

Equality Mainstreaming: Policy Development Model

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Foreword

This report sets out an equality mainstreaming model for use in policy development. It also reviews a mini-test of the model undertaken with policy-makers to gather their thoughts on its suitability and suggested improvements. The test attempted policy analysis and development in two policy areas over three days, when in 'real time' this might take place over six months. As such our findings are indicative only.

Undertaking this test would not have been possible without the enthusiastic participation of Welsh Government policy officials, who as well as taking on a lot of 'homework' in preparation for each workshop session, provided valuable reflections on the model.

My thanks go especially to Usha Ladwa-Thomas and Craig Greenland from the Public Appointments Unit, and Audrey Johns, Stephen Layne and Phil Jenkins from Economy, Skills, Natural Resources and Innovation (ESNRI). The support and participation from research colleagues from within the Welsh Government - Steven Marshall, Glyn Jones and Joanne Corke, was invaluable throughout, as was the participation and knowledge sharing provided by Amelia John, Futures and Integrated Policy Making Division, in relation to that team's current work to improve policy-making processes.

Throughout the test, Welsh Government colleagues in Communities and the Gender Equality Review team supported set-up, recruitment and note-taking in the workshops, as well as sharing their knowledge and insight. My thanks to Alyson Francie, Rae Cornish and Elizabeth Stainton for supporting the process.

My thanks also to my co-facilitators, Rachel Minto, Polly Trenow, Natasha Davies and Paula Hodge, who shared their knowledge through presentations, workshops and reflections, and captured our learning as we progressed. Without their enthusiasm and expertise this rapid test would not have been so successful, or as enjoyable.

Last but by no means least, thanks are due from all the test participants to our 'experts by experience', Grace Quantock and Anita Davies who provided powerful insights into what it takes to overcome barriers, and how systems and processes can and should change to dismantle such hinderances. The learning provided had a significant impact on the subsequent work of the policy groups, as did the messages from the constituents of EYST and WEN Wales, presented to us by Ginger Wiegand and Catherine Fookes, respectively.

Dr Alison Parken

Introduction

For Phase 1 of the Gender Equality Review (GER), the international review of best practice for promoting gender equality analysed the strengths, and weaknesses, of the gender mainstreaming approach to policy-making (Parken, 2018). The countries that consistently top indices that measure progress towards closing gender equality gaps, employ a dual-strategy gender mainstreaming approach to improve equality outcomes. This approach involves both embedding a gender perspective in all policy making and taking specific actions to address gender inequalities.

The review recommended the use of a model, or method, that would assist policy-makers to use evidence on the drivers of inequality in their policy areas to create policy that promotes equality (Parken, 2018). Such a model should underpin a stronger imperative for mainstreaming equality within policy development, enabling policy-makers to tackle complex social, economic, cultural and environmental policy issues from an equality perspective.

Gender or equality mainstreaming models involve active, project-based collaborations between policymakers, academics, equality organisations and ‘experts by experience’ in an open, curious and exploratory process (Woodward, 2003, Hancock, 2007, Parken, 2010a). These models incorporate ‘reflexive learning’ practices. By bringing together, and valuing diverse knowledges, policy-makers can draw on evidence, both from research, and learning directly from people who have experience, to reflect on what’s working and what’s not, to trial, test, adapt and trial again.

Reflexive learning models require sufficient capacity and resource to foster movement from monitoring and compliance-focussed behaviours, which are transactional and can hide challenges and realities, towards a learning culture. Such a model could also underpin alignment with other legislation designed to respond to and improve the lives of citizens such as the *Well-being of Future Generations (Wales) Act, 2015* (see Parken, *et.al*, 2019).

In Phase 2 of the GER, we undertook a ‘mini-test’ of an existing evidence-informed gender mainstreaming model (Parken and Rees 2003, Parken 2004), which was subsequently developed in action-research to assist policy-makers to integrate equality and human rights (Parken and Young 2007 and 2008, Parken 2010a), but was not implemented. The model also uniquely provides an intersectional approach to understanding how inequalities can combine to compound disadvantage.

The two policy areas chosen for the test of the equality mainstreaming model in Phase 2 of the GER, were progression from low paid work, and diversity in public appointments. This report of the test provides an outline of gender mainstreaming, equality mainstreaming and intersectionality; the stages of the equality mainstreaming model, including the questions

and the evidence created in the process; our further learning from the mini-test; and reflections on the model's suitability from participating policy-makers.

Gender Mainstreaming

Institutional cultural norms and policy-making can be underpinned by an unacknowledged andro-centricity (Rees, 1998). Clinical drug trials of thalidomide and statins which were only tested on men, and car safety systems that universalised from the average male body, have had catastrophic effects on women (Corado-Perez, 2019). UK tax and welfare policies, historically underpinned by a view of the 'ideal worker' as full-time, permanent and working in this pattern over the lifetime, has created a site of continual struggle over family wage-setting, progression from low-paid work (Parken and Ashworth, 2018), pension rights and paid leave for part-time workers.

