



Llywodraeth Cymru  
Welsh Government

# Advancing Gender Equality in Wales Plan

March 2020

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.  
This document is also available in Welsh.

## Foreword

Jane Hutt – Deputy Minister and Chief Whip



I am pleased to be able to launch the plan to advance gender equality in Wales. This plan results from the Deeds not Words report and the Roadmap which set out recommendations for Welsh Government and others in Wales to advance gender equality in the short, medium and long term. It sets out our priorities for the short and medium term and looks to the future to set some long term commitments. I fully expect this plan to develop throughout its lifetime and to continue to be a key part of policy development within Welsh Government. The Deeds not Words report and Roadmap are already influencing the way in which Welsh Government tackles gender inequality and the recommendations are shifting how we consider impacts and development of policy and programmes focus on equality of outcome and not just equality of opportunity.

I am proud that Welsh Government will be able to provide leadership on this key piece of work which will make a difference to the lives of women and girls in Wales. Gender inequality has been a persistent issue which, although it has been addressed in a number of ways, has been stubbornly slow in moving forward. I intend for this plan to drive significant change and to be a lasting legacy for Wales.

Wales aims to have a feminist Welsh Government and this plan is a first step in achieving that goal and the long term vision of true gender equality across the whole of the country. The only way to achieve this is to advance equality for those who do not currently have it and to ensure that multiple, intersecting forms of disadvantage and discrimination are challenged and called out where we witness them, addressed via policy and delivery arrangements. An evidence base and data must be collected and used to address inequality across all the protected characteristics where women are represented.

James Huth

## **The journey so far.**

In March 2018 the then First Minister announced a rapid review of gender equality to ensure Welsh Government became a feminist government. This rapid review became phase 1 of the Gender Equality Review. Phase 2 completed in September 2019 with publication of the Deeds not Words report and Roadmap, which set a vision and a set of recommendations for achieving gender equality in Wales.

## **What is the problem we are trying to solve?**

Despite decades of EU, UK and Wales inspired legislation and policy, systemic gender intersectional inequalities persist. The Welsh Government is determined to address these inequalities and commissioned the gender equality review to set out how to achieve the ambition for greater equality.

## **Significant Steps forward**

In March 2019 Welsh Government signed up to a vision and principles for gender equality in Wales:

### ***The vision***

*A gender equal Wales means an equal sharing of power, resources and influence for all women, men and non-binary people. This is a vision where the government aims to create the conditions for equality of outcome for all.*

We want a Wales where:

- All women can have economic independence, and paid and unpaid work is valued
- Diverse women are fairly represented in positions of influence and empowered to play a meaningful role in society
- All women are free from discrimination and free to live their lives as they choose
- Violence against women, domestic abuse and sexual violence stops
- Existing power structures that disadvantage women are challenged
- All women, men and non-binary people enjoy equal rights and protections and equality of outcome.

The agreed principles for a feminist Welsh Government are:

A feminist Welsh Government:

- Is committed to equality of outcome for all women, men and non-binary people and actively works to drive cultural and structural change
- Pro-actively works to advance equality and remove the barriers against all women's participation in the economy, public and social life
- Puts a gender perspective at the heart of decision-making, resource and budget allocation
- Takes an intersectional approach<sup>1</sup> to all of its work and ensures diversity of representation, participation and voice
- Is people-focused and collaborative, ensuring that all communities are meaningfully engaged in its work
- Is open, transparent and accountable and welcomes scrutiny through a gender lens
- Makes use of policy development and analysis tools to embed gender equality into all of its work and actively monitors progress towards equality using a robust evidence base
- Leads by example and supports other public bodies to take action to deliver equality.

These principles will guide our behaviour and policy making across the whole of Welsh Government and will influence how we behave as an employer, policy maker and legislator.

