality rates are also declining and “*Together Against Cancer - A Delivery Plan for the NHS*” sets out our actions to further reduce these. Positive impacts have been identified for all of the protected characteristic groups who will benefit from lower levels of mortality.

10.9 The changes in the 2013-14 Draft Budget include a transfer of £10.2m to the Central Services and Administration Main Expenditure Group in respect of the repayment to the Invest to Save Scheme of funding provided in previous years for NHS projects. These included funding for Voluntary Early Release Schemes to support the restructuring of the NHS workforce. As this was a planned repayment, this transfer has no equality impact. There is also a transfer of £3m to the Health Central Budgets Spending Programme Area and £1m to the CAF/CASS Cymru Spending Programme Area. The transfers are to meet commitments in these other Spending Programmes, and are funded from uncommitted funding within the NHS Delivery Spending Programme.

10.10 Detailed spending decisions in the NHS are taken by Local Health Boards and NHS Trusts. They are reminded of their duty to ensure ‘due regard’ to the Equality Act 2010 when making budget decisions about delivering services.

Health Central Budgets

10.11 This Spending Programme provides funding to support the education and training of the NHS workforce, the development and implementation of mental health policy and legislation, support for hospices and funding to deliver the substance misuse strategy. The changes in the Draft Budget on this programme include the recurrent transfer of substance misuse funding from the Local Government and Communities Main Expenditure Group of £27.5m. This Spending Programme is also increased by £3m from the NHS Delivery Spending Programme to fund the implementation of the Mental Health Measure on a recurrent basis. While the Mental Health Strategy will not have any negative or adverse impact on any of the protected characteristic groups, given the strategic importance of the strategy it was decided from the very beginning that it would be subject to an EIA assessment.

10.12 Through ‘Together for Mental Health’ we are committed to delivering equality in Mental Health Services and will develop a minimum data set which will capture data covering the protected characteristics which will allow for the disaggregation of data to measure the impact and outcomes of actions on all of the protected characteristics. Good mental wellbeing and the reduced incidence of mental health problems are important for healthy functioning communities, improving social cohesion, social inclusion and prosperity. Actions being taken to promote positive, resilient mental health have also been incorporated into the Welsh Government’s Tackling Poverty Action Plan.

Public Health and Prevention

10.13 This Spending Programme provides funding for services delivered by Public Health Wales NHS Trust, funding for the Food Standards Agency in Wales, and funding to support Welsh Government initiatives on health protection, health improvement, health emergency preparedness and research and development in health and social care.

10.14 Through the 'Change4 Life Wales' campaign funded from this Spending Programme we are encouraging and supporting around 40,000 families and adults to make small, incremental changes to their lifestyles to reduce the risk of suffering from the health effects of obesity and to tackle excessive alcohol use. Positive impacts on some of the protected characteristic groups, (particularly gender, sexual orientation, transgender and disability) have been identified.

10.15 This Spending Programme also provides funding for the 'Fresh Start Wales' campaign launched in February 2012, which aims to raise awareness of the danger to children of smoking in cars by bringing home to parents and others the risk their smoking poses to the health of children. Through 'Healthy Working Wales', delivered by Public Health Wales we are supporting employers to maintain and improve the health and well-being of their employees through the workplace.

Social Services

10.16 This Spending Programme provides funding for a range of Welsh Government initiatives targeted at Adult Social Care, Children's Social Care and Children and Young People and Families. Overall, our work to support children and families will see a marked increase of over 20% in 2013/14. This will support our work in early intervention, services around the family and giving children a flying start. This will mean including additional support for disabled children and other protected characteristics within families.

CAFCASS Cymru

10.17 This Spending Programme provides funding for the running costs and programmes of CAFCASS Cymru. The changes in the Draft Budget include an increase of £1m for 2013-14. The increase enables funding for CAFCASS Cymru to be sustained at current year's levels. No significant equality or socio-economic impact has been identified.

Capital Allocations

10.18 There is a net increase to the capital budget of £29m in 2013-14 (£29m 2014-15) including £13m in respect of Flying Start (£4m in 2014-15) and £3m for the University Hospital Llandough mental health Adult Acute Unit (£7m in 2014-15). As part of the development of the business case for the capital

investment in these schemes, each Local Health Board/Trust is required to undertake an assessment of the impact of the development on equality.

For example the business case for the University Hospital Llandough mental health Adult Acute Unit assessed the ability of the mental health proposals to provide equity and equality of service for the population of Cardiff and the Vale of Glamorgan and also ensure that the needs of disadvantaged groups are considered specifically. Included in the development proposal is:-

- The commitment to work with partners to improve travel and access
- The recognition of the need to improve service integration and reducing stigma
- The importance of continuing engagement with service users and carers in the planning and development of services.

Also the business case established that:

- Discussions with the BME population suggested that there are no particular issues with the proposed siting of a single unit.
- Ensuring access to multi-faith rooms in any unit is important to service users
- Ensuring access to physically disabled service users, visitors and staff is important.
- Ensuring staff are able to access training and support to address equality issues and attitude to mental health service users is felt to be a priority.

Updates from 2012/2013 report:

10.19 The new Bursary scheme arrangements has taken effect and the Welsh Government, in partnership with the NHS Equality Unit, will oversee an assessment of the equality impact of the changes in this first year of implementation.

11. Assessing the Budgetary changes to Local Government & Communities

11.1 In determining budget proposals, consideration has been given to the impact of changes on equalities within Local Government and Communities Department. A significant amount of work was undertaken as part of Budget 2011-12 to assess the equality impact of the plans we published. There were increased allocations in Budget 2012-13 for priorities such as the Free Bus Travel for Pensioners and Disabled People in 2014-15, which underlines our commitment to the equalities agenda.

11.2 While the underlying assumptions of this year's spending plans are unaltered from previous year's plans, there are some areas where the impact of the significant reductions imposed by the UK Government as part of the last Spending Review are leading to difficult decisions in terms of budget plans. In such cases, separate Equality Impact Assessments are being undertaken

because of the potential socio-economic impact and the outcome for people with protected characteristics.

11.3 Some reallocations within the Local Government and Communities MEG have been made as part of this Draft Budget to facilitate alignment with the Departmental Business Plan. There has also been a restructure of the Transport revenue and capital budgets. However, there are no potential impacts in terms of equalities resulting out of these changes.

Equality Considerations for 2013-14

11.4 We are on course to deliver one of the Five for a Fairer Future pledges made by the Welsh Government with a budget of £16.8m available in 2013-14 for an additional 500 Community Support Officers (CSOs) in Wales. These officers are highly visible in their communities, engaging with people, providing reassurance and tackling anti-social behaviour. They are already playing a pivotal role not only in making our communities safer, but in making them feel safer. The police forces' recruitment plans indicate that through the recruitment of some part time officers, 545 CSOs will be in place as a result of this pledge by September 2013. Whilst recruitment of CSOs is an operational matter for individual police forces, a number of positive action events have been held across Wales to encourage applications from candidates from ethnic minority communities, as well as providing general advice and assistance to help with the completion and submission of application forms. With over 300 CSOs currently in training or deployed, early indications from the police forces are that around 37% of recruits are female, while 5% are from an ethnic minority community.

11.5 Our review of funding for local bus services in Wales is being undertaken against the backdrop of a reduction in the level of funding available as a result of UK Government decisions. The outcome of the review will have a pivotal role to play in ensuring that limited resources continue to achieve the maximum benefit for bus passengers in Wales by protecting services that they want and value and that we do as much as possible to make services accessible for people with protected characteristics. The review has also looked at how we can best support the community transport sector that provide important accessible services for people with protected characteristics where they are unable to use more conventional bus services. The review is scheduled to report to the Minister for Local Government and Communities on a way forward during October 2012 so that any new scheme can start on 1 April 2013. We will need to work closely with key stakeholders on the implementation and delivery of the new arrangements and to put in place appropriate transitional arrangements to ensure network stability and avoid any unintended consequences. An Equality Impact Assessment is being done as part of this work.

11.6 While not reflected in this year's Draft Budget, we are also working through the impact of the UK Government's welfare reform agenda on Wales, specifically its plans to abolish both Council Tax Benefit and the discretionary Social Fund on 31 March 2013 and to localise support as part of its wider

reforms of the benefits system alongside a 10 per cent reduction in funding. There are also implications for the Blue Badge Scheme resulting from changes to the move to Personal Independent Payments. We are in discussions with the UK Government to agree the basis to Wales and the amount of funding that the UK Government will transfer to Wales. It will present the Welsh Government with an enormous challenge, requiring us to develop and implement new schemes in conjunction with our partners which provide crucial support for some of the most vulnerable members of our society. However, the reduction in funding is likely to have a negative impact on everyone applying to the new schemes from April 2013, including those with protected characteristics. (Annex 2 provides further information about the impact of UK Government Welfare Reform)

11.7 Although the amount of the transfer for Council Tax support is not yet known, it is clear that the reduction will be very sizeable and that the gap is likely to grow. The impact that changes in the level of support for council tax would have on different types of households in Wales has been a material consideration during the development and evaluation of options for the design of a replacement scheme. The implications of varying the levels of support available were specifically addressed in the consultation, which sought views and evidence on whether particular groups should receive more support than others. It has also been the subject of independent research in support of the design work and a full impact assessment has been prepared which takes account of the Welsh Government's approach to tackling poverty. Because the funding cut means that protecting any particular type of household would result in a greater reduction in the level of support available to others, including some of our most vulnerable people, Ministers have taken the view that the new scheme should not seek to protect the level of support for particular groups beyond what is currently available.

11.8 The Council Tax: Help for Pensioners Scheme has continued, with £4m being made available in 2012-13 for local authorities to assist pensioners across Wales in meeting their council tax liability. In view of the UK Government welfare reforms mentioned above, and particularly the need to design a replacement for Council Tax Benefit, we are working with local authorities in Wales to incorporate the support for pensioners into a new council tax reduction scheme for 2013-14.

11.9 The Social Fund is currently accessed to varying degrees by a range of vulnerable groups with protected characteristics including children and young people, disabled people and ethnic minorities. Analysis has been undertaken on the impact of localising Social Fund Grants via the provision of approved referral partners in terms of gender, race, disability and age. We have been working with colleagues across Welsh Government on our Equality Impact Assessment throughout the development of the policy options and replacement arrangements and this will continue as we develop the specific eligibility and criteria that will apply to the new fund.

11.10 The work so far has informed our decision to proceed with procurement and there will be a requirement on the successful bidder to monitor the impact

on particular groups, looking specifically at take up by age, gender, lone parent status, age of any children in family, household type, disability, ethnicity, and the use of the Welsh language. The procurement specification includes the requirement for any successful bidder to give due regard to the Equality Act 2010, Rights of Children and Young Persons (Wales) Measure and the UNCRC and to ensure accessibility of the new scheme to all groups.

11.11 Finally, we have moved swiftly to develop a policy on passport criteria for the Blue Badge Scheme in Wales. We issued our consultation, *Blue Badge: Planned Changes to the Automatic Eligibility Criteria* on 7 August 2012. This consultation document included proposals to link automatic eligibility for a Blue Badge to Personal Independence Payments (PIP). It proposed that people who received awards under the mobility activities linked to cognitive, sensory and physical ability would be included under the automatic eligibility criteria. Over 30 responses have been received to date and these have generally been supportive of Welsh Government proposals.

11.12 The timetable remains very challenging as Regulations will need to come into force by April 2013 and cover the transitional arrangements. The detail of the regulations will depend on the responses to the consultation and the final form of the descriptors provided by DWP. An Equality Impact Assessment is being undertaken as part of this work.

11.13 We continue to invest and maintain funding levels across a range of key delivery programmes, especially those which have direct impact on safeguarding and supporting vulnerable people, combating social exclusion and reducing inequality, and promoting safe and sustainable communities. As part of the Programme for Government, we will continue to support actions which contribute to making our communities safer for all. The Domestic Abuse budget continues to be protected from any reductions, enabling us through the “Right to be Safe” Strategy and the 10,000 Safer Lives project to help victims of domestic abuse and violence against women and reduce incidents and numbers of repeat victims. We will also through the Youth Justice budget continue to fund Community Safety Partnerships in Wales on a range of interventions and projects aimed at diverting young people away from crime and anti-social behaviour.

11.14 The Programme for Government set out our commitment to support third sector advice providers to assist people who have debt problems and help people manage their finances. We have already consolidated existing Welsh Government benefit take-up schemes (Better Advice, Better Health, Benefit take-up for Disabled Children and Council Tax and Housing Benefit take-up) to improve advice services available in Wales, with a financial commitment of £2.2m per annum to support the work Citizens Advice Bureaux are undertaking across Wales in supporting the most vulnerable and disadvantaged people. Additional revenue costs of £230,000 per annum will also be provided to support the Adviceline Cymru telephone helpline service to meet the anticipated increase in demand for the service in view of UK Government changes to Welfare Reform, and we are committed to the

continuation and expansion of Credit Unions in Wales which provide services to those excluded from mainstream providers.