The legacy of such andro-centricity is still visible in our gendered employment, pay and welfare structures. In Nordic countries, citizens have an individualised tax and welfare relationship with the state, whereas, within UK households, dependency is imputed. When welfare transfer assessments take into account a partner's earnings, breadwinner/homemaker models are maintained. The lack of a 'second earner disregard' in *Universal Credit*, most often affecting women within the 1.5 household earnings model in the UK (Kenway, 2013), has the effect of constraining women's access to paid work, higher hours of work and higher earnings. It also runs counter to the earnings requirements of most households, which increasingly require dual earnings to avoid in-work poverty (Kenway, 2013).

The gender mainstreaming (GM) approach to equality recognises that much policy-making is not gender-neutral, rather it emanates from an androcentric perspective. GM was developed to ensure an equalities evidence base informed *all* policy-making across government and public bodies (a transversal approach). Such integration should prevent actions to promote equality from being restricted to the setting of equality plans and objectives in isolation from the main business of the whole organisation (a vertical approach), and compliance-led or short-term positive action measures (Rees, 1998), which leave andro-centric systems or structures unchanged.

It is argued that by following the principles, processes and tools developed for mainstreaming, supposedly gender-neutral government institutions, the policy frames that they generate to describe policy areas (Verloo, 2005), and their formal and informal institutional rules (Minto and Mergaert, 2018), will be made visible and disposed to reform.

To put equality at the heart of policy-making, research and practice, the gender mainstreaming literature has established a number of principles and tools:

Gender mainstreaming (GM) principles¹

- Creating gender equality refers to improving the lives of men and women; change is focused on addressing the consequences of gendering in policy and should not be concerned only with ‘women’s issues’ or adopt a ‘fix the women’ approach;
- Treating the whole person. This means not isolating one dimension of inequality as a priori more significant than others by policy area or by intersections of identity.

GM institutional pre-conditions

- Leadership – articulating a clear vision for gender equality and the goals of policy;
- Commitment – all actors are committed to change and engaged in the process;
- Appropriate government machinery – equality units, councils, advisors;
- Resources – time and funding for collaborative working, and learning which is collectively owned; resources for changing institutional priorities and arrangements;
- Capacity building – training, knowledge of inequalities and the processes of change for collaborative working towards equality;
- Collaboration – bringing together officials, grass roots organisations, academics and experts by experience (this is elaborated further in relation to ‘reflexive learning practice’ methods below).

Gender Mainstreaming tools

- Auditing inequalities in each policy field (including research evidence, data, engagement, voices, see collaboration above);
- Instituting the appropriate machinery of government to set a vision for equality which informs policy-making;
- Gender/equalities disaggregated data and reporting;
- Building a gender perspective into all research;
- Gender budgeting;
- Impact assessment (of all policy and of policy specifically designed to promote equality, before implementation), testing and trialling, redesign of policy if necessary;
- Monitoring and evaluation of the impact of policy for its effectiveness by equality of outcome.

These principles and tools underpin the mainstreaming model, which includes auditing inequalities in a policy field, data collection, disaggregation and interpretation, co-creation

¹ This is my interpretation of the best meaning and use of mainstreaming tools, drawn from papers and reports by Eveline and Baachi, 2005, Chaney, 2009, Conley and Page, 2015, Minto and Mergaert, 2018, Parken and Rees, 2003, Parken and Young 2007, Parken 2010a, Rees, 2005, Woodward, 2003, and Parken and Ashworth, 2018, and is reproduced here from Parken, 2018).

through engagement with ‘experts by experience’, and road-testing newly created ideas (Parken and Rees, 2003). By understanding how inequalities are created, targeted solutions can be created and the inadvertent consequences of policy that universalises from one perspective, can be avoided.

Intersectionality and Equality Mainstreaming

The Gender Mainstreaming approach to policy-making was adopted by the European Commission in 1996 and transposed into ‘soft law’ in the Amsterdam Treaty 1997. Although only 20 years young, GM has its critics. An implementation gap is explored in the gender mainstreaming literature which combines a critique of failure to properly institutionalise or evaluate it (Lombardo, Meier and Verloo 2017, Minto and Mergaert, 2018), with arguments for it to be given more time to cause a ‘slow revolution’ (Davids *et.al*, 2014).