### **What will true gender equality look like?**

Welsh Government aims to advance gender equality to the point where women, men and non-binary people are treated equally and fairly in all aspects of their lives with a focus on equality of outcome. This also applies to women who may experience intersecting inequalities such as disability, race, LGBT+, age, marital status, pregnancy and maternity considerations, religion or belief, which can create new or compound inequalities. Welsh Government recognises that people are not defined by single issues or barriers but are complex and require different things to enable them to participate fully in Welsh life. Similarly, inequalities produced by social, cultural and economic systems are complex and need a whole system approach to prevent them from reproducing unequal outcomes.

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<sup>1</sup> *understanding the way in which characteristics, such as gender, race or class, can interact and produce unique and often multiple experiences and disadvantage.*

The aim of the Advancing Gender Equality in Wales plan will be to ensure that **all** policy areas controlled by Welsh Government take account of the intersecting needs of citizens in Wales when developing and implementing policy and practice. This responsive approach to policy, and for Welsh Government as an employer and public sector leader in Wales, will help to achieve the vision of gender equality we have committed to. A shift in focus from equality of opportunity to equality of outcome will be the key to achieving the vision and our goals for a gender equal Wales. Deeds not Words sets out what government needs to achieve and the resources and ways of working it will need to adopt to achieve this. The Roadmap focuses on action needed in specific policy areas.

## **The Roadmap**

The Gender Equality Review identified policy areas that stakeholders defined as are key first steps for Welsh Government to focus on. The policy areas identified will be part of the implementation plan and will be locally managed by the policy areas leading on them to ensure they are developed fully and respond to the recommendations in the Roadmap. Welsh Government will ensure that action in addressing recommendations is coordinated so that we can determine progress towards our goal.

## **How will Welsh Government manage this?**

The Welsh Government recognises that this is a significant piece of work which will likely span 20 years of sustained intervention to create the changes we envision. This means that the reach of the Gender Equality Review will run through successive government terms and will commit future governments to action to advance gender equality in Wales. This is unprecedented. In order to achieve the goal of gender equality there is a requirement to ensure long term commitment to action. Welsh Government will ensure that this plan is overseen by a diverse group of internal and external stakeholders via the Strengthening and Advancing Equality and Human Rights Steering Group which is chaired by the Deputy Minister and Chief Whip. The Steering Group will support the vision to advance gender equality and provide challenge to Welsh Government in relation to how this is achieved.

## **Intersectionality – What is it?**

By Intersectionality we mean recognising the way in which power structures based on factors such as gender, race, sexuality, disability, class, age and faith interact with each other and create inequalities, discrimination and oppression. Crucially, it is about

understanding the way in which characteristics, such as gender, race or class, can interact and produce unique and often multiple experiences and disadvantage in specific situations.

Welsh Government is also committed via the Wellbeing of Future Generations Act and particularly via the Sustainable Development Principle to balance economic, environmental, cultural and social considerations that apply to individuals and impact on their lives. This is an example of broader intersectionality which has an effect on the citizens of Wales.

One single form of discrimination cannot and should not be understood in isolation from another. A truly intersectional approach ensures that this does not happen.

### **Mainstreaming – How do we achieve it?**

In the Deeds not Words report Mainstreaming is defined as:

*By mainstreaming we mean the systematic integration of equality into all systems and structures, all policies, processes and procedures, and into an organisation's culture (Rees, 1998). It involves the integration of an equalities perspective in to the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality and combating discrimination.*

*Mainstreaming can be applied at multiple levels including the political, local and organisational.*

Welsh Government is committed to this approach. A Policy Capability Review currently underway will ensure that a mainstreaming approach is adopted as best practice to policy making.

### **How will Welsh Government act on the recommendations?**

Welsh Government has been working on a plan to implement the 50 recommendations in Deeds not Words and the 31 recommendations in the Roadmap. We have conducted a series of internal workshops with officials in relevant areas to identify the priority actions to be taken, identify what work is already underway and to set out a plan for future work. This is the first step in a journey to develop a detailed plan. The first priority areas are set out below. The Welsh Government is asking you for feedback to help us to shape the high-level plan to make it as useful as possible and to tackle the key issues that people in Wales want it to

focus on. Attached are two plans – one which helps us to focus our action in relation to the Deeds not Words recommendations and one which focuses on Roadmap policy areas.