11.15 We have negotiated a 3 year deal with the bus industry and local authorities that has provided financial certainty for the flagship concessionary travel scheme for elderly and disabled people. Under the agreement, around £213m is being provided to support the scheme until March 2014. The scheme has been extended to include seriously disabled war veterans whilst maintaining the entitlements enjoyed by bus pass holders. Alongside this we continue to invest in the concessionary fares rail scheme for people aged 60 or over and disabled people of all ages, on selected railway lines in Wales with funding available in 2012-13 and 2013-14.

11.16 We are also committed to modernising the Blue Badge Scheme in Wales. In August 2011 we brought regulations into force that extended eligibility to children under the age of 3 with specific medical conditions, to certain categories of upper limb impairment and to certain categories of war veterans. We have also been working on the development of the new Blue Badge which was launched in Wales on 1 April 2012. The new badge will help to prevent fraud and safeguards the rights of those that meet the eligibility criteria. Guidance and training has been provided for our delivery partners (local authorities) to use and improve fraud and misuse. The Minister for Local Government and Communities announced in December 2011 that the new Blue badge will be provided free of charge to those who are eligible in Wales (unlike in England and Scotland) because it was shown that disabled people are more likely to live in poverty - this is also in line with the tackling poverty agenda. All of the work has been undertaken with full consultation and engagement with protected groups and delivery partners.

Capital Allocations

11.17 As part of this year's Draft Budget, we are announcing £15m of additional capital funding to support improving transport priorities as set out in the Wales Infrastructure Investment Plan for Growth and Jobs. This comprises of £10m for the Brynmawr to Tredegar section of the A465 Heads of the Valleys Dualling Programme (£30m in 2014-15) and £5m for improvements to the A55 Conwy Tunnel (£20m in 2014-15).

11.18 Transport poverty is a contributor to social exclusion. People with poor accessibility increasingly find themselves cut off from access to work, shops, and health and other services. This isolation often compounds the difficulties of poor communities. Sustainable economic and social advancement in these communities can only be made if the excluded groups secure improved access to employment, training and public services. Schemes such as the A465 Heads of the Valleys Dualling Programme aim to improve access to jobs, employment opportunities and key services for all, through the potential for measures that remove barriers to work associated with access to transport.

Updates from 2012-2013 report:

11.19 As part of the 2012-13 Budget, there was a reference to the next phase of the **Communities First** programme and the need for it to be subject to an Equality Impact Assessment at the appropriate time. This assessment has been undertaken on an ongoing basis during the formation process for the new programme and an EIA report will be published shortly. The process, which has been based on the Inclusive Policy Making model, has included joint meetings with a wide range of organisations including BME organisations, the Equality and Human Rights Commission, Oxfam, Race Equalities First, Black Voluntary Sector Wales, the Welsh Language Board, the Children's Commissioner for Wales and Older People's Commissioner for Wales.

11.20 The Minister for Local Government and Communities in November 2011 announced that from 2012 Communities First will be a Community-Focussed Tackling Poverty Programme which will target resources to the most deprived people - individuals, families and groups - in the most deprived areas of Wales. This provides the basis for ensuring that principles of fairness and equality are safeguarded and promoted throughout the programme. The process will be ongoing as the new programme takes shape and it becomes possible to assess the impact of the changes in each local area and across the programme as a whole.

11.21 There was also a reference to the Post Office Diversification Fund (PODF) which was due to come to an end in March 2012. The Fund was subject to an independent evaluation during 2011 which found that there was evidence of an overall increase in community wellbeing from post offices remaining open. There was also limited evidence that physical changes funded by PODF such as ramps, automatic doors, low level counters, better lighting and wider aisles had improved access to post office services. Following this evaluation, the Minister in February 2012 announced a refreshed Fund of £2m over three years to help post offices across Wales expand and diversify their businesses.

12. Assessing the budgetary changes to Business, Enterprise, Technology and Science

12.1 The department has set out spending plans that are broadly in line with the previous indicative 2013-14 budget allocations. The 2013-14 proposed spending plans reflects the recurrent changes of the previous budget restructure and a number of small adjustments have also been made to BETS budgets to provide funding for the Science agenda, including the department's contribution to the Welsh Government's recent commitment to Science Research and Development in Welsh Universities.

12.2 The majority of equality impact assessment developments in BETS this year are occurring at Division and Programme level. As indicated in the Final Budget 2012-13 the nine Sectors and Next Generation Broadband for Wales have been prioritised for consideration. Each assessment will include an action plan. An example of an action that has been undertaken by BETS

Infrastructure to directly tackle disproportionate impact issues is “The Inclusive Design Note” which has this year been included in the Framework for Action on Independent Living. The principles of inclusive design are that it: places people at the heart of the design process; acknowledges diversity and difference; offers choice where a single design solution cannot accommodate all users; provides for flexibility in use; provides buildings and environments that are convenient and enjoyable to use for everyone. The Inclusive Design Note describes the concept of inclusive design and aims to provide a practical illustration of how those principles can be embedded into design and management processes.

12.3 The objective of the Note is to provide information on how buildings can be designed, used, accessed and managed more inclusively, placing emphasis on aspects where standards or other guidance do not currently exist, or where design might impact differently by virtue of an individual's protected characteristics.

12.4 Training has been delivered to the BETS Infrastructure Team to raise awareness and understanding of how equality, diversity and human rights can be incorporated into the design and management of buildings by applying the principles of inclusive design.

12.5 The department recognises the importance of embedding equality considerations in financial decisions and assessing the impacts on specific groups. The aim of the approach taken within BETS is to use equality impact assessments already being undertaken within the department to form the basis for the equality impact assessment of budget allocations. Work is already underway as follows:

- A programme of learning has been undertaken to increase knowledge of the requirements and benefits of equality impact assessment.
- An exercise has been undertaken to identify areas of budgeting where movements of money may result in disproportionate impacts in terms of protected groups.
- Areas where there are cross cutting issues have been identified for example Priority Sectors and Enterprise Zones to ensure maximisation of benefit and minimisation of duplication.

Equality Considerations for 2013-14

12.6 Following the department's detailed review of spending plans, small adjustments to budgets across BETS have provided funding to deliver the Science Agenda, amounting to £4.9m (Revenue £2.8m and Capital £2.1m). It is not considered that the nature of the adjustments give rise to disproportionate impact. However, equality consideration has been given to the following projects in 2013-14, this includes consideration of capital allocations from Wales Infrastructure Plan.

Science (Ser Cymru)

12.7 Ser Cymru is a recently-announced Welsh Government initiative investing up to £50m over five years to attract world-leading scientific talent to Welsh universities. The department will instruct partners in the programme to take account of diversity in recruitment, selection and people development, and will ensure that publicity materials accompanying the scheme portray a range of individuals from diverse backgrounds.

Next Generation Broadband

12.8 The Next Generation Broadband for Wales project, with a total investment value of around £425m, aims to bring the benefits of fibre broadband to the vast majority of those areas in Wales which are outside the planned commercial footprint in Wales. There are about half the total premises in Wales where there were no commercial plans for roll-out. This means that without this investment by the Welsh Government and its other public sector funding partners, these homes and businesses would have been left behind.

12.9 The project will tackle a range of geographic areas, including harder to reach and easier coverage areas, across Wales. This will mainly be in our rural areas, but will also cover some of our valleys and other urban communities. The intervention area for the project equates to almost 700,000 residential, business and public sector premises across Wales which, when combined with commercial investment, will ensure that at least 96% of premises in Wales have access to next generation broadband. This is a critical component to achieving our economic, social and digital inclusion objectives to ensure Wales is a truly Digital Nation.

12.10 Next Generation Broadband Wales is a major investment and key commitment of the Welsh Government, particular attention has been given to the requirement for equal opportunities. An equality impact assessment has identified the need for project specific obligations which have been included in the BT grant agreement. For example, BT have committed to:

- actively engage in activities under the Delivering a Digital Wales programme to enable greater integration and inclusion of remote communities and people in under-represented groups;
- undertake engagement and consultation in line with accessibility requirements with under-represented groups;
- practice open and fair recruitment systems including positive provision and support to under-represented groups;
- work collaboratively with the Welsh Government to maximise opportunities for a diverse supply chain; and
- provide an annual Equal Opportunities report which will include evidence of how BT has complied with its obligations set out in the Grant Agreement.

Online Rural Services

12.11 An assessment of access to digital services has shown that older people are the group most likely to be excluded from online services. The Welsh Agricultural Statistics Report 2010 indicates that 63% of farmers in Wales are over 55. This will therefore need to be considered in terms of how they deal with the transition process from paper form to online.

12.12 Shaw Trust, in their capacity as access consultants, has been approached to gain advice on the accessibility of the front screens for Rural Payments Wales online. It is anticipated that the online service will enable physically disabled applicants in terms of reducing the need to physically deliver or post applications.

It is anticipated that the online service will also assist pregnant applicants due to the reduced need to travel.

Enterprise Zones

12.13 Enterprise Zone activity will be equality impact assessed at an appropriate stage that will help inform how specific products and or activities in each Enterprise Zone will be delivered. The development of Enterprise Zones is a high priority in delivering the Wales Infrastructure Investment Plan. It is anticipated that this process will be considered in line with the equality impact assessments being undertaken on sectors as the enterprise zones will have a sector focus. Work to identify disproportionate impacts across sectors is currently being undertaken by each sector team through the process of equality impact assessment. This work began with the pre-existing six priority sectors and now includes all nine.

Updates from 2012-2013 report:

12.14 Work to equality impact assess the Sectors and Business part of BETS has been commenced as per the commitment last year. To date, the pre-existing six sectors and Entrepreneurship and Business Information have under taken vigorous in depth research across the protected characteristic groups and analyses of available UK and Welsh statistics on employment within the Sectors by Standard Industrial Codes. Based on the evidence gathered some early recommendations have been proposed, which forms part of the external engagement with representative organisations. The feedback from the engagement exercise are used for the pre-existing six priority sectors which are Creative Industries, Life Sciences, Finance & Professional Services, ICT, Advanced Material and Manufacturing and Energy and Environment. The three new sectors for Tourism, Promoting Welsh Food and Construction are commencing their equality impact assessment currently and will be completed by March 2013.

13. Assessing the budgetary changes to Education & Skills

13.1 As part of previous Budget exercises the Education and Skills Department undertook a significant amount of work to assess the equality impact of the plans we published.

13.2 For 2013-14, where there are budgetary changes policy leads have been required to complete an EIA and also consider:

- Will reductions have an impact on national or local people/staff?
- Are particular communities or groups likely to have different needs, or experiences and or attitudes in relation to the reductions? E.g. are certain groups more reliant on the funding?
- Could a change in how a service is delivered be regarded as indirect discrimination, because it disproportionately impacts upon/inadvertently excludes a certain group?

13.3 Through the process of restructuring some changes have been made to budget Actions which are administrative in nature and will not impact upon how funds are spent. The department has taken a conscious decision to protect budget lines that have a direct impact on people with protected characteristics and even in the current economic climate has boosted certain budget lines that have a direct positive impact on equality. Some of these are identified in the detailed narrative below, however, other budgets have been provided with increases in previous budgets and these have been maintained.

13.4 For instance, in the Budget 2011-12 our commitment to equalities was reinforced by allocation of additional funding for the Minority Ethnic Achievement Grant. Welsh Government is committed to supporting all pupils to meet their potential. The grant enables those who face additional barriers, such as having English as an additional language, the opportunity to meet this aim. This grant aims to help them out of poverty. The current budget increases by 15% on 2008-09 levels.

13.5 Similarly our grants for the education of Gypsy and Traveller children have increased by 22% since 2008-09. This grant is essential additional funding to help those who face the greatest barriers to access their full potential. Gypsy and Traveller children and young people have been identified as having the lowest attainment of any pupil group and are the group most at risk of disengagement from school. They are disproportionately represented amongst pupils who are excluded from school and in those not attending school regularly.

Equality Considerations for 2013-14

The department is responsible for the following *Five for a Fairer Future* Commitments.

Jobs Growth Wales

13.6 In respect of Jobs Growth Wales an impact assessment was undertaken in April 2012. The programme has been agreed for young people aged between 16 and 24 as numbers of young people who are unemployed is increasing and they can be disproportionately affected in the labour market, especially as a result of the economic downturn. Jobs Growth Wales has been established to support those young people gain relevant paid work experience and enable them to compete in the labour market with older people.

13.7 The assessment itself involved a screening exercise. Evidence was gathered from the Lifelong Learning Wales Record statistics on participation and provider self assessment reports. We also engaged proactively with a range of stakeholders including JobCentre Plus, Careers Wales, Wales TUC, Welsh Government Departments, charities and Communities First. Following the assessment there was no evidence to suggest that any of the protected groups were disproportionately affected. Whilst there was some concern over evidence that older people are also disadvantaged in the labour market, the programme is specifically targeted at young people. People aged 25 plus have access to other help and support provided by UK and Welsh Governments.

13.8 We will continue to collect data on outputs as the programme progresses and conduct an ongoing analysis of participant characteristics to monitor take-up and participation by age, gender, ethnicity and disability (as recorded by the referral agent/provider).

Protection of Schools budgets

13.9 The 1% protection afforded to schools budgets was considered in the exercises undertaken in previous years and was considered an extension of existing policy. The equality impact assessment showed no adverse impact for protected groups as they will benefit all children. It is likely, however, that the protection to this budget will have a positive impact on particular groups of people with protected characteristics whose attainment is below the average. Evidence shows clearly that investment in early years and educational attainment has a positive impact on equality later in life. The young people and children from protected characteristics who currently attain lower educational qualifications than the average include some ethnic minority groups, disabled children and boys from lower socio-economic groups.