A consistent criticism has been the tendency to focus on women and girls rather than upon gender as a social, economic and cultural organising process, thereby minimising the disadvantaging impacts of a constraining gender binary on men and boys. Arising from a move towards modern governance practices, with an emphasis on evidence-informed policy-making, there have been growing calls for GM to recognise what Rees (2005) termed ‘the whole person’, and others have called intersecting inequalities (Crenshaw 1989, Parken, 2003, Parken 2010b, Yuval-Davies 2006). Intersectional equality theory and method has come to prominence both as a way of resisting the homogenisation of groups and identities under terms such as gender, ethnicity and lesbian, gay, bi-sexual and transgender, and, especially as a method for understanding how the drivers of such inequalities, and those of ethnicity, religion, age and disability, can intersect to compound disadvantage.

A vignette may illustrate.² In Martin Mac an Ghail’s (1984) ethnographic study of an inner-city comprehensive school, he found that disaffected working-class white boys were ‘making their masculinity’ by being anti-studying and anti-school. These boys called Pakistani boys ‘Poofs’.

At first glance this might be interpreted as purely homophobic, but in fact, it portrays the intersection of ethnicity, sexual orientation, class and gender by use of racism, homophobia and in particular misogyny. These Pakistani boys were cast as not ‘proper boys’ and ‘being like girls’ because their culture valued working hard at school. This attempt at ‘status levelling’ found its expression as ‘poofs’.

Such vignettes of intersectionality provide valuable insights into the importance of understanding the textured interrelationship between wider social inequalities and individual experience of discrimination. They should lead us to ask questions such as, ‘Would an anti-homophobic bullying strategy address this problem?’ The answer is no, there

² This vignette is an extract from Parken and Young, 2007, p29-30.

is much more going on here, and greater understanding of the underlying drivers should lead to nuanced, appropriate and ultimately more effective solutions for all parties. A 'one size fits all' model is not appropriate.

The adaptation of gender mainstreaming principles and tools for use in an intersectional policy-making methodology has already been developed in Wales (Parken and Young, 2007 and 2008, Parken 2010a). This method recognises that societal conceptions of gender, sexuality, ethnicity, disability, class and age in combination are powerful mechanisms for shaping roles, behaviours, and attributes, and for creating advantage and disadvantage.

This may seem complicated, but the purpose of taking account of the ways in which inequalities intersect and can compound disadvantage at the policy formulation stage, is to understand, at a more granular level, the populations that the Welsh Government and public authorities serve. This understanding is vital for successful delivery of policy and programmes.

Lack of available data, or data capable of collation and interrogation on an intersectional basis, is a barrier to applying an intersectional lens to policy-making. However, we must not allow 'no data' to infer 'no problem'. In developing the intersectional model, we recommended that where such information is not available or can't be commissioned in the available time, qualitative research and hearing from those with experience of the issue, and who can speak directly about intersecting barriers, is the best solution (Parken and Young, 2007, Parken 2010a). Qualitative research in particular, can provide richer data, facilitate greater understanding of why such inequalities persist, can help us to 'walk in someone else's shoes', and therefore, assist with designing solutions.

The methods used to develop the intersectional mainstreaming policy model (Parken and Young 2007, Parken, 2010a) are exactly the same as that used for the more recent test - that is bringing together policy-makers, equalities representatives and academics in facilitated evidence, reflexive learning and workshop sessions. In the development model, participants chose to focus on the issue of unpaid social care, and besides assessing this policy problem from an intersectional perspective, the model also created 'political intersectionality' (Parken, 2010a).

'Political intersectionality' refers to situations in which evidence of equalities can lead to remedy through human rights obligations, or when a policy solution provides benefits for several strands of inequality (Parken and Young, 2007, Parken 2010a). Better interpretation of such evidence in policy-making may also provide opportunities for well-being and equality to be mutually reinforcing (see Parken *et.al*, 2019).

[Policy Development](#)

Making policy that doesn't account for unacknowledged assumptions embedded in policy frames or attempt to ameliorate inequalities, can as the examples given above illustrate, further entrench social and economic divisions.

Instrumental forms of policy-making can have both inadvertently positive and negative outcomes for gender equality. Instrumental policies might be gender aware but are not:

... created through a gender perspective. They [such policies] promote gender equality because other policy goals require changes in behaviour by gender or because they provide additional legitimacy for policies aimed at other goals (Rubery, 2015: p716-7).

A positive outcome for gender equality, from an instrumental policy not designed for this purpose, is the introduction of the *National Minimum Wage* in 1997. It is argued that this policy has had the single greatest impact on closing gender pay gaps because of the over-representation of women in low-paid, part-time work (Manning, 2010).

A negative outcome of an instrumental policy can be observed from EU efforts to increase flexibility in working hours. This policy, which has been somewhat co-opted by increasing deregulation of employment conditions, has, by encouraging part-time working, reduced the availability of full-time work for women in some countries (Rubery 2015).

These examples demonstrate why it is important to create policy that is attentive to difference and mainstream an equalities perspective into *all* policy-making.³ Doing this at the beginning of the policy-making process should create better policy, as well as reducing the likelihood of inadvertently creating detrimental impacts.