### **A plan for implementation**

The plans below cover a period up to 2023. Welsh Government recognises that there is a longer-term commitment required in the Deeds not Words and Roadmap reports. Once we have agreed a priority plan for the period up to 2023 Welsh Government will consider how to address the longer-term recommendations and actions needed to contribute to achieving those. The development of this plan needs to be staged and iterative and this initial plan is recognition of the first steps Welsh Government will take towards a fully gender equal Wales. As part of this there will be review points to assess progress. Work will continue with our external and internal partners to develop our longer-term plans alongside delivery of the first priority plans below. Welsh Government wishes to take a firm leadership role in relation to advancing gender equality in Wales and development of these plans will be key to this.



Implementation Plan Key Objectives	2019	2020	2021	2022	2023+			
<ul style="list-style-type: none"> <li>• Introduction of a new Impact Assessment Framework</li> <li>• Policy makers have a better understanding of gender equality, and how to make policy from an intersectional gender perspective (institutionalise a mainstreaming equality approach within the organisation of the policy cycle/policy profession).</li> </ul>	End of policy capability review and recommendations	Introduction of new policy capability framework						
		Development of new Policy Education Programme						
		Review and re-design of the policy development guidance						
		End of review of Integrated Impact Assessment and recommendations for new approach to assessing impact	Development and roll out of new approach to assessing impact					

Implementation Plan Key Objectives	2019	2020	2021	2022	2023+
Pilot Gender Budgeting across Welsh Government <ul style="list-style-type: none"> <li>Fiscal and economic analyses and assessing impact</li> <li>Assessing impact of budget decisions</li> </ul>	Based on stakeholder feedback and related developments to impact assessment, set out policy priorities, and determine whether to commission external input to help shape a new approach to the Impact Assessment of Budget.		Take stock of the gender budgeting pilot roll out and identify other priority areas to target. Take into account lessons learnt to date, including how the pilot can be used to take an intersectional approach to consider other protected characteristics.	Review the approach to date, and consider the value of commissioning a review of the approach to inform future implementation plans for gender budgeting.	
	Conduct a 'gender budgeting' pilot for a specific policy area and evaluate the approach to inform wider implementation and consider findings from pilot's evaluation to inform approach to wider roll-out of policy.				
		Convene the existing membership of the Budget Advisory Group for Equality (BAGE) and other potential members in a workshop to agree the future remit and make-up of the group, drawing on findings and recommendations from Welsh Governments Gender Equality Review published in autumn 2019	Consider extending the gender budgeting approach to other policy areas, aiming to integrate the chosen approach into the wider budget impact assessment considerations.	Extend gender budgeting piloting further across portfolios in a way that best aligns with the ambitions identified in response to the 2019 Gender Equality Review recommendations. Produce interim reports on findings from gender budgeting pilot(s) to set out key findings and any changes in policy development or delivery as a result.	
		Ongoing review of the newly agreed purpose, role and membership of the Budget Advisory Group for Equality and if needed, refine the terms of reference and engagement mechanisms to maximise the value to all stakeholders. As part of this, consider how the group can best advise on a gender budgeting approach and related considerations.			

Implementation Plan Key Objectives	2019	2020	2021	2022	2023+
			<p>Work collaboratively with Welsh Government's Organisational Development &amp; Engagement Division to develop training to embed equalities competence in budgeting considerations across Welsh Government. Consider how best to draw on external expertise to advise on and support Welsh Government's approach to policy development and allocation of financial resources.</p> <p>Work collaboratively with key internal stakeholders such as Equalities teams, Heads of Finance, and the policy profession, to support the wider understanding and application of gender budgeting approaches to policy development and 'budgeting' activities across Departments</p> <p>(LONGER TERM) Develop a Welsh approach to gender budgeting in partnership with the Wales Centre for Public Policy and other experts as needed. This will take into account the context in Wales and the Welsh Treasury's role in developing the Welsh Government Budget to provide the high level strategic context and fiscal constraints within which the wider budgeting process takes place across all Welsh Government departments.</p> <p>This approach will also need to be developed in collaboration with finance leaders within Welsh Government departments to recognise their role in determining budgets within individual Ministerial portfolios. This takes place independently of, but feeds into, the annual Welsh Government Budget</p>		