There are further equality considerations for Department of Education and Skills and these are:

Employment & Skills

13.10 In respect of the Employment & Skills there has been a realignment of programmes aimed at supporting workforce skills development which, as well as creating efficiencies, will also maximise impact and streamline the support available for individuals and businesses. In terms of the equality impact

therefore, we are reducing the budget without reducing the activity, so there is no impact to be considered.

Youth Engagement & Employment

13.11 The department has reorganised resources, including the re-alignment of budget, to create a Youth Engagement and Employment Division to better support delivery of the Programme for Government commitments, specifically to increase the engagement of 16-24 year olds with education and employment. The changes also align with the Welsh Government's Strategic Equality Plan.

13.12 The changes against the Youth Engagement & Employment Action is being made from a current activity line which funds pilot activity to tackle economic inactivity and worklessness. There is a need for such pilot activity in 2012-13 to inform the development of future mainstream/ESF-funded approaches from 2013-14 onwards. The budget will therefore no longer be needed to support this piloting beyond 2012-13 as any ongoing activity beyond that will be funded through the wider Youth Engagement & Employment Action and European funded projects. The decrease in the quantum of budget relating to youth engagement and employment and the budget movement will not therefore have any differential impact on young people with protected characteristics on its own. However, the increase in focus on this agenda should, in time, have a positive socio-economic impact.

Qualifications

13.13 The reductions to the Qualifications budgets of £8.5m in 2013-14 will not impact on equality. The majority of the savings are coming from one budget line, the Welsh Baccalaureate Qualification (WBQ), where the savings identified are due to reducing demand for pump priming 'Delivery Funding' as the funded roll-out of the WBQ draws towards an end and the programme becomes part of mainstream provision. The pump priming funding was to enable centres to get the qualification up and running and was only intended to be available for the first three years of the development phase. It was used to provide extra staffing, extra resources for classroom activities including computers/projectors, training for WBQ practitioners and the costs of printing materials. These are, therefore, savings which do not mean a reduction in work or the level of service we are offering learners and our stakeholders/customers. We therefore conclude that the reductions are unlikely to have differential equalities impact, or socio-economic impact and that there will be no change in outcome for people with protected characteristics.

Education Structures (Transformation)

13.14 Transformation policy has stimulated and supported a number of further education institution (FEI) mergers across Wales, with the number of FEIs having reduced to 14, from a total of 20 in 2009, with further merger activity taking place in 2012-13. All Local Authority Learning Partnerships across Wales have now received support in the production of their Strategic

Outline Cases. Transformation activity is taking place with a key focus on pre-16 schools and regional consortia working funded from other budget lines. The grant is used to develop and implement an education and training system that offers a wide range of learning opportunities is responsive to all learners and employers and ensures effective use of resources for all learner benefit. This should benefit those with protected characteristics in promoting an inclusive approach for all learners. The forward programme of projects, which are funded by Welsh Government together with contributions from the learning providers involved, has been assessed and £500k is able to be released to support other Programme for Government priorities.

Curriculum (14-19 Learning Pathways)

13.15 The impact of the Budget reduction of £0.9m in each of the years 2013-14 and 2015-16 as fully assessed during deliberations when setting the Draft Budget for 2012-13 with the bulk of the reduction being targeted at reducing grant support for the areas of leadership and administration and areas where there is unnecessary duplication. There will therefore be minimal detrimental impact on the delivery of front line services. Any staff affected are most likely to be those in the employment of local authorities who are likely to be redeployed. In the area of wider learning where there may be an impact on services. This will be mitigated, as the savings were transferred to the School Effectiveness Grant, where such activities would be eligible for funding. The further reduction identified is in relation to Welsh Government programme funded staff costs and will, therefore, have no impact on the protected groups, or the delivery of the programme.

Pupil Deprivation Grant

13.16 The increase to the Pupil Deprivation Grant of £4.7m in 2013-14 over previous published plans has been provided to extend the provision of additional funding to Looked After Children. The equality impact assessment is being carried out for this increase in budget. Early indications provide no disproportionate impact on pupils with protected characteristics from this adjustment as it widens the support available for protected characteristics. The impact assessment will be completed by Final Budget stage and the outcome and impact will be published within the EIA.

Wellbeing of Children and Young People (Support for Learners with Learning Difficulties and Disabilities in FE)

13.17 This demand led budget, has met the demand in previous years by reprioritisation within the relevant year from under spend in other programme areas. The opportunity provided by the release of pump prime funding from the Welsh Baccalaureate has enabled the department to make a recurrent addition to this budget to regularise the position. This will have a positive impact for students with learning difficulties and disabilities within Further Education institutions by ensuring funding, although it should be noted that budgetary pressures in this area have been fully funded in the past from under spends elsewhere within year.

Wellbeing of Children and Young People (School Milk)

13.18 This demand led budget for the provision of school milk, has been managed by the department by utilising in year under spend from other programme areas to meet the demand. The opportunity afforded by identifying savings from projects and programmes reaching their conclusion, or identifying efficiencies has enabled a recurrent increase to be made to regularise the position. As provision of this Universal Benefit has not been reduced there is no negative adverse impact on protected groups. It may be anticipated that the provision of free school milk would have a greater positive impact on low-income families with protected characteristics e.g. some ethnic minority groups, lone parents, and families with a disabled child and/or parent.

Capital Allocations

13.19 The department for Education and Skills now operates a single capital budget to facilitate a more strategic approach to the allocation of capital grants. The programme aims to provide and improve opportunities to tackle issues such as educational disengagement; poverty and disadvantage; economic inactivity; and inequalities in choice and quality through provision of 21st century facilities.

13.20 The **21st Century Schools and Education Capital programme** also seeks to ensure inclusivity, providing appropriate provision for the individual learning needs of all learners and providing responsive resources for the whole community which can offer a range of co-located facilities such as childcare, health and social services and adult training. Investment schemes will seek to maximise impact on those disabled pupils with specific investments targeting these areas, alongside areas of poverty and poor educational attainment.

13.21 Welsh Government funding is secured through the submission of business cases in line with the HM Treasury 5 Case Business Model. Both LAs and FEIs are required to outline how their investment programmes align with key Welsh Government sustainable development and equality policies, how Welsh Government capital investment can aid local regeneration and community development initiatives. The assessment of business case and the deployment of funding will ensure there is no negative impact on any groups.

13.22 Funding received via Centrally Retained Capital (CRC) reserves have been utilised on a small number of Transitional schools capital projects prior to the implementation of 21st Century Schools Programme. Local Authorities were asked to outline how their projects supported economic development within their area, that they were innovative and met the Welsh Government's sustainability agenda as well as ensuring that the needs of learners of all abilities are considered and that the projects supported disadvantaged people within society i.e. up-skilling of the local workforce, tackling economic inactivity.

13.23 There is an increase to the capital budget of £33.3m in 2013-14 (£10m in 2014-15), including:

- £15m additional capital funding to enable acceleration of a number of schemes under the 21st Century Schools programme in line with the investment priority to 'Improve the quality of the educational estate' as set out in the Wales Infrastructure Investment Plan for Growth and Jobs; and
- £18.3m from the Centrally Retained Capital Fund, comprising:
 - £7m for the extension, refurbishment and new build of secondary schools in the Dinefwr region in Carmarthenshire;
 - £2.1m for the Gateway to the Valleys project to build a new school in the Tondu area of Bridgend;
 - £3m for the Merthyr Learning Quarter project bringing sixth forms in Merthyr Tydfil together with Merthyr College, University of Glamorgan and the University of the Heads of the Valleys Institute;
 - £4.7m for the Ysgol y Bont project in Anglesey to support the construction of a new state of the art green school; and
 - £1.5 for the new North Wales Welsh Medium School in Wrexham.

To support delivery of our investment priorities as set out in the Wales Infrastructure Investment Plan for Growth and Jobs we are investing £10m in 2014-15 to accelerate the new post-16 Further Education campus for Cardiff and Vale College in Cardiff city centre.

Updates from 2012/2013 report:

13.24 The work undertaken to assess the impact of people with protected characteristics by the department has built on the foundations laid in the two previous budgets. The department has embedded equality assessment in its policy development arrangements and has assessed new programmes such as Jobs Growth Wales and the Pupil Deprivation Grant that have either increased, reduced, re-aligned or remained static over the planning period.

14. Assessing the budgetary changes to Housing, Regeneration and Heritage

14.1 The six divisions within the department are committed to conducting EIAs when required. In particular both Divisions having an involvement in Housing (Housing Policy Division, and Homes and Places Division) recognise the importance of considering the impacts of their work on protected characteristic groups and to that end have set up an EIA panel, which involves stakeholders and partner organisations as well as officials. This panel meets regularly to undertake further Housing EIA's as required, including analysing and evaluating the evidence used within EIAs.

14.2 In particular this Housing EIA panel is well placed to consider the cumulative impact of decisions on the protected characteristic groups in a way which would allow Welsh Government to identify if cumulative impacts are taking place and to intervene if necessary. Across the wider department, officials monitor the outcome of all EIAs to both identify cross-cutting areas and to identify cumulative impact trends.

14.3 The HRH Department has made minor amendments to certain budget lines, these have been equality assessed and no further changes to budgets are proposed.

Equality Considerations for 2013-14

14.4 The department is intending to make the following increases or decreases to Housing, Regeneration and Heritage allocations, each of these allocations has been equality impact assessed.

14.5 A reduction of £0.2m is proposed for The Social Housing Management Grant Revenue allocation, but no programmes are being cut and this money was unallocated money. Achieving high standards of housing management will have an overall benefit to disabled people, transgender people and the sexual orientation and race protected characteristic groups in particular. In particular this budget funds schemes working with LGBT people and addressing hate crime. The Social Housing Management Grant also administers the Black Minority Ethnic Grant which was designed to assist Local Authorities, Housing Associations and Voluntary Organisations to promote race equality throughout their organisations and support them in developing innovative housing management schemes to address some of the inequalities faced by BME people. The evidence shows that these impacts were not considered to be significant.

14.6 A reduction of £1.8m is proposed for the Regeneration revenue allocation, (although the capital budget increased by a total of £7.5m – including the additional Centrally Retained Capital allocations of £6.5m.) The nature of regeneration funding is that decisions are taken on a project by project basis. There is no reduction to an ongoing programme on the revenue side. Positive impacts from the overall regeneration programme were identified for the age, gender and religion protected characteristic groups. Some Strategic Regeneration Areas have provided funding through their community key funds towards age related projects such as for younger people, an example being funding of play facilities, for organisations that promote women in business, and for different religious groups. The evidence shows that these positive impacts will continue on a case by case basis and were not considered to be significant.

14.7 The reductions of £0.2m for Social Housing Management Grant and £1.8m on Regeneration revenue budgets will be allocated to a new mechanism to increase investment in social housing revenue line, together with an additional £2m which is being transferred in from the Central Services Administration Main Expenditure Group, creating a budget of £4m in total. As

this scheme is intended to help people who could not otherwise afford a rent deposit to obtain housing in the rented sector, new mechanism to deliver affordable housing will therefore be beneficial to helping families or young people to secure homes. The evidence shows that this budget will continue to provide these benefits and the impacts were not considered to be significant.

14.8 The department has considered where these allocations may have significant equality impacts and a proportionate decision on the impacts was made and the evidence indicated no impact.

14.9 There are no changes proposed to the Supporting People revenue allocation. The Programme is aimed at some of the most disadvantaged within society, which will cover people across a wide range of ages, including young people and older people. Supporting People funding is also available to disabled people, men and women experiencing domestic violence and provides support to BME providers. As the budget remains unchanged the evidence shows that these positive impacts will continue.

14.10 There are no changes proposed to the Homelessness revenue allocation. Positive impacts from the homelessness programme were identified for the age, disability, gender and the race protected characteristic groups in particular as well as positive impacts on women who are expecting or new mothers. These positive impacts to reduce homelessness amongst these groups will continue through the homelessness budget.

14.11 There are no changes proposed to the Independent Living revenue allocation. Positive impacts from the overall Independent Living policy were identified for the age and disability protected characteristics in particular. The beneficiaries of the Independent Living programme, older people and disabled people, will continue to receive support through Care and repair services and the Rapid Response Adaptation Programme.

14.12 There are no changes proposed to the Rapid Response Adaptation Programme revenue Budget. The same positive benefits to older and disabled people are the same as provided in the Independent Living Programme. There are no changes proposed to the Development and Implementation – Valuation Office Agency Charges for work revenue allocation. Minimal impacts were identified for all the protected characteristic groups. These impacts were not considered to be significant.

Capital Allocations

14.13 The department is intending to make the following changes to the Housing, Regeneration and Heritage capital plans.

14.14 An increase of £5m is proposed for The Social Housing Grant Capital allocation. This additional funding will deliver additional housing units which will benefit a number of groups with protected characteristics. Positive impacts from the grant were identified for disabled people and young people in particular. The Programme is aimed people living in Social Housing, over a

quarter of social housing respondents are under the age of 16 so the programme will positively impact on young people. The Social Housing Grant includes funding for Physical Adaptation Grants and Extra Care, so are likely to have a positive impact on disabled people. The screening also covered the proposed no change to the Extra Care Capital budget. The evidence shows that this budget will continue to provide benefits to young people and disabled people.