It is not however, straightforward to transform institutional ways of working through a mainstreaming equality policy-development model. Use of the model can reveal how current 'ways of seeing and doing' (Rees, 2005) frame policy in a manner that can create advantage or disadvantage but cannot alone change institutionalised 'norms'. The model needs to be supported by the kind of institutional arrangement for gender mainstreaming set out above.

Reflexive learning

The mainstreaming model being tested, creates opportunities for reflexive learning by actively involving policymakers, academics, equality organisations and 'experts by experience' in project-based collaborations (Woodward 2003, Parken, 2010a).

Elements of 'learning practice models' have been set out within the mainstreaming literature (Eveline and Baachi, 2005, Eveline, Baachi and Binns, 2009, Parken and Rees,

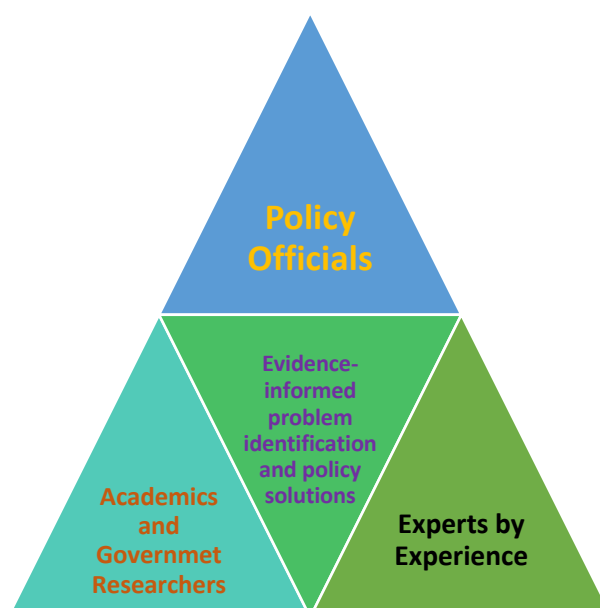
³ A wider discussion of different types of policy-making and their impact on efforts to promote equality is provided in the international review for Phase 1 of the GER (Parken, 2018, WCPP).

2003, Parken 2010a, Woodward 2003). They have in common the aim to foster an open and exploratory process that allows questioning of the way social, economic, cultural and environments policy problems are framed (Eveline and Baachi, 2005), establish the inequalities within each policy field, create evidence-informed policy solutions, and continually reflect on progress, in order to keep improving outcomes.

Such collaborations bring diverse knowledges to ‘triangulate’ thinking on policy problems. Government and public services policy officials bring knowledge on how to frame policy ideas and transpose them to policy formulation; academics can access, interpret and communicate evidence accessibly; and equalities organisations bring grassroots knowledge of the drivers of inequalities, and how each is mediated or reinforced by class, ethnicity, gender and age.

‘Experts by experience’ are also needed to add their voices to research evidence on inequalities, and to shape policy solutions that lead to the design of better targeted, more inclusive and thus effective services. Figure 1 sets out the collaborative knowledge exchange method.

Figure 1: Collaborative Reflexive Learning Model



Sources: Parken and Young 2007, Parken, 2010a, Woodward, 2003

‘Learning practice’ models need to be carefully designed and facilitated to be inclusive from the outset, and properly resourced so that third sector organisations and citizens can engage with these seemingly esoteric processes. They require sufficient capacity and resource to foster movement from monitoring and compliance-focussed behaviours, which

are transactional and can hide challenges and realities, towards a learning culture that encourages reflection, trialling and testing.

Such a model can also underpin movement to a 'contributions' evaluation model, enabling public bodies to demonstrate how they are contributing to national strategic outcomes (see Parken *et.al*, 2019).

The Equality Mainstreaming Model

Policy auditing from an intersectional equalities perspective, involves asking who the different beneficiaries of the service are, where they are, what social, economic, cultural and environmental conditions they live within, and proactively using that knowledge to design better services (Parken, 2010a).

The purpose of the test of the equality mainstreaming model was to reassess its use in policy-making and explore whether it can be incorporated through institutionalising 'learning practice' collaborations.

The model fosters interactive learning, drawing on diverse, formal, codified and tacit knowledges, and intends to 'bring life' the public sector equality duty (PSED) requirement to advance equality, which has in practice become process-orientated without necessarily leading to improved outcomes (Parken *et.al*, 2019).