Implementation Plan Key Objectives	2019	2020	2021	2022	2023+
<ul style="list-style-type: none"> <li>• Greater use of equality data in policy making</li> <li>• Enhance collation of equality data as part of stats/research</li> </ul>	Strengthening Equality and Advancing Human Rights research				
	PSED Data alignment New WG website with equality plans/reports collated and published	Introduction of the Socio-economic duty Review existing WSEDs	Review of existing WSEDs on-going	New WSEDs drafted	
Leadership		Leadership development			
		Publication of diversity and inclusion strategy for public appointments			

Implementation Plan Key Objectives	2019	2020	2021	2022	2023+
		<p>During 2020, we will be developing and publishing the Welsh Government People Strategy 2020-2025. This will include a central chapter on equality (replacing our previous stand-alone Diversity and Inclusion Action Plan which comes to an end in 2020). Actions arising from recommendations in the gender review will be incorporated here. The development of the People Strategy - and the chapter on equality, diversity and inclusion in our workforce – will involve staff engagement through a variety of mechanisms, including work with staff networks (including Women Together) and the wider staff population. Within the 2020-2025 People Strategy we will continue to place significant emphasis and investment on our development programmes to support and encourage women aspiring to the next level of their career – including senior leadership.</p> <p>During 2020-2025 we will be implementing the actions in the People Strategy and the chapter on equality, diversity and inclusion in our workforce.</p> <p>Full Employment and Pay Review of WG, to identify the drivers of gender pay gaps and equal value assessment of current job evaluation scheme</p>			
		<p>As part of the People Strategy 2020-2025 currently in development we are focusing on the capability, capacity and operating models that the Welsh Government civil service will need to support Ministers through the next stage of devolution. This will include support for equality, diversity and inclusion. A baseline review of all posts has been undertaken and this will be used to inform workforce strategy and OD activity during 2020/2021.</p>			
		<p>Review the paternity policies in place across Welsh public bodies</p> <p>Draft Ministerial letter to advise the UK Government that the Welsh Government supports this recommendation.</p>			

Implementation Plan Key Objectives	2019	2020	2021	2022	2023+
		<p>Economic Assessment: Develop and model an indicative estimate of the costs relating to: 1) increasing paternity leave pay to 90% of full pay; and 2) having 12 weeks of non-transferable leave.</p> <p>Gain legal advice surrounding statutory footings and wider equality duties.</p> <p>Develop Ministerial Advice.</p>			
		<p>Compile policy documents</p> <p>Review Maternity, Paternity and Shared Parental leave policy approach across Welsh public bodies</p> <p>Identify any issues and consider next steps</p>	<p>Draft update for Minister; follow up letter to UK Government.</p>		
Increasing Diversity in Public Appointments		Diversity in Democracy Programme			

GENDER EQUALITY REVIEW - ROADMAP	2020	2021	2022	2023+
<b>HEALTH &amp; SOCIAL CARE</b>	Development and launch of period dignity strategic plan – plan to be developed in collaboration with members of the Ministerial Period Dignity Round Table and relevant officials			
	Analysis of feasibility and benefits of opening pregnancy loss clinics in North and South Wales			
	Ensure Health Boards with elements of provision that aren't already fully aligned with NICE guidelines on Miscarriage and Ectopic Pregnancy and that are working to make improvements, should have these improvements time bound and an explanation provided of whether these improvements will bring them up to the required standard			
	The 'Maternity Care in Wales - A 5 Year Vision for the Future 2019-2024' builds upon the staffing levels already achieved and supports the aim that all women and families will receive continuity of services throughout pregnancy. This begins with an initial drive in the first 18 months to provide antenatal and postnatal continuity of care. The planning and implementation of this Vision includes a wide range of stakeholders and is being coordinated through the Maternity and Neonatal network			
<b>EDUCATION</b>	Physics Mentoring Programme and the Improving Gender Balance pilot	RSE Whole School approach	New curriculum introduced in all Primary schools and year 7 pupils in Secondary Schools in 2022 – year by year roll out for remaining years in Secondary up to 2026.  Explore the feasibility of establishing targets for apprenticeship providers to redress the imbalances across frameworks	
	National Mission Review	CWRE – Careers and Work Related Experiences Gender Beneficiary review of Careers Service for Wales - how well is it addressing gender stereotyping in learning and work?		
	Gender balance review Refine induction package for teachers	Apprenticeships/life-long learning/reduction in part time learning opportunities in FE and HE		