14.15 There is a proposed increase of £7.5m to the Regeneration capital allocation. Positive impacts from the overall regeneration programme will benefit the age, gender and religion protected characteristic groups. The Regeneration capital budget will continue to provide funding through Strategic Regeneration Area community key funds towards projects supporting these protected characteristic groups.

14.16 There are no changes proposed to the Rapid response Adaptation Programme capital allocation. The benefits to older people and disabled people from this programme will continue.

14.17 There are no changes proposed to the Major Repairs Allowance capital allocation. Minimal impacts were identified for all the protected characteristic groups. These impacts were not considered to be significant.

14.18 An additional £12m has been allocated in 2013-14 and 2014-15 (£6m each year) from the Wales Infrastructure Plan which provides the delivery of units for intermediate rent at a low subsidy rate, which creates a significant amount of job opportunities.

Updates from 2012-2013 report:

Access Summary Project

14.19 The Government aimed to produce a generic access summary template for use by all Welsh museums, archives and libraries to:

- Provide clear, accurate, comprehensive and accessible information on
- accessibility
- Meet the needs of disabled people, who amount to approximately 20-25% of the population of Wales
- Contribute to meeting requirements of the UN Convention on the Rights of Persons with Disabilities, ratified by the UK in 2009.

Work is now underway with EIA is to be completed this financial year.

Access to Cadw Sites

14.20 Funding was protected to meet the Welsh Governments policy of encouraging access to Cadw sites for under-represented groups such as over-60s and families with children. An EIA was undertaken - given that this funding is targeted at under-represented groups, there will be a positive impact on some of those with protected characteristics, including older people and children.

15. Assessing the budgetary changes to Environment and Sustainable Development (ESD)

15.1 The seven divisions within the department are committed to conducting EIA when required and these are undertaken by using the experience of policy officials, equality leads, finance leads and Knowledge and Analytical Services leads to undertake a robust assessment of the equality impacts.

15.2 In order to consider the cumulative impacts of our policies, officials monitor the outcome of all EIAs to both identify cross-cutting areas and to identify cumulative impact trends.

15.3 The ESD Department has made minor amendments to certain budget lines, these have been equality assessed and no further changes to budgets are proposed.

Equality Considerations for 2013-14

15.4 The department is intending to make the following increases or decreases to Environment and Sustainable Development allocations, each of these allocations has undergone an EIA.

15.5 It is proposed to decrease the Natural Environment Framework Restructuring Revenue budget by £2m. This budget is used for the development of the Single Body which comes into operation April 2013, and there are fewer requirements for restructuring costs post March 2013. It is proposed to transfer this £2m to the Urban Environment budget £1m and the newly created Natural Environment budget £1m. The equality impact is not considered significant.

15.6 It is proposed to create a new budget Natural Environment Revenue budget £1m (see above). Although commitments have yet to be made from this budget for 2013/14, it is likely any funding will deliver benefits to ecosystems utilising the Living Wales approach and help deliver such initiatives and further wildlife and habitat (Birds Directive) for a sustainable Living Wales. Impacts are not considered significant.

15.7 It is proposed to increase the Local Environment Quality and Keep Wales Tidy Revenue budget (renamed Urban Environment) by £1m (see above) with a commitment to increase Keep Wales Tidy funding by £0.7m. Impacts from the policy were identified for all of the protected characteristic groups, but these impacts were not considered significant.

15.8 There are no proposed changes to the Fuel Poverty Programme revenue budget. Positive impacts from the programme were identified for the age and disability protected characteristic groups, as well as those within the pregnancy and maternity protected characteristic group in particular. Impacts from tackling fuel poverty can be seen to benefit in particular children and

young people and older people and for disabled people in terms of improving quality of life and health benefits.

15.9 There are no proposed changes to the Energy Efficiency Programme revenue budget. Positive impacts from the programme were the same as the Fuel Poverty Programme.

15.10 There are no proposed changes to the Flood Risk Management and Water revenue budget. Improvements to the management of flood risks will have an overall positive benefit to the wider community, though in particular young people, older people and disabled people will see benefits. There was also a socio-economic impact for those who live within the most deprived areas but because these impacts were not considered significant.

Capital Allocations

15.11 The department is intending to make the following changes to the Environment and Sustainable Development capital spending proposals.

It is proposed to increase the Flood Risk management and Water Capital budget by £4m in 2013-14 (£6m in 2014-15) from funding being allocated from Central reserves as part of allocations in line with the Wales Infrastructure and Investment Plan. Minimal positive impacts from the overall flood risk programme were found for the age and disability protected characteristic groups. The impacts were seen for young people as an individual's age can affect their ability to respond to a flood or erosion event and may also contribute to extended recovery times. Impacts on disabled people are seen because certain impairments can affect an individual's ability to respond to a flood or erosion event.

15.12 It is proposed to increase the Fuel Poverty Programme capital budget by £5m in 2013-14 (£5m in 2014-15) from funding in line with the Wales Infrastructure Plan. Positive impacts from the programme were identified for the age and disability protected characteristic groups who will experience better quality of life and health benefits, as well as those within the pregnancy and maternity protected characteristic group in particular.

Update from 2012-2013 report:

15.13 There were no significant updates from the 2012-13 report.

16. Assessing the budgetary changes to Central Departments

16.1 In determining the Equality, Diversity and Inclusion budget proposals for 2013-14, consideration has been made of the commencement of the Wales Specific Equality duties and the introduction of the Welsh Government Strategic Equality Plan.

Equality Considerations for 2013-14

16.2 Equality and inclusion funding is currently made through two routes: the Advancing Equality Fund and the Inclusion Grant. The current funding round covers the period 2010-13 and was originally due to end in March 2013. Existing grants have been extended for six months until September 2013 in order to carry out a thorough consultation and engagement exercise to ensure an effective, strategic and outcome-focused grants framework going forward.

16.3 The consultation will seek views from the third sector and interested individuals on the future Welsh Government grants framework for equality and inclusion. We want to ensure that we hear the views of people with protected characteristics and understand how the grants framework can best support organisations to remove the barriers that these people face. Engagement events will be held as well as inviting written responses to the consultation in order that we can have the greatest reach throughout Wales. The EIA will be published at the beginning of the consultation and it will be further developed as part of the consultation and engagement events.

16.4 The Community Cohesion Programme supports the delivery of the Equality Act 2010 through the requirement to “Foster Good Relations”. This will support local authorities to strategically drive forward this element of the public sector equality duty. The Community Cohesion Co-ordinators will also play a key role to take forward work through policy areas such as Hate Crime, which impacts upon the protected characteristics of race, religion, disability, sexual orientation and gender reassignment. The Welsh Government is supporting work on the development of a Hate Crime Framework for Action where expert stakeholder groups have been formed across all the above protected characteristic groups to ensure that information and advice can be fed directly into policy development. This directly corresponds to Objective 4 in the Welsh Government’s Strategic Equality Plan and is a Programme for Government commitment.

The Welsh Government has set in place monitoring arrangements on a quarterly basis with Community Cohesion Co-ordinators. This includes how engagement can take place and be embedded within working arrangements with diverse communities and groups.

16.5 Through the Digital Inclusion Framework and delivery programme, Communities 2.0, the Welsh Government will continue to work with representative organisations, including those representing older and disabled people, to reduce the number of people that are digitally excluded. In addition to an existing initiative with RNIB, Communities 2.0 are developing a national initiative with Disability Wales to help more disabled people get online. Continuing to provide £1m in 2013-14 to support the Welsh Government’s Digital Inclusion has prioritised support to the most digitally excluded.

Capital Allocations

16.6 In 2013-14 we are providing support to Gypsy and Travellers through a grant that can be used to refurbish, expand, relocate or develop Gypsy and Traveller sites.

16.7 Gypsy and Traveller grant funding originally covered 75% of project costs. In 2011-12 it was agreed that the funding should cover 100% of project costs. This increase in the level of grant available has seen a rise in the volume and value of applications and resulted in a reduction in the under spend on the previous year. Grant guidance has been revised and simplified in order to encourage a greater number of applications. The grant helps to improve fundamental living facilities on Gypsy and Traveller Sites and includes work such as new amenity blocks, improved hygiene and sanitation facilities, play areas, community facilities, security and street lighting, fencing and drainage.

16.8 There is evidence that a permanent place of accommodation can improve access to educational facilities for Gypsy and Traveller children and young people who are the lowest achieving of any minority ethnic learner group. A mobile lifestyle means that children and young people from Gypsy and Traveller communities often do not get a chance to settle down in school and often have very poor attendance records. A permanent place of accommodation can alleviate this poverty of aspiration and the associated cycle of poverty. The Welsh Government is committed to advancing equality, eliminating discrimination and fostering good relations for all people in Wales and this grant is a contributor to tackling the inequalities faced by Gypsies and Travellers.

Updates from 2012-2013 report:

16.9 The Women's Equality Network (WEN) Wales is established with an appointed Board and receives a grant from the Advancing Equality Fund.

Summary of Impact of Spending Decisions

Research demonstrates that the inequalities experienced by a person over the course of their life are associated with a complex interaction of factors, such as their socio-economic status, gender, ethnicity, age, sexual orientation, religious belief, and disability. Inequalities may also accumulate over the lifecycle and cross into the next generation, creating a negative cycle of inequality.

The National Equality Panel (2010) noted that: *“the evidence we have looked at shows the long arm of people’s origins in shaping their life chances, stretching through life stages, literally from cradle to grave.”* This is supported by the findings of the Marmot Review (2010) which identified the early years as a crucial stage for establishing inequality and determining the future course of an individual’s life.

Inequalities in key outcomes such as educational attainment and health status have been shown to have their strongest association with a person’s socio-economic status. The National Equality Panel (2010) found that within the protected characteristic groups (e.g. ethnicity), the differences in outcomes between socio-economic classes of a sub-group (e.g. White, Black, Indian) were greater than the differences between the sub-groups themselves.

Key points

- Inequality is mediated by a complex interplay of a range of factors (socio-economic status, gender, ethnicity, age etc).
- Inequalities can accumulate over the lifecycle and cross into the next generation.
- Research shows that a person’s socio-economic status has the greatest association with key outcomes such as educational attainment and health (inequalities between socio-economic statuses within the same social group are greater than inequalities between social groups).
- What happens in the early years (including in utero) strongly influences school-readiness, educational attainment, economic participation and health outcomes. The health of the mother in pregnancy and of the child during the early years, determining cognitive development and risks of disease (e.g. coronary disease, diabetes and hypertension) in later life.
- Educational attainment is a key determinant in social mobility as it strongly affects access to labour market opportunities – unemployment is highest among those with no or few qualifications and skills.
- Employment and health are linked – ‘good work’ is linked to positive health outcomes, while low-paid work and unemployment are linked to ill health (mental and physical).

Health and Social Services

Research has shown that inequalities in health exist across a range of social and demographic indicators, including income, social class, occupation and parental occupation, level of education, housing condition, neighbourhood quality, geographic region, gender and ethnicity. Inequalities are apparent in health outcomes such as mortality, morbidity, self-reported health, mental health, death and injury from accidents and violence.

A key concern is the difference in health outcomes between socio-economic groups (e.g. life expectancy by social class for both men and women) which have persisted over time, with some widening taking place in the 1980s and 1990s (Marmot Review, 2010). The relationship between low income and poor health is well established, and operates in several ways. People on low incomes refrain from purchasing goods and services that maintain or improve health, or are forced to purchase cheaper goods and services that may increase health risks. The relationship can also operate in both directions: low income can lead to poor health and ill health can result in a lower earning capacity.

There is substantial evidence that particular social groups are at higher risk of having a low income. Some groups have significantly reduced employment opportunities; they include disabled adults, people with mental health problems, those with caring responsibilities, lone parents and young people.

The early years have been identified as a crucial stage. The Marmot Review (2010) noted that *“what a child experiences during the early years lays down a foundation for the whole of their life. A child’s physical, social, and cognitive development during the early years strongly influences their school-readiness and educational attainment, economic participation and health”*. The level of parental interaction with their child during early years is an important factor in preparing a child for, and supporting children’s learning in school, and has been shown to be strongly associated with the parent’s socio-economic status.

Transport

Transport is a key factor in determining what opportunities and services (e.g. employment, health, social, and education) are available to people. Restriction of these opportunities has been identified as a significant barrier to social inclusion.

Research by the Social Exclusion Unit (SEU) identified a number of problems related to transport:

- Access to work: Two out of five jobseekers say lack of transport is a barrier to getting a job. One in four jobseekers say that the cost of transport is a problem getting to interviews. One in four young people have not applied for a particular job in the last 12 months because of transport problems.

- Access to learning: 16–18-year-old students spend on average £370 a year on education-related transport, and nearly half of them experience difficulty with this cost. Six per cent of all 16–24 year-olds turn down training or further education opportunities because of problems with transport.
- Access to healthcare: 31 per cent of people without a car have difficulties travelling to their local hospital, compared to 17 per cent of people with a car. Over 1.4 million people say they have missed, turned down, or chosen not to seek medical help over the last 12 months because of transport problems.
- Access to food shops: 16 per cent of people without cars find access to supermarkets difficult, compared to 6 per cent of the population as a whole.¹
- Access to social, cultural, and sporting activities: 18 per cent of people without a car find seeing friends and family difficult because of transport problems, compared with 8 per cent for car owners. People without cars are also twice as likely to find it difficult getting to leisure centres (9 per cent) and libraries (7 per cent).
- Impact of traffic on deprived communities: Children from the lowest social class are five times more likely to die in road accidents than those from the highest social class.² More than a quarter of child pedestrian casualties happen in the most deprived 10 per cent of wards.

The SEU (2003) argued that by cutting people off from jobs, education and training, these problems can prevent them from breaking out of the cycle of social exclusion. Government objectives essential to combat poverty, social exclusion and reducing crime and antisocial behaviour, are also undermined.

The incidence of transport problems differs by age, with younger people more likely to identify transport problems as a barrier to work than older people. A survey of 100 children in Wales found that the high cost of public transport restricts what poor children and young people can take part in and can leave children and young people at risk when walking through 'dangerous' areas.

In general, disabled people are less likely to drive and are more likely to be reliant on public transport, community transport or lifts from friends and family for their journeys. However, for some groups, for instance people with physical impairments and chronic health conditions, driving is still the predominant mode of transport. The gap between disabled and non-disabled access to a car is greater in Wales than in other parts of the UK.

¹ Reduced access to the lower food prices offered by supermarkets compared to local shops, is thought to increase the likelihood of lower income families having an unhealthy diet (Cummins et al., 2005; Cummins and Macintyre, 2006).

² Source: Roberts and Power (1996).

For disabled people using public transport, the primary problem is accessibility. There are still many public transport services which are inaccessible to wheelchair users. More than 60 per cent of disabled people in Wales reported difficulties in getting on and off the bus in 2002–4, and more than 30 per cent of disabled people reported difficulties getting to and from their seat. Both these figures were amongst the highest in the UK.

Research on transport use shows that the percentage of people who ‘mainly’ use public transport in middle age is a round 25 per cent, this increased to around 40 per cent for 65 to 84 year olds. Yet older people’s use of public transport can be dependent on overcoming a number of barriers. Concerns about personal safety and difficulty in carrying heavy loads are two of the most common problems, but other factors such as problems with the reliability of public transport and behaviour of transport staff and other passengers are also important. Perceptions of their own health – for instance fear of falling can also become a significant factor.

While many Black, Asian and minority ethnic groups are more dependent on public transport, they are also more likely to encounter problems using it. Personal safety fears, when using public transport and when walking to or waiting at bus stops or train stations are a significant barrier. A 2001 study found that more than a third of Hindu, Muslim and Sikh organisations reported that their members had been discriminated against on public transport. Research for the Department for Transport also found almost a quarter of young people from Black and minority ethnic groups have reported harassment due to their colour, race or religion.

Women – particularly older women – have less access to a car than men: nearly eight out of 10 men compared with nearly six out of 10 women drove and had daily access to a car in 2004 (Welsh Consumer Council/Equal Opportunities Commission, 2005). This partly reflects the fact that, more men than women hold full driving licences. Men make a much higher proportion of their journeys as car or van drivers than women, whilst women make a much higher proportion of journeys as a car passenger than men. Women are more likely than men to say they have no choice but to travel the way they do, not least because more than half do not have someone on whom they can rely for lifts.

There is little available research on the impact of transport upon LGBT people in Wales. However, research by conducted Transport for London in producing its Sexual Orientation Equality Scheme (2008) found that among its LGBT customers a concern for personal safety was especially important.

Social Justice

The EHRC in their report *How Fair is Wales* (2011) has identified a number of equality challenges within Wales, these are:

- Most people feel that the criminal justice system is fair. However some groups have lower levels of confidence in and satisfaction with the police, in particular Lesbian, Gay, Bisexual and Transgender (LGBT) people and people from ethnic minorities.
- Across England and Wales, people from ethnic minorities, and Black people in particular, are far more likely to be stopped and searched by police than white people.
- Violent crime has fallen significantly in the last fifteen years although Black people, and Black men in particular, are at highest risk of homicide.
- The risk of victimisation is different between men and women. Young men in general are at a higher risk of becoming victims of violent crime than older men or women. Women are much more likely than men to be victims of domestic abuse from a partner or family member, and, along with children, are far more likely to be victims of rape.
- Wales does not have prison capacity for all those sentenced to imprisonment. There are only 50 spaces for juvenile offenders and no spaces at all for women prisoners. This results in people being placed in prisons far away from family and friends.

Hate crime and domestic violence continue to be an area of concern. Two-thirds of hate crimes linked to race or religion (68%) and homophobia (65%) are directed against men, as are 45% of disability hate crimes.

One in four women in England and Wales has experienced some form of domestic abuse since reaching the age of 16. Three-quarters of domestic abuse offences are repeat offences. The number of prosecutions is not keeping pace with the number of incidents of rape reported to police, whilst the rate of conviction is “stubbornly low”.

Women and children are by far the most likely to be victims of rape: 90% of offences were committed against females whilst more than a quarter of reported rapes were committed against children. Domestic violence is associated with a higher rate of repeat-victimisation than any other kind of violent or acquisitive crime: in 2009/10, three-quarters (76%) of all incidents of domestic violence in England and Wales were repeat offences. Almost half (47%) of victims experienced domestic violence on more than one occasion between 2009 and 2010, compared to 31% of victims of acquaintance violence and 16% of victims of stranger violence.

Survey data from Stonewall suggests that lesbian, gay and bisexual (LGB) people are more likely to worry about, and to experience discrimination by the police, whether they were reporting a crime or suspected of committing one.

A quarter of respondents to Stonewall Cymru’s survey claimed that they had been discriminated against or harassed by the police. One study has found that only a proportion of criminal offences were reported by LGB people to the police in Wales – even in the case of violent crime, just over half of incidents were reported: those who did report a crime were generally dissatisfied with both how the police handled the report and with the resolution of the case.

Economy

Insecure and poor quality employment is associated with an increased risk of one's physical and/or mental health worsening, from conditions caused by work that in turn lead to absence due to illness, and worklessness. Principal among work-related ill health are common mental health problems and musculoskeletal disorders. People's health can be damaged at work by factors including exposure to physical hazards, physically demanding or dangerous work, long or irregular working hours, shift work, health-adverse posture, repetitive injury and extended sedentary work.

Unemployment is unequally distributed across society, with those in lower socioeconomic positions at higher risk, thus contributing to the social gradient in health. Rates of unemployment are highest among those with no or few qualifications and skills, disabled people and with mental health conditions, those with caring responsibilities, lone parents, those from some ethnic minority groups, older workers and, in particular, young people. When in work, these same groups are more likely to be in low-paid, poor quality jobs with few opportunities for advancement, often working in conditions that are harmful to health. Many are trapped in a cycle of low-paid, poor quality work and unemployment.

Research conducted by the Department for Work and Pensions has looked at barriers to employment. Four themes emerged as key influences on experiences of searching for work:

- Constrained job opportunities – This related both to limitations on the feasible geographical scope of job search (or commuting), and to the restricted hours that primary carers (usually mothers) felt they were able to work. In many cases the two combined with reliance on public transport links to constrain the number and range of job opportunities open to mothers. Thus, most women reported that they were only interested in part-time work that they could fit around the school day, given their responsibility for dropping off and picking up their children. This meant that the competition for such jobs was intense.
- Work experience and confidence – A number of women thought that motherhood had served to distance them from the labour market, even though they were now making strenuous efforts to find work. Those who had children at a relatively young age reported that they had little or no training or work experience before having their first child. Even mothers who had some previous experience of work said that being out of the workforce for many years while caring for young children had negative consequences when they started looking for employment again.
- Gendered roles – Most of the women interviewed explained their position in relation to the labour market with reference to their role and responsibilities as a mother, no matter how determined they were to find a job. In contrast, hardly any of the men who were interviewed made any reference to issues of childcare and parenting responsibilities when discussing barriers to work.

- Family and household support – For those women who lived in a two-parent family or in multi-generational households (for example, living with parents), the availability of support with childcare duties improved the viability of finding and retaining paid work. However, this did not necessarily open up the option of seeking better quality jobs. Rather, it meant that they were more disposed to regard the generally low paid, part-time, often casual, work that was on offer in a positive light.

Overall employment peaks for men and women between the ages of 35 and 39 when 88% of men and 73% of women are in employment or self employment, and decreases amongst those aged 50 - 64. Levels of employment among men aged over 50 are much lower in Wales than in the rest of Britain.

Young disabled people are more likely to be not in education, employment or training (NEET) than young non-disabled people. 45% of disabled people in their early 20s are NEET. This rate is higher in Wales than in England.

Statistical Bulletin 115/2011: Prevalence of disability in Wales, 2007-2010 (Welsh Government, 2011) showed that in 2010, 20% of the working age population in Wales was classed as Disability Discrimination Act disabled.

Analysis conducted by the National Equality Panel (2010) has shown that paid employment rates are less than half those of people who are not disabled, and when employed, disabled people have median hourly earnings 20 per cent lower for men and 12 per cent lower for women. The National Equality Panel concludes that *“the disability employment ‘penalty’ has grown steadily over the last quarter century. Disabled people with low or no qualifications have been particularly strongly affected, and more so than non-disabled people.”*

Households where there is at least one disabled adult are more likely to have a low income than other households. In Wales, 26% of people living in a household with at least one disabled adult have a low income, compared to 21% of people living in a household with no disabled adult.

Disabled people are more likely to be employed in low skilled jobs than non-disabled people. Disabled men experience a 11% pay gap compared to non-disabled men.

People with a disability or long-term limiting illness are over twice as likely to report bullying or harassment in the workplace as non-disabled people. Disabled women are four times more likely to report being bullied than other employees.

Pakistani, Bangladeshi and Black African households are significantly more likely to be in low income than white or Indian households.

Research by WISERD (2011) notes that in terms of ethnicity, levels of in-work poverty in Wales are twice as high in Black households (25 per cent) and

almost three times as high in Asian households (35 per cent) compared to the incidence observed in White households (13 per cent) over the period 1994-2008. Within Wales, the median wealth of non-white households (£66,000) is considerably less than those of White households (£169,000).

The analysis by WISERD found that within Wales, people living in Black households are estimated to have the lowest equivalent median incomes (£218 per week), whilst people living in Asian households (£227 per week) also exhibit median incomes that are significantly lower than those of people living in White households (£289 per week). These lower levels of income translate to significantly higher levels of poverty in Wales within Black (41 per cent) and Asian (44 per cent) households compared to those in White households (23 per cent).

Although women do better than men in every aspect of educational qualification, the pay gap between men and women remains. Women are more likely to live in low income households than men. 94% of single parent households in Wales receiving Council Tax Benefit are female households.³

Women and ethnic minority groups are more likely to report being discriminated against regarding promotion than white men.

Employment varies by ethnicity. Only 1 in 4 Bangladeshi and Pakistani women work, almost half of Bangladeshi (49%) and Pakistani (44%) women are looking after the family or home compared to 20% or fewer of other groups.

Religion has far more influence on employment status than ethnicity. Muslim men and women are less likely to be in employment, and particularly full-time employment, than other religious groups. Muslim people have the lowest employment rate of any religious group. 42% of young Muslim people in Great Britain are NEET.

Research by Press for Change (2007) illustrates that transition in a place of work is a major trigger point for experiencing inequality and discrimination on the grounds of gender re-assignment. Transition at work is a crucial part of the process of gender reassignment as Transgender ('trans') people are assessed by their ability to maintain employment, voluntary work, education or training.⁴ Moreover, those who assess people's suitability for gender reassignment play a significant part in the process for applications for the Gender Recognition Certificate. If a trans person undergoing gender reassignment cannot function well in their acquired gender at work, their application for a Gender Recognition Certificate, with all the legal protection it grants, may be jeopardised.

Education

³ Council Tax Benefit recipients by Age Group and Family Type: May 2012. Available at: http://research.dwp.gov.uk/asd/asd1/hb_ctb/hbctb_release_aug12.xls

⁴ East Sussex, Brighton and Hove City PCTs Transgender Mental Health and Gender Reassignment Care Pathway

The EHRC in *How Fair is Britain* state that: *a wealth of evidence shows that education is a key determinant of life chances. As well as being a right in itself, education is an enabling right, allowing individuals to develop the skills, capacity and confidence to secure other rights and economic opportunities.*

Research has shown that there are differences in the education outcomes experienced by the different protected characteristic groups. The EHRC in *How Fair is Wales* highlights that:

- There are significant differences in participation and achievement in education by income throughout a person's life, and to a lesser extent by gender, ethnicity and disability.
- These differences are observable from a very young age. The gap in attainment between boys and girls has opened up by the age of 5. By the same age, there is a gap between poor pupils and the average.
- These differences persist through different age groups. Pupils receiving free school meals are more likely to be excluded from school as are those with Special Educational Needs (SEN) and some ethnic minority children. 16 year olds receiving free school meals are much less likely to get five grade A*- C GCSEs than those not eligible.
- Compared to the rest of Britain, Wales has slightly lower attainment rates at age 16, and markedly lower rates of adult literacy. Given this, it is very notable that levels of adult participation in education are lower in Wales than in the rest of Britain, and lowest among those from routine and manual backgrounds, and those who have never worked.
- Variations between ethnic groups are much less clear, although it is clear that some groups are performing much worse such as Pakistani and Bangladeshi people. It is not, however, a case of non-white groups uniformly attaining worse outcomes than the white majority.
- Younger people are more likely to have qualifications than older people and the level of adult education participation declines with age substantially.

Addressing the numbers of young people that are NEET in Wales has been identified as a priority. Research shows that;

- In 2010 23% of those aged 19-24 years and 11% of 16-18 year olds were NEET. Data for the UK as a whole shows that Wales has a higher proportion of young people who are NEET (Welsh Government, 2011a).⁵
- There is strong evidence that being NEET for a significant period in early adulthood has a long-term scarring effect on an individual's employment and career prospects, entrenching inequality over a lifetime.

⁵ Welsh Government. (2011a). *SDR 125/2011 Participation of young people in education and the labour market (year end 2009 and 2010 (provisional))*.

Available at: <http://wales.gov.uk/docs/statistics/2011/110727sdr1252011en.pdf>

- The current difficult labour market conditions hit new entrants to the labour market hardest.
- Those most likely to be NEET are from lower socio-economic groups and have poorer educational achievements. Evidence suggests that there is an over-representation of disabled young people and young people from some ethnic minority groups amongst those who are NEET.
- There is much inter-generational inequality – children of those who are unemployed with poor qualifications and skills are more likely to be NEET; and if parents are NEET it will damage the life-chances of their children.
- Getting it right for those with protected characteristics will mean getting it right for every-one.

Research published by the Greater London Authority (Greater London Authority, 2007)⁶ summarised existing evidence on the characteristics of those who are NEET and what works in preventing and re-engaging young people who are NEET. The research argued that young people who are NEET aged between 16 and 19 are a broad and heterogeneous group with differing needs, which fall into three distinct categories:

- Core NEET – those with social and behavioural problems including those who come from families where worklessness and unemployment is an accepted norm.
- ‘Floating NEET – comprising young people who lack direction, motivation and tend to have spells of being NEET in between further education courses or employment with no training. This group also contributes to NEET ‘churn’, which is an issue that policy makers are increasingly trying to address.
- Transition/gap year NEET – those young people who have often chosen to take time out before progressing onto further or higher education opportunities and are likely to return to education, training or employment, but it is not always clear when this will occur. Such ‘transition periods’ are often short-term lasting between 3-6 months.

The GLA report argued that ‘NEET status’ matters as it “*stands in the way of individuals and society achieving optimum productivity, social inclusion and good health. It may also perpetuate a worklessness culture that can be passed onto future generations of young people and result in NEET status being reinforced in families and communities across generations. NEET status affects young people’s life chances and, in public policy terms, will have significant cost implications.*”

⁶ Greater London Authority. (2007). *What works in preventing and re-engaging young people NEET in London*. London: Greater London Authority.
Available at: <http://legacy.london.gov.uk/mayor/children/docs/neet-report.pdf>

Research by the Prince's Trust (2010)⁷ shows that young people who are NEET are almost twice as likely as other young people to lack a sense of belonging in life. More than a third of those young people who are NEET (37%) lack a sense of identity, and this figure rises to nearly half (47%) for those out of work for a year or longer. More than a third of unemployed young people (34%) feel isolated all or most of the time, increasing to 45% for those who have been out of work for a year or longer. Almost half of young people not in work (48%) claim that unemployment has caused problems including self-harm, insomnia, self-loathing and panic attacks. Young people are twice as likely to self-harm or suffer panic attacks when they have been unemployed for a year.

Being NEET as a young person may have implications for health in later life. Research by Dahlgren and Whitehead (2006)⁸ on the social determinants of health list "Life-course effects" as one of the five mechanisms or pathways to social inequities in health within a country. Life-course effects include events early in life that generate poor health later on, and material circumstances in early life are stronger predictors of health status later in life than social position during adulthood. These life-course effects may be passed from parents to their children, as they are closely related to social background. For example, the social position of parents influences the educational achievements of their children, which in turn influence working conditions and salary levels when the children grow up.

While data on those who are NEET by ethnicity is not available, research has shown that school absenteeism is a strong risk factor for becoming NEET. Data on school absenteeism by ethnicity is available in a report by DCELLS Ethnic and Cultural Diversity Sub-group 2007-2009 (Welsh Government, 2011b)⁹ and shows that:

- Travellers of Irish heritage and Gypsy/Roma pupils have by far the highest absence rates, and there is a substantial difference between their figures and those of other groupings. This pattern is, to some extent, because of the travelling lifestyle of many Gypsy/Roma and Traveller families.
- Pupils of Mixed White & Black Caribbean, Mixed White and Black African and Any Other White Backgrounds have higher than average absence rates by between 1 and 2%.
- Pakistani and Bangladeshi heritage pupils have slightly higher than average absence rates with White British heritage pupils slightly lower than average.
- Pupils of Black African backgrounds have well below average overall absences but higher than average unauthorised absences. This

⁷ The Prince's Trust. (2010). *The Prince's Trust Macquarie Youth Index*. London: The Prince's Trust.

Available at: http://www.princes-trust.org.uk/pdf/Youth_Index_jan2011.pdf

⁸ Dahlgren, G., and Whitehead, M. (2006). *European strategies for tackling social inequities in health. Levelling up Part 2*. Copenhagen: World Health organization.

⁹ Welsh Government. (2011b, *In press*). *Education for the diverse people of Wales*. Cardiff: Welsh Government.

apparent inconsistency could be down to communication issues between the school and home, lack of parental awareness of the need to provide authorisation or low levels of parental literacy amongst some sections of the community.

- Chinese and Any Other Asian heritage pupils have significantly lower than average absences.

The Green Paper *Every Child Matters* (HM Treasury, 2003)¹⁰ links poor educational attainment as a risk factor for negative outcomes such as prison. Young offenders and the prison population is disproportionately drawn from those who were excluded from school or had poor educational results (Cassen and Kingdon, 2007).¹¹

Findings from a survey of young people aged 15-18 in prison across England and Wales between 2006 and 2008 showed that almost nine-tenths of the young men and two-fifths of the young women surveyed had been excluded from school. Around one third was under 14 years old when they last attended school, and 63% were NEET at the time of arrest (HM Inspectorate of Prisons, 2002¹²; Parke, 2009¹³).

There is a high proportion of disabled people with no qualifications: 35% of males and 37% of females have no qualifications. Only around 6% of this group have a degree.

People with learning disabilities are much more likely to lack basic literacy and numeracy than the rest of the population (48% compared to 21%). Disabled people participate in adult education at half the rate of non-disabled people.

Young disabled people are more likely to be NEET than young non-disabled people. 45% of disabled people in their early 20s are NEET. This rate is higher in Wales than in England.

Research by ESTYN (2007) found that there are significant barriers in the way of disabled learners moving on to vocational and work-based learning. Sometimes learners are frightened to disclose mental health conditions to providers and do not receive appropriate support.

White British pupils constitute the bulk of low achievers due to their higher proportion within the UK school population (80 per cent of all pupils in the data analysed by Cassen and Kingdon were White British), with the greatest incidence of low achievement on average shown by African-Caribbean boys (i.e. as a within-group proportion). When socio-economic background is

¹⁰ HM Treasury. (2003). *Every Child Matters*. Norwich: HMSO.

¹¹ Cassen, R., and Kingdon, G.. (2007). *Tackling low educational achievement*. York: Joseph Rowntree Foundation. ISBN: 978 1 85935 584 8.

¹² HM Inspectorate of Prisons. (2002). *Reducing re-offending by ex-prisoners*. London: Social Exclusion Unit.

¹³ Parke, S. (2009). *Children and Young People in Custody 2006-2008, an analysis of the experiences of 15-18-year-olds in prison*. London: HM Inspectorate of Prisons and Youth Justice Board.

controlled for, White British boys fare even worse than African-Caribbean boys. White Traveller group are the worst performers at secondary school, with one in five (20 per cent) of Key Stage 4 takers achieving no GCSE/GNVQ passes (Cassen and Kingdon, 2007).

Differences between ethnic groups in educational performance are also evident in their performance over time, with descent into lower achievement greatest for the Black Caribbean group. Cassen and Kingdon (2007) argue that something is arresting the progress of Black Caribbean student boys in particular. Potential explanations put forward for the decline in the performance of black pupils, include factors external and internal to the pupil.

In Wales people from ethnic minority backgrounds are more likely to fail to achieve functional literacy compared to White People (41% compared to 24%). For numeracy, a similar percentage point gap exists (69% compared to 53%).

Girls perform better than boys, data shows the gap open as early as age 5, but is significant at age 16. The outperformance of boys by girls occurs not only in England and Wales, but also in most other countries, as illustrated by the OECD's studies and others (OECD, 2006). However, research by Machin and McNally (2005) shows that the gender gap has become worse over time in the UK.

Gender and ethnicity have been found to interact powerfully. The gender gap in achievement is significantly larger for most Asian and Black ethnic pupils than for White pupils, other factors being equal (Cassen and Kingdon, 2007).

The Equality and Human Rights Commission (EHRC) (2010)¹⁴ notes that school experiences of pupils of different religions and beliefs are not reflected in large-scale datasets, and there is limited evidence available on bullying from this perspective. A survey by the DCSF (2008)¹⁵ of over 1,000 pupils in England suggests that bullying is an issue. The survey found that 23% of young people sampled, who practiced any religion in England, reported being bullied because of their faith.

Within Wales a report by Funky Dragon (2007)¹⁶ found that of those young people who had religious needs, 45 per cent said these were never taken into account. Aspinwall et al (2003)¹⁷ found that one of the complaints children and young people made about school uniforms was that these did not make allowance for religious faith.

¹⁴ EHRC. (2010). *How Fair is Britain? The First Triennial Review*. Manchester: EHRC.

¹⁵ DCSF. (2008). *Staying Safe Action Plan*. London: DCSF.

Available at:

<http://webarchive.nationalarchives.gov.uk/20100202100514/http://www.dcsf.gov.uk/everychildmatters/download/?id=443>

¹⁶ Funky Dragon (2007). *Our Rights Our Story*. Swansea: Funky Dragon.

Available at: <http://www.funkydragon.org/en/fe/page.asp?n1=2&n2=466>

¹⁷ Aspinwall, T., Crowley, A. and Larkins, C. (2003). *Listen Up! Children and Young People Talk: About their Rights in Education*. Cardiff: Save the Children Cymru.

Stonewall (2012)¹⁸ report that homophobic bullying continues to be widespread in Britain's schools. More than half (55%) of lesbian, gay and bisexual pupils have experienced direct bullying. Homophobic bullying has a profoundly damaging impact on young people's school experience. One in three (32%) gay pupils experiencing bullying change their future educational plans because of it and three in five say it impacts directly on their school work. Gay people who are bullied are at a higher risk of suicide, self-harm and depression. Two in five (41%) have attempted or thought about taking their own life directly because of bullying and the same number say that they deliberately self-harm directly because of bullying.

GIRES (2010)¹⁹ estimate that one in 1,000 school children suffer from gender dysphoria – roughly one pupil for every high school. Along with disabled and LGB students, bullying in school is a concern for transgender pupils. According to research by Press For Change (2007)²⁰, more transgender pupils report being bullied than gay pupils.

Previous research on LGB experiences of bullying at school has linked it to high levels of absenteeism and truancy. Research conducted by Rivers (2000)²¹ found that 72% of lesbian, gay and bisexual (LGB) adults reported a regular history of absenteeism at school due to homophobic harassment. Research by Press for Change (2007) also found this to be the case, as well as a significant larger number of respondents who left school after GCSE or equivalent Level 2 qualifications.

Housing

In 2008 a full Equality Impact Assessment of the National Housing Strategy was conducted by the Welsh Government, which looked at the impact of the Strategy upon the following protected characteristic groups: age, disability, ethnicity, gender, sexual identity, and transgender.

Age

- In Wales, there are many more women over the age of 60 living alone than men. The difference increases with age. There are three times as many women over the age of 70 living alone than men, and four times as many over the age of 85. One in 4 households has someone of pensionable age. One in five older households lived in social housing, rented from the social sector and one in twenty rented privately.

¹⁸ Stonewall. (2012). *The School Report: The experiences of gay young people in Britain's schools in 2012*. London: Stonewall.

¹⁹ Gender Identity Research and Education Society (GIRES). (2010). *Guidance on Combating Transphobic Bullying in Schools*. London: Home Office.

²⁰ Whittle, S., Turner, L., and Al-Alami, M. (2007). *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination*. London: Press for Change.

²¹ Rivers, I. (2000). Social exclusion, absenteeism and sexual minority youth. *Support for Learning*, 15(1): 13-17.

- The most common reason for a dwelling to be declared non-decent was insufficient heating (a lack of a reasonable degree of thermal comfort). This was reported for almost three in ten (28 per cent) of all older households. Where the household head was aged 85 or over, this proportion rose to 42 per cent.
- 90 per cent of older people live in mainstream housing – only 5 per cent live in sheltered housing. 5 per cent live in care homes or other accommodation.
- 30 per cent of all UK households are currently headed by someone aged 60 or over – and this proportion is set to increase
- The largest projected growth for all households is among those headed by people aged 55 and over.
- By 2030 there will be around 1.7 million BME older people in the United Kingdom.
- Large variations in age, circumstances and aspirations exist within the older population. Most older people do not require specialised housing; their needs are shaped more by lifestyle choices than by frailty.
- Frustration has been expressed in the delays in getting home adaptations.
- Young people are considerably less likely than other age groups to obtain advice with their homelessness problems.
- There is net migration of young people, especially of highly educated young people, threatening the viability of some communities.
- Young people from disadvantaged socio-economic backgrounds and/or experiencing disruption or trauma in childhood are at increased risk of homelessness, and a significant minority experienced violence in the parental home.

Disability

- 60% of adults aged 25 to retirement with a work-limiting disability are currently not working compared with only 15% of their non-disabled counterparts.
- Physical barriers: Shortfall of accessible housing and limited choices are a major contributor to social exclusion of disabled people. Accessible housing is the cornerstone of Independent Living.
- Attitudinal barriers: There is a general lack of understanding amongst the majority of housing providers of disability equality issues.
- Lack of cross-cutting approaches to disability and other areas of inequality – for example disabled refugees, homeless disabled people, BME disabled people, disabled people with HIV and AIDS, and young disabled people wanting to leave the parental home.
- Lack of user-led engagement and user-led approaches to shaping services for disabled people, and limited opportunities to raise issues affecting disabled people.
- Private rented sector: some landlords do not give consent to necessary adaptations despite a legal requirement to do so, and many won't pay for them.
- Families with a disabled child are less likely to be living in a decent home compared to families with a non-disabled child. Those with a disabled child are 50 per cent more likely than other families to live in overcrowded

accommodation, to rate their home as being in a poor state of repair, and to report problems with wiring, draughts and damp in the child's bedroom.

- Living in unsuitable housing has been found to be associated with increased levels of parental stress. Parents describe the negative impact living in unsuitable housing has on their child's well-being and development as well as on their own, and their other children's, physical and emotional well-being.

Ethnicity

- New immigrants tended to fill voids in the housing stock left behind or avoided by other households. The result was the concentration of new immigrants in particular sectors of the local housing market and in specific neighbourhoods.
- Despite variations between ethnic minority groups, many are more likely to experience housing deprivation than other groups, with overcrowding, particularly in the private rented sector, a serious problem. Racial harassment is a continuing reality for people from ethnic minorities in some areas. Lastly, the tension between housing need in many small rural communities in Wales and the higher incomes available to those wishing to move in from other areas and buy homes in these communities has implications for racial equality.
- Migrants are most likely to live in privately rented accommodation and form only a small portion of people in social housing.
- In 2001, Indians were the most likely of any of the different ethnic groups to own their own homes (76 per cent) in Great Britain. White British and Pakistani households were next most likely to do so (70 per cent and 67 per cent respectively).
- People, who lived within private households, were more likely to own than rent, with the exception of those from a Black ethnic background.
- 1 in 17 people live in overcrowded conditions. It is much higher for some ethnic groups: for Pakistanis it is 1 in 5, for Africans and Chinese it is 1 in 4, and for Bangladeshis it is 1 in 3. 70 percent of people own their own homes: for Black ethnic groups it is around 40 or 50 percent.

Gender

- In the last decade the number of women in prison has more than doubled with over 4,500 women being in custody at the end of 2007. The majority of women receiving custodial sentences are subject to short sentences, two thirds for periods of six months or less - long enough to lose accommodation but often too short to gain another home. Home Office research in 2005 found 38% of women leaving prison did not have accommodation arranged for them on discharge.
- In the past, the options were limited to trying to find an available place in a women's refuge. The Government recognised that was a real need to provide victims of domestic violence with more options, particularly where children were involved.

Religion and belief

- Sikh, Jewish and Hindu households are the most likely to own their own homes. Around three-quarters or more of each group did so in Great Britain in 2001 (82 per cent, 77 per cent and 74 per cent respectively).
- Muslim and Buddhist households were the least likely to be homeowners (52 per cent and 54 per cent respectively). Jewish and Christian households were the most likely to own their homes outright rather than be buying with a mortgage, at 40 per cent and 32 per cent respectively. Their older age profiles account for this to some extent, as they will have had more years to finish paying off their mortgages.
- Muslim households are the most likely to be living in social rented accommodation, that is accommodation rented from the council or housing association.
- Muslim households are the most likely to experience overcrowding. One third of Muslim households (32 per cent) lived in overcrowded accommodation in 2001, as did 22 per cent of Hindu and 19 per cent of Sikh households. Just 6 per cent of Christian households experienced overcrowding. The high proportions for Muslim, Sikh and Hindu households are, to some extent, a reflection of their large size.
- 1 in 17 people live in overcrowded conditions. It is much higher for some religious groups: for Sikhs it is 1 in 5 and for Muslims it is 1 in 4.

Sexual orientation

- 1 in 3 LGB people asked had experienced violence in the home, 62% of which was characterised as domestic abuse.
- Harassment in and around the home was the most prolific cause of housing problems and the most significant factor in the need for lesbian, gay and bisexual people that took part in this research, to move home.

Transgender

- Trans people are also situated in the most vulnerable of housing provision. One in four trans people live in private rented accommodation, which is double the figure for the UK general population. Private sector housing provision is often of poorer quality with less security of tenure

Supporting People

The Supporting People programme funds the delivery of services to clients that should be designed to help people develop the skills and confidence necessary to live independently without support, or to maintain independent living with ongoing support.

The Supporting People programme is not aimed at any specific Equality Act protected characteristic group, but provides housing-related support to vulnerable people within the following categories:

- People fleeing domestic violence
- People with learning difficulties
- People with mental health problems
- People suffering from alcohol dependency
- People suffering from drug dependency

- Refugees
- People with physical impairments who require support
- Young single homeless who require support and young people leaving care
- Ex-offenders
- People who are homeless or potentially homeless and in need of support
- People with chronic illness including AIDS, AIDS-related conditions or who are HIV positive
- Vulnerable single parents who require support.

While the above client groups are quite broad, we would anticipate that members of the gender, age, ethnicity and disabled protected characteristic groups would be beneficiaries of the programme.

Universal Benefits

Free prescriptions,

For people on low incomes the cost of prescriptions has been identified as a barrier which can deter people from asking for National Health Service prescriptions and from having their prescription dispensed, either in part or in its entirety to their take-up. This is a particular issue for patients ability to comply with therapeutic interventions which are essential in determining either a full recovery or control of symptoms, where conditions are not curable.

A 2001 Citizens Advice Bureaux report²² using data gathered between 1999-2001, found that 50 per cent of clients who had paid prescription charges reported difficulties in affording the charge and 28 per cent had failed to get all or part of a prescription dispensed during the previous year because of the cost.

Free prescriptions assist in keeping people out of hospital, by helping them manage their own condition enabling them to live healthier, more rewarding lives.²³ For example, in 2009, drugs for the treatment of the cardiovascular system made up the largest group in terms of prescription items dispensed - almost a third of the total - with 21.7 million items out of 67.6 million items, keeping more people with heart problems out of hospital.

Free concessionary bus travel

The Social Exclusion Unit (2003)²⁴ and the Sustainable Development Commission (2011)²⁵ have identified transport as a contributing factor to the

²² Citizens Advice Bureaux. (2001). *Unhealthy Charges*. London: Citizens Advice Bureaux. Available at:

<http://www.citizensadvice.org.uk/unhealthy-charges.pdf>

²³ Welsh Assembly Government. (2010). *Helping to improve Wales's health: Free prescriptions three years on*. Cardiff: Welsh Assembly Government.

Available at:

<http://wales.gov.uk/topics/health/publications/health/reports/freeprescriptions/?lang=en>

²⁴ Social Exclusion Unit (SEU). (2003). *Making the Connections: Final Report on Transport and Social Exclusion*. London: Social Exclusion Unit.

social exclusion of people, for example potentially limiting access to work, learning, healthcare and social activities.

While almost half of those over the age of 70 do not hold a driving licence, there has been growth in car ownership and use among older people²⁶. In many areas the lack of adequate alternative travel options, has meant that not having access to a car can have serious consequences. For those that lose their licence (and any non-driving partners) the sudden loss of independent mobility can have negative impacts on mental and physical health. The RAC Foundation in a recent report cite research from Finland into car use by those over 65, which states “*Reduced mobility was found to be associated with loss of independence, reduced general activity, poorer health and increased depression*”. They also cite research which shows that older people make 80 per cent of their longer journeys by car (RAC Foundation, 2010).²⁷

Recent research by researchers from Imperial College London²⁸ has found that free bus passes are associated with older people leading more physically active lifestyles. The study showed that older people with bus passes tended to walk more frequently than their car-driving counterparts. These findings are in keeping with the results of a separate study in which it was revealed that 19 per cent of adults in Britain get their recommended amount of physical activity via walking, cycling or the use of public transport.

As noted previously, disabled people are less likely to drive and are more likely to be reliant on public transport, community transport or lifts from friends and family for their journeys. However, for some groups, for instance people with physical impairments and chronic health conditions, driving is still the predominant mode of transport. The gap between disabled and non-disabled access to a car is greater in Wales than in other parts of the UK.²⁹

Free school milk and breakfasts

Available at:

http://webarchive.nationalarchives.gov.uk/+http://www.cabinetoffice.gov.uk/media/cabinetoffice/social_exclusion_task_force/assets/publications_1997_to_2006/making_transport_2003.pdf

²⁵ Sustainable Development Commission. (2011). *Fairness in a Car Dependent Society*. London: Sustainable Development Commission.

Available at: <http://www.sd-commission.org.uk/publications.php?id=1184>

²⁶ In 2000 research suggested that the numbers of over 70 year olds holding driving licences was expected to double by 2015 (Noble, 2000).

²⁷ RAC Foundation. (2010). *Maintaining safe mobility for the ageing population*. London: RAC Foundation.

Available at:

[http://www.racfoundation.org/assets/rac_foundation/content/downloadables/maintaining%20afe%20mobility%20-%20rac%20foundation%20-%20140410%20-%20report.pdf](http://www.racfoundation.org/assets/rac_foundation/content/downloadables/maintaining%20safe%20mobility%20-%20rac%20foundation%20-%20140410%20-%20report.pdf)

²⁸ Coronini-Cronberg, S., Millett, C., Laverty, A.A., and Webb, E. (2012). The Impact of Free Older Persons' Bus Pass on Active Travel and Regular Walking in England. *American Journal of Public Health*. 2012 Sep 20. [In Press]

²⁹ Jolly, D., Priestley, M., and Matthews, B. (2006). Secondary analysis of existing data on disabled people's use and experiences of public transport in Great Britain. Leeds: University of Leeds.

Academic performance and behaviour in children is strongly related to diet. Studies have found that undernourished children who miss breakfast perform worse in tests of cognition and have higher rates of absence and poorer classroom behaviour. School breakfast programmes have been shown to be an effective means of addressing these issues, demonstrating beneficial effects on the cognitive and behavioural performance of socially disadvantaged, undernourished children.^{30, 31, 32, 33}

Free swimming

Sport and physical activity can provide both health and social benefits (Coalter 2001).³⁴ The health benefits associated with a physically active lifestyle are well documented. It is widely accepted that regular physical activity by adults can reduce the risk of premature death and the incidents of some chronic diseases and some types of cancer. For children and young people regular exercise can improve development and reduces the likelihood of becoming overweight and obese. But data shows that few people participate sufficiently often to make a difference to their health.

Encouraging people to take part in more physical activity is clearly a desirable policy aim. One which the free swimming initiative has positively contributed to, as evidenced by the evaluation of the free swimming initiative (Bolton et al., 2008)³⁵ which found that:

- The provision of free swimming was an important factor in encouraging more young people to swim and 60+ participants to swim more often.
- Free swimming has had a positive impact on participation among 'hard to reach groups', especially those living in Communities First areas.
- More than half of children in Wales aged between 10 and 14 participated in free swimming sessions.
- The 60+ scheme led to an increase in the number of swims, largely by encouraging existing swimmers to participate more frequently.

³⁰ Fernald, L., Ani, C.C., Grantham-Mcgregor, S. (1997). Does school breakfast benefit children's educational performance? *Africa Health*, Vol. 19 (6), pp.19-20.

³¹ Richter, L.M., Rose, C., and Griesel, R.D. (1997). Cognitive and behavioural effects of a school breakfast. *South African Medical Journal*, Vol. 87 (1), pp. 93-100.

³² Murphy, J.M., Pagano, M.E., Nachmani, J., Sperling, P., Kane, S., and Kleinman, R.E. (1998). The relationship of school breakfast to psychosocial and academic functioning: cross-sectional and longitudinal observations in an inner-city school sample. *Archives of Pediatrics and Adolescent Medicine*, Vol. 152 (9), pp. 899-907.

³³ Rahim, N., Kotecha, M., Callanan, M., White, C., and Tanner, E. (2012). *Implementing the Free School Meals Pilot*. London: Department for Education.

³⁴ Coalter, F. (2001). *Realising the Potential for Cultural Services: The Case for Sport*. London: Local Government Association

³⁵ Bolton, N., Martin, S., Anderson, M., Smith, B., and Jennings, C. (2008). *Free Swimming. An Evaluation of the Welsh Assembly Government's Initiative*. Cardiff: Sports Council for Wales.

Analysing the impact of the UK Government's welfare reforms in Wales

The EIA of the 2012-13 Budget provided an assessment of the proposed changes to the tax and benefit system by the UK Government. The analysis noted that as the tax and benefit system is non-devolved the Welsh Government is constrained by the decisions made by the UK Government.

The Welsh Government's Ministerial Task and Finish Group for Welfare Reform has commissioned a programme of work to assess the impact of the UK Government's welfare reforms in Wales. Earlier this year, Stage 1 was published which was an early analysis on existing evidence of the broad cumulative impact of the welfare reforms on individuals and households in Wales. This has largely drawn on evidence published by the Institute for Fiscal Studies (IFS), which has assessed the combined impact of the tax and benefit changes announced by the UK Government.

Due to the limited evidence on the cumulative impact of the benefit changes, particularly at a Wales level, the Welsh Government has committed to a Stage 2 of the programme to provide this analysis. Stage 2, is completed by the end of the year.

The Stage 1 report highlighted that:

- Wales has a higher dependence on welfare benefits than Great Britain as a whole. The latest statistics (for May 2011) show that 18.4 per cent of the working-age population in Wales were claiming welfare benefits compared to the Great Britain average of 14.5 per cent. The main reason for the higher benefit claimant rate in Wales is the higher proportion of people claiming disability and sickness benefits.
- The ultimate effects of the welfare reforms will largely depend on the strength of the wider economy and the way people respond to benefit reductions. Although existing analysis is mostly static in nature, in that it does not attempt to estimate likely responses, it is a useful starting point.
- Analysis from the IFS following the Spending Review 2010 estimates that the impact of the tax and benefit changes to be implemented by 2014–15 will mean that on average, households in Wales can expect to lose 4.1 per cent of their income (or £1,110 per year). This compares to a UK average loss of 3.8 per cent (or £1,170 per year). Variations in the impact of the tax and benefit reforms across nations and regions in the UK are due to differences in the characteristics of households.

- Out of the 12 UK regions and nations analysed by the IFS, households in Wales are expected to have the fifth largest average cash loss, although this is less than the average cash loss for the UK as a whole. This is because the overall cash loss for the UK is skewed upwards by some very large cash losses for the very richest households, a disproportionate share of which are located in London. However, the average loss as a percentage of income is estimated to be greater in Wales than the UK as a whole. This is because average incomes are lower in Wales than in the UK.
- The tax and benefit changes to be implemented over the next several years will be regressive (i.e. that the impact of a change is felt more by people on lower incomes than those on higher incomes) in nature at the UK level, and are likely to be even more regressive in Wales.
- Looking at the proportion of the population claiming out-of-work benefits together with the distribution of low-income households in Wales suggests that the South Wales Valleys and the inner city areas of Cardiff, Newport and Swansea are most likely to be disproportionately impacted by the benefit changes.
- Recently extended IFS analysis (which includes measures announced in the Autumn Statement 2011) estimates the impact of the tax and benefit reforms on different household types (at a UK level). Families with children are expected to lose proportionately more of their income across the income distribution compared to pensioner households and working-age households without children. Furthermore, the poorest households with children are estimated to lose the largest proportion of their income as a result of the tax and benefit changes. In particular, non-working lone parents and workless couples with children are expected to suffer a disproportionate financial hit. Families with children aged under five and families with more than two children will also be particularly badly affected.
- The IFS analysis of the impact of the tax and benefit reforms on poverty suggests that the reforms will raise poverty among families with children more than among working-age adults without children. Furthermore, as announced in the Autumn Statement 2011, the above-inflation increase in the child element of Child Tax Credit will not go ahead, meaning more bad news for families in Wales. Both the IFS and HM Treasury estimate an increase in UK relative child poverty of around 100,000 in 2012–13. Based on proportionate shares adjusted for differences in poverty, the Welsh Government provisionally estimates that the tax and benefit reforms could increase relative child poverty in Wales by about 6,000 in 2012–13.
- In assessing the potential impact of the welfare reforms on incomes and spending in Wales it is necessary to consider multiplier effects. It is difficult to precisely quantify these effects but broadly speaking evidence suggests that each £1 of income lost could be associated

with a total loss of income to Wales somewhere in the range of £1.00–£1.50 (i.e. a multiplier in the range of 1.0–1.5). This should be regarded as an interim assumption pending fuller analysis at Stage 2. It is important to note that the multiplier effects will be smaller, and could even be positive, if people move into work.

The web link to the stage 1 report can be found at <http://wales.gov.uk/topics/educationandskills/publications/reports/analysingreforms/?lang=en>

An appreciative inquiry examination of the Welsh Government's approach to assessing equality impact of its budgets

Introduction

About the Commission: The Equality and Human Rights Commission ('EHRC') is a statutory body established under the Equality Act 2006. It is the independent advocate for equality and human rights in Britain. It aims to reduce inequality, eliminate discrimination, strengthen good relations between people and promote and protect human rights.

The Commission's duties under the Equality Act 2006 include encouraging good practice in relation to equality and diversity and good relations. To this end the Commission has powers³⁶ to undertake research and to give advice or guidance.

Impact Assessment of financial decisions:

The public sector equality duty (the "general duty") requires those who carry out public functions to do so with due regard to the need to eliminate unlawful discrimination, promote equality of opportunity, and foster good relations. This general equality duty applies in relation to the "protected characteristics" of: age, disability, gender, race, religion or belief, sexual orientation, transgender status, pregnancy and maternity. Further distinctive specific duties apply in Wales to help in the better performance of the general duty. The specific duties in Wales makes particular provision in relation to assessing impact of proposed policies and practices, which includes a requirement to use relevant information and to engage with people who represent protected groups.

As a regulator, the Commission is engaging with the Welsh Government on an appreciative inquiry into its approach to its public sector equality duties when carrying out one of its key functions - allocating financial resources. This will be informed by the experience of the Welsh Government in assessing the impact of its budgets for 2011-12 and 2012-13, but this will essentially be a forward-looking exercise.

Initial analysis of the information published by the Welsh Government around its recent budgets and impact assessments indicates potential for clear reflection of how decisions taken on budgetary allocation may impact on the three aims of the general equality duty and on different protected groups. (This is reflected in the Focus of Inquiry section below.)

Through rigorous and honest appraisal of its impact assessment of its financial decisions and of where there is scope for development, it is likely

³⁶ (see particularly sections 8, 10 13)

that the Welsh Government will be better placed to fulfil its equality duties going forward.

In describing this proposed work as an “appreciative inquiry”, the Commission seeks to emphasise the constructive, facilitative nature of the task. The phrase also distinguishes this research and engagement from a formal use of the Commission’s general power of inquiry or an assessment under the Equality Act 2006 (sections 16 and 31 respectively). The Welsh Government has welcomed this proposed appreciative inquiry.

The Commission is not³⁷ seeking an account of the extent to which the Welsh Government has fulfilled its equality duties in respect of any given protected group. Nor is it the purpose of this analysis to make judgement on allocations made as part of the Welsh Government’s budget process.

³⁷ This may be contrasted with the assessment that the Commission has undertaken in respect of HM Treasury’s Comprehensive Spending Review. A report of that assessment (under s31 Equality Act 2006) is due to be published on the EHRC website in 2012.

Focus of inquiry

Information published by the Welsh Government as part of its budgetary impact assessment work states that consideration of potential equality impacts informed decisions at two levels: the corporate decisions by Cabinet on overall allocations between major spending areas, and decisions made by individual Ministers on more detailed allocation of funding within Ministerial portfolios. While the main focus of this research will be on cabinet level decisions it will be informative to compare the approach to EIA on more detailed allocation of funding within Ministerial portfolios.

The specific equality duties in Wales introduced in April 2011 increase requirements on transparency. The appreciative inquiry will be an opportunity for reflection by Welsh Government on the following:

1. How Cabinet budgetary decisions set the context and direction of equality outcomes in the work of the Welsh Government:

- how best to ensure clarity in the Welsh Government's approach to deciding what to impact assess at Cabinet level;
- how best to identify equality issues arising from its strategic priorities;
- the role of the equality objectives set out in its Strategic Equality Plan in informing financial decisions;
- how the equality analysis of the budget at Cabinet level may inform policy and financial decisions taken subsequently by ministers, officials and service providers at levels closer to service delivery as they in turn consider the equality duties.

2. The requirements of the equality duty:

- how Cabinet, Ministers and senior key decision-makers may best consider the **three aims of the equality duty** when making decisions about budget allocation and subsequent financial decisions
- how evidence may best be used to determine **distinct impact for protected groups**. It should be fully considered and explained how social justice or other priorities synthesise, complement or otherwise relate to PSED aims and protected groups. In other words, consideration of how best to ensure that other issues do not obscure consideration of impact on protected groups.

3. Consideration of evidence and conduct of the EIA process:

- a. what information and advice is provided to Cabinet and Ministers to inform decision making:
 - sufficiency and quality of information provided to ensure compliance;
 - weighing available evidence – credibility and relevance; reasons for using / not using particular evidence

- arrangements for engagement with protected groups
- b. clarity and transparency of assessment e.g. identification of cumulative impacts and explaining any budgetary adjustments or mitigating steps
- the sequence and timeline followed as budgets are developed to Cabinet decision-making level and to look at other decision making points;
- roles and responsibility for impact assessment: including awareness of key staff; common models for analysis or consistency of approach; cross-departmental co-ordination; quality assurance arrangements; record keeping, monitoring and review

Having reflected on the three broad areas enumerated above, it is anticipated that this work will lead to a series of specific high level suggestions to help maximise the impact of equality analysis of budgetary decisions.

The EHRC have appointed GVA as the appointed contractor to drive and facilitate this exploration by the Welsh Government of its processes, to draw together findings and to articulate conclusions and messages that emerge. It is likely that this will include options as to how the Welsh Government may best present its consideration of the equality duties in distributing its Budget. This may involve presenting the information differently for different audiences so that it is accessible, clear and usable.

THE BUDGET ADVISORY GROUP FOR EQUALITY DRAFT TERMS OF REFERENCE AND MEMBERSHIP

1. BACKGROUND

1.1 The primary purpose of this group is to assist the Welsh Government with its commitment to embed equality into policy making and budget processes. The Budget Advisory Group for Equality will be accountable to the Minister for Finance and Leader of the House.

1.2 The name of the group will be the Welsh Government Budget Advisory Group for Equality (BAGE).

1.4 The Minister for Finance and Leader of the House is committed to improving the equality evidence base and analysis to improve the equality impact assessment and equality considerations in future budgets. The BAGE will report to the Finance Minister and Leader of the House.

1.5 The BAGE will not only consider evidence and impact on protected characteristics as detailed in the Equality Act 2010; it will also consider the evidence and impact of public spending on different socio-economic groups. The Welsh Government is committed to taking this broader approach to better understand the nature of inequality and to ensure alignment with the Welsh Government's Tackling Poverty Action Plan.

2. THE REMIT FOR THE BUDGET ADVISORY GROUP FOR EQUALITY

2.1 The remit of the Budget Advisory Group for Equality is to:

- to provide advice and support to improve equality considerations for successive budgets;
- to help to map and improve the equalities evidence base in order to inform future budgetary equality considerations;
- to assist in the analysis of equality evidence and strengthen the understanding of inequalities in Wales in order to improve Welsh Government's future Equality Impact Assessment of its Budget; and
- to contribute to increasing the commitment and awareness of mainstreaming equality in future budgets across the Welsh Government and wider Welsh public sector.

3. MEMBERSHIP

3.1 The membership includes representatives of appropriate equalities leads in Welsh devolved public sector bodies, representation from Disability and

Race Forums, Women's Equality Network (WEN) Wales, EHRC Wales as well as the WCVA given its role as an umbrella body for the Third Sector and in facilitating discussion around EIA of the Welsh Government's budget to date. WEN Wales is included because of its role and expertise in considering the impact on women of the Welsh Government's budget.

3.2. Advisors - An academic will be appointed on merit as an advisor to the group on the basis of appropriate expertise and skills. Welsh Government officials from a number of departments will be advisors to the group and attend meetings as and when appropriate.

Secretariat:

- Equality, Diversity and Inclusion Division

4. WORKING ARRANGEMENTS

4.1 The group will be accountable and report to the Minister for Finance and Leader of the House. The Minister of Finance and Leader of the House will attend at least one meeting of the group during the year.

4.2 The dialogue between the Budget Advisory Group for Equality, Welsh Government's Strategic Budgeting team and Equality, Diversity and Inclusion will assist in the development of the group and contribute to the continuous improvement agenda.

4.3 The Chairperson will be appointed by the Budget Advisory Group for Equality.

4.4 The group members will be reviewed annually.

4.5 There will be at least two meetings of the group each year.

Agenda Item 5

Document is Restricted