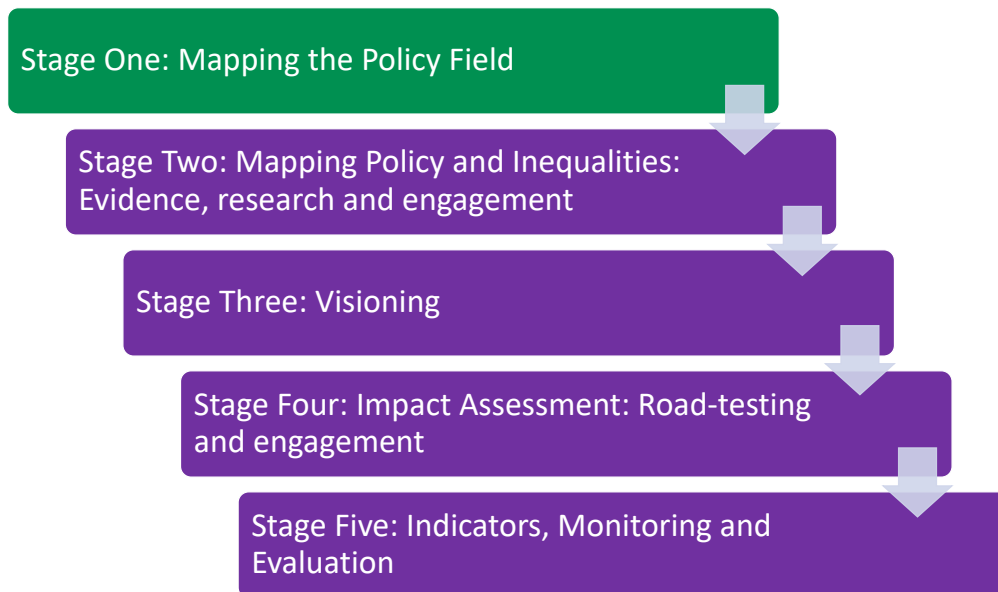
The mainstreaming model contains 5 stages, which are iterative and overlapping. Learning from each stage may refer officials back to previous stages to re-evaluate evidence or assumptions in the policy field.

Such interactive learning processes can look 'flat' on a page. It is in the bringing together of different perspectives, the sharing of diverse evidence sources, and interactive challenge and debate, that innovative change is created. The following section sets out the main processes (Figure 1) and illustrates these by including some of the high-level learning from the mini-test of the model (Charts 1 and 2).

The model begins with officials examining the policy field and the policy problem, rather than begin inquiry from the perspective of one strand or more of inequality. In Stage 1, policy officials collate information on the current policy context, clarifying policy aims and intended outcomes.

Figure 2 (below) illustrates the stages of the model.

Figure 2: The Equality Mainstreaming Model



Source: Parken and Rees, 2003, Parken and Young 2007, Parken, 2010a

In Stage 2 officials, academics and ‘experts by experience’ collaboratively combine their codified, professional and tacit knowledges to examine the policy problem from an equalities perspective. They consider equalities research and data, including information on intersecting inequalities. They may re-examine current policies on the basis of this evidence, undertake further evidence gathering, or begin to consider the evidence from a different perspective.

Together, they may begin to question assumptions in the way the policy problem is framed and the way that social, economic, cultural or environmental problems are conceived within policy areas - in Carol Baachi’s helpful expression ‘*What is the problem represented to be?*’ (2009). Evidence may lead the collaborators to reframe the problem. For example, a policy dilemma created by a significant number of women working in the informal economy in Malta, was found to be a barrier created by the androcentricity of the national insurance system, rather than simply an issue of childcare, skills or culture (Parken, 2004).

In Stage 3, the actors involved in developing policy, use evidence of inequalities to ask: ‘What would success look like?’ They work together to ‘vision’ change and begin to consider how this might be achieved - for example, a change to mainstream policy or the creation of a specific policy or programme. They may consider changes to eligibility criteria within existing policy or programmes, or that equity measures are required to truly allow everyone to participate. For example, young people who have been in receipt of free transport to school or of Free School Meals, may not be able to attend further education or training if such arrangements are not available post-16.

In Stage 4, policy officials and researchers involve a wider range of people to test whether the proposed policy or programme will work for them, whether it needs to work differently for different people, or when there is evidence of compounding disadvantage (the nexus of low income and discrimination on the basis of religion, for example). They test whether the envisioned change will achieve the desired outcomes or could have unintended consequences.

In Stage 5, officials and researchers set out how they will monitor and evaluate policy or programmes in ways that allow reflexive learning to inform adaptations as required. A 'contributions' evaluation model has been suggested by the Working Group on aligning well-being and equality legislation (Parken *et.al*, 2019) which would work well with this equality mainstreaming model.

The equality mainstreaming model is illustrated (below) using the actions and questions that participating officials were given to work through at each stage. For the purposes of the model test, participants were asked to describe what they would do, or how they would approach data analysis, interpretation or engagement. Even in our truncated timescale, the model test produced additional valuable learning. Examples, demonstrating how working through the model helped to challenge existing thinking and prompt new ideas, are incorporated below. Participants were also asked to reflect what worked or didn't work in the model, and what would be needed to institutionalise the model. This new methodological learning is captured in the final section of this report.

The two policy areas chosen for the test of the equality mainstreaming model were progression from low paid work, and diversity in public appointments. The following summary of learning outcomes is not exhaustive, and is provided here to illustrate the information gathered, turning points in our understanding, and planned actions. The participating officials will continue to develop their ideas in discussion with colleagues within Welsh Government.

Chart 1. Mainstreaming Model Test example - 1) Progression from Low-Paid Work

Stage 1: Mapping the policy field		
Action/ Questions	Guidance	Learning from the test
Map the broad dimensions of the policy field - progression from low pay.	As set out in the programme for government/ major strategies – consider the aims of policy/programmes and what issues they intend to address. Define parameters: what is and isn't considered to be low pay, how is it defined and measured.	Traditional industries still covered by business grant system but need to show benefit to Wales and its population (Economic Contract criteria - 'calls to action')
What is the policy problem?	Why is action needed? What are the consequences of not acting? What do we know about what causes the over-representation of women, certain ethnic minority groups, disabled people and young people in low-paid work? What do we know about the expansion of men's employment in low-paid, low hours work?	
Is it a cross-cutting issue?	List other policy areas involved.	
What are the specific policies in place?	Summarise aims, responsibilities, policy and programmes in place or in development, including the systems and processes, specific application processes or eligibility criteria, documentation in use, commissioners, providers, inspectorates etc	Economic Contract: Growth, Fair Work, Health & Skills. Carbon Footprint. Economic Futures Fund, Foundation Economy Challenge Fund. ESNRI is actively considering how to support 'low-wage' sectors and business sizes previously not considered for support.
What is policy designed to do? Who is it for?	Is it viewed as an equality-neutral policy? (e.g. 'anyone can take part' - there are no formal barriers to application) or there are formal barriers, but these are justified by citizenship status or age etc.	

	Is the policy equality neutral in practice? What existing educational, social, economic or cultural capital do you need to be in a position to benefit from the policy? What facilitates application/likelihood of success? Who has access to this?	
What are the proposed outcomes/progress assessments?	Is it a targeted policy? What specific inequalities is it designed to address? Are there indicators and monitoring mechanisms? What does success look like and how will it be assessed?	

Stage 2: Equality Auditing the policy field		
Action/Questions	Guidance	Learning from the test
<p>2.1: Create an equalities evidence base.</p> <p>What do quantitative and qualitative data tell us about how inequalities in society and the economy might make it more likely that individuals, groups and intersectional groups are in low-paid work? Do certain groups find it more difficult to escape low-paid work? <u>Method:</u></p>	<p>Map the inequalities of the policy field under consideration. Apply diverse equality knowledges for evidence gathering/analyses. Collect initially available evidence.</p> <p><i>Questions to consider:</i> <i>Who is in low pay by equalities grouping?</i> <i>Do inequalities in combination increase the likelihood of being in low pay (e.g. gender, ethnicity, age and educational outcomes, or disability, gender and skills levels (recall that gender refers to men and women)?</i> <i>What occupations and sectors are most associated with low-pay now, and likely to be in the future?</i> <i>Who works there/is likely to work there if current patterns persist?</i> <i>What is the employment structure/employment conditions in these occupations?</i></p>	<p>Need questions to clarify desired outcomes, such as: How much do people need to run an independent household? Who has this?</p> <p>ESNRI - is considering the 'liveability' measurement in discussion with Karel Williams.</p> <p>2/3rds median earnings poverty measure is used, but it is difficult to assess individual incomes given DWP data at household level - attempts to get the data through ADRC and SAIL not yet successful.</p> <p>Data on people moving in and out of poverty is not sufficiently equality disaggregated.</p>

<p>Interrogate information from available research, consultation and data sets.</p> <p>Looking at the evidence you've gathered - why are there inequalities? <i>Go back to Stage 1 Mapping - are policies/ processes/ employer actions exacerbating or ameliorating these inequalities?</i></p>	<p><i>Are there job ladders? How could you escape low-pay? And what skills, knowledge, contacts, transport, finances would you need to do that?</i></p> <p><i>Is it likely that members of different equalities groups find it more difficult to know about the range of jobs available and their associated pay?</i></p> <p><i>How does education influence likelihood to be in low pay (there are 500,000 graduates in Wales without graduate jobs - equality disaggregate the groups not working or working below their skills levels).</i></p> <p>What data is not available?</p> <p>Consider the impact of increasing responsibility levels vs. increased pay and time at work - what is the differential reward? How does this impact on welfare-transfers? What values are embedded in these job roles? Could other values/skills/ knowledge attributes be considered that will create richer multi-tasking jobs that produce transferable skills?</p> <p>Quantitative analysis, administrative data sets, and qualitative in-depth research - international evidence from both academic, policy and 'grey' literature sources:</p> <ul style="list-style-type: none">• Note evidence gaps – and how you would fill them by literature review or commissioning research for the policy field under investigation - survey/omnibus/qualitative research• Describe how you would research and consult with stakeholders (equality advocacy groups and 'experts	<p>New data gathering will help answer these questions in future:</p> <p>LFS: zero hours contracts will be added to the National Survey for Wales, from Jan 2020: will also include time off for maternity leave/pay rate, flexible working, temporary/permanent/fixed term contracts, some disaggregation by protected characteristics but intersectional data unlikely - need to supplement with qualitative research.</p>
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	<p>by experience' and service users) on findings and to collect their data and experiential knowledges.</p> <ul style="list-style-type: none"> • Collate results of research and consultation to establish a picture of inequalities in the field with an examination of how the current systems/ processes/ actors do not reduce it. <p>Synthesise and thematise these findings. Are there common forms of inequality across equalities groupings? Are inequalities created in the same ways? Is there any quantitative or qualitative intersectional evidence (inequalities are compounded by interaction of class, ethnicity and gender for example)? Involve 'experts by experience'. Would everyone benefit from the same change measures or are distinct change measures needed to address specific issues - targeted measures?</p>	
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Action/Questions	Guidance	Learning from the test
<p>2.2: How does the policy rely upon or create assumptions?</p> <p><u>Method:</u> explore underlying assumptions in processes</p> <p><u>Example:</u> Is there an assumption that some people don't need to earn more as they are not the main earner in a household? Should low-pay be</p>	<p>THIS STAGE COMBINES THE INFORMATION ON THE CURRENT POLICY FIELD, POLICIES AND INEQUALITIES EVIDENCE TO CHALLENGE ASSUMPTIONS AND CONSIDER DIFFERENT WAYS OF ADDRESSING THE PROBLEM</p> <p>Questions to consider: What would be the benefit if one of the desired outcomes from work was greater autonomy or economic independence? What is our measure of earnings required for economic independence? Does the current system/labour market structure help some groups more than others to avoid low-pay/ escape it?</p>	<p>Some social groups 'othered' through historical hierarchical labour market practices are more likely to be in low-paid work, with little opportunity for progression.</p> <p>Complex area - low graded work over-associated with part-time, temporary, casual or 'precarious work', and lack of progression opportunities (Parken and Ashworth, 2018). Focus 'visioning' on work with businesses to create internal job ladders.</p>

<p>considered at the household level?</p>	<p>See data provided on groups in low-pay: increase of precarious working arrangements for men, disabled people but consistently high for women, and more young people struggling for job and wage growth. See cumulative impact assessment information. What further data is needed? What qualitative research explains these patterns in the sectors under-review?</p> <p>What is the problem represented to be? (Baachi, 2009). Is it now different than that first envisioned?</p>	
<p>2.3: What unintended inequalities are created by the way the policy, procedures or practices work?</p> <p><u>Method:</u> Explore where equality of access exists in principle but not in practice. Who are the winners and losers? What are the consequences and why is this happening?</p>	<p>What do different people need to enable pay and hours progression?</p> <p>In Workshop 1, we discussed:</p> <p>Apprenticeship Programme doesn't fund Level 1 and 2 - relevance to Foundation Economy.</p> <p>Low pay and Welfare nexus can constrain ability to build hours and earnings - no 'second earner' disregard.</p> <p>Employment structure/contracting for hours and contract types still underpinned by breadwinner/homemaker model (households with 1 earner or 1.5 earners more likely to be in in-work poverty, Kenway, 2013).</p> <p>Policy has not historically focused on growth/progression in low-paid sectors.</p>	<p>Progression from low-pay is a neglected research and policy problem - not previously seen as 'valuable' work - that term has historically been associated with high-skilled and technical work in particular sectors. This has shaped investment decisions, and consequently exacerbated gender inequalities (see research on knowledge economy, Parken and Rees, 2009).</p> <p>Include work with public and voluntary employers as part of design for job redesign/job progression. Include 'futures' focus - on how to prevent currently gendered jobs being reproduced in digital/green economies.</p>

	<p>Employers historical lack of engagement with low paid employees - assume choose/content with part-time work - but evidence of multiple part-time/ casual jobs from pay analysis.</p> <p>We discussed horizontal progression routes and simple employer interventions to help them promote from within.</p> <p>The Public Sector has been a source of 'good' work - idea was that good practices there would transfer to private sector - but increasingly professionals leaving career-tracks and opting for supply, agency, locum etc. Should we also consider how to boost job progression and retention in full time permanent work in the public sector? Sweden trying to increase supply of full-time work in 'women's sectors', where part time contracts can be the default employer offering.</p> <p>See WCPP Job Progression Report for case studies on retail, use of procurement, lack of job ladders, need for job redesign (also relevant to WG plan to increase the use of Economic Contract Gateway requirement to commissioning processes) and increasing higher hours flex working etc. https://www.wcpp.org.uk/publication/promoting-job-progression-in-low-pay-sectors/</p>	
<p>2.4 Given our discussions what further mapping is required.</p>	<p>In Workshop 1, we identified the following further evidence questions:</p>	<p>The majority of grant funding through the Economic Futures Fund continues to go to manufacturing, and not sectors/innovation types in which women are business owners or</p>

	<p>1) How easy/difficult would it be to access data on whether individuals are earning two thirds of median income (with Steven Marshall), rather than only consider this at the household level.</p> <p>2) Would setting an ambition for economic independence (based on the earnings needed to run an independent household) provide a different policy focus? Also, the need to assess whether 'liveability' (Williams) is as good as or better, for setting a target amount of earnings.</p> <p>3) Is it possible to know how many workers across the Welsh economy are attempting to build hours and earnings by holding multiple part-time, casual or zero hours contracts/ self-emp. Who are they? Which occupations/sectors/ education levels, rural/urban etc?</p> <p>4) We discussed undertaking a 'gender beneficiary assessment' in respect of the 212 companies already awarded Economic Contracts and the 96 awards under the Economic Futures Fund. Are the sectors gendered? Owners/ employees - how many men and women will benefit? How many men and women are in senior/skilled roles? If 250+ employees - what does the GEO Gender Pay Gap Portal tell us about their pay and bonus gaps?</p>	<p>in senior positions. Is this inadvertently increasing gender earnings gaps/progression opportunities?</p> <p>Foundational Economy Challenge fund may improve the balance of distributed funds.</p>
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Stage 3: Visioning

Action/Questions	Guidance	Learning from the test
<p>3.1</p> <p><i>From evidence that the playing field is not level, do we change the way we think about the problem and how do we make change?</i></p> <p><i>What's the big idea? What would successful change look like?</i></p> <p>3.2 Objectives</p>	<p>Here we are thinking broadly about how our mapping may have changed our ideas about how the policy field constructs the problem, the inequalities to be addressed and how we want to address them.</p> <p>Policy and delivery objectives, timing, resources, actors etc.</p>	<p>In the test the evidence led policy officials to 'hone-in' on lack of jobs ladders in certain sectors - inhibiting career and wage growth particularly for young people and women but increasing growth in precarious work for men in service sector without pay progression opportunities.</p> <p>Created new programme: <i>Job redesign for Future Generations</i> - work has changed - job design - mixing skills/knowledges across job roles has not kept pace.</p> <p>New policy and programme delivery ideas - setting out research and business support to enable design of new jobs with learning opportunities built-in, which can enable for vertical and horizontal progression within companies. Work with businesses, sectors and individuals identified (see 2.3).</p> <p>Scale up simple employer actions evidenced through the WAVE Programme: Job shadowing throughout employment structure, job switching, job redesign, training and development to apply for higher graded posts, joint working with DWP/Job coaches re welfare transfers (still needed for people in low-pay and not all are aware of eligibility/earnings thresholds, and skills/training needed to progress vertically (in same role) or horizontal (access to new roles) Sources: see WAVE reports and ESNRI 'visioning' presentation.</p> <p>Employability important too - but job redesign is needed to create retention/progression following access to work.</p>

Stage 4: Road-testing our ideas

Action/Questions	Guidance	Learning from the test
<p>4.1 Have we got it right?</p> <p>What might be the unintended consequences of our idea/policy?</p>	<p>This is about ‘putting ourselves in someone else’s shoes by finding out whether our idea will address the problem, whether it will work for everyone, whether it will need to be adapted overall, or specific measures will be needed to added to the policy/delivery to make it work for different people in different circumstances.</p> <p>We would consult again - even better use involvement and co-production techniques.</p> <p>Who? (full range of stakeholders and ‘experts by experience’). Payment?</p> <p><u>How?</u> Seminars/ on-line Hall Tests, Cameos, Vignettes Involvement: https://futuregenerations.wales/aotp/involvement/</p> <p>Adapt the Vision?</p> <p>Adapt the policy/ delivery?</p>	<p>Involve experts by experience early, and KAS in policy development stage - can help with road-testing ideas.</p> <p>Central access hub suggested to co-ordinate engagement on key priority polices would be helpful: ‘one stop shop’ to manage contacts, expectations, facilitate inclusive participation.</p> <p>Stakeholder engagement and questions that need to be asked, based upon learning from previous three stages of the model. Engagement with: Businesses and employer forums Equality groups and Experts by experience, charities working with ex-offenders, women returners, social housing providers with ‘gateway’ programmes, Careers and skills/training providers, DWP/Job Coaches, policy officials across government, and academics.</p>

Stage 5: Monitoring and Evaluation		
Action/Questions	Guidance	Learning from the test
<p>5.1 How do we monitor that we are promoting equality (succeeding in our aims), during the