GENDER EQUALITY REVIEW – ROADMAP	2020	2021	2022	2023+
<b>POVERTY AND WELFARE REFORM</b>	<p>Poverty Review to conclude March with recommendations and a programme for action.</p> <p>Consultation on the socio-economic duty has concluded. This is a further lever for tackling poverty and inequality for those most at risk. WCPP published their report on administering social security on the 14 Jan 2020.</p> <p>Explore the feasibility of improving the precision and scope for breakdowns of Welsh poverty estimates derived from the Department for Work and Pensions' Family Resources Survey data.</p> <p>Work with the Department for Work and Pensions and Social Metrics Commission on alternative measures of poverty.</p>	<p>Build on links with the Economic Action Plan and Fair Work, including other initiatives which will support action to tackle in-work poverty.</p> <p>Continue to publish relevant poverty analysis by protected characteristic where sample sizes allow, including from the National Survey for Wales and Department for Work and Pensions' Family Resources Survey</p> <p>Explore the feasibility of using administrative and large-scale survey datasets to better understand the characteristics of those experiencing multiple deprivation</p>	<p>Three yearly report on progress in tackling child poverty.</p>	
<b>EMPLOYMENT</b>	<p>Strengthen employee plan</p> <p>Fair Work recommendations and links to recommendations in the Gender Review</p> <p>Web pages launched about good practice in business</p> <p>Progression from low-pay actions and review of part-time workers aspirations for higher hours and earnings/whether this is restricted by current UC rules</p> <p>Pensions review - gender inequalities</p>	<p>Communications campaign aimed at benefits for employers</p> <p>Commitment with regards to gender in Employability Plan – gender, disability and race pay gap</p> <p>Gender beneficiary review of investment decisions by Regional and City Deals.</p>	<p>The Economic Contract and procurement could be areas that could make a difference to gender, disability and race make it more appealing to business to engage and sign up.</p>	



GENDER EQUALITY REVIEW – ROADMAP	2020	2021	2022	2023+
<b>CHILDCARE</b>		New online system for childcare introduced		
<b>TRANSPORT</b>	<p>Learner Travel Measure Review</p> <p>Package of training to look at gender and other protected characteristics</p> <p>30 new rail ambassadors</p>	<p>New Wales Transport Strategy</p> <p>Independent body to review performance and Wales-wide survey on safety</p>		<p>Taxi legislation</p> <p>Legislation for next Assembly term – looking at taxi, metro services, and public toilets.</p>
<b>VAWDASV</b>	Work with stakeholders to develop and agree a sustainable funding model	Continue to work with stakeholders to have oversight of the implementation of the model, review and amend if appropriate.		
	Work with stakeholders to begin shaping a new five-year strategy for VAWDASV, building on work to date, identification of need and developing priorities.	Refine and consult on new five-year strategy and amend in light of feedback.	Introduce new five-year strategy and action plan with measures based on the National Indicators.	
	Develop a monitoring framework to measure compliance with the statutory regional commissioning guidance, including the requirement to conduct a needs analysis and map services.	Monitor compliance with the statutory commissioning guidance and provide support where required.	Review implementation of the statutory commissioning guidance and consider if amendments are required to either the guidance or the monitoring framework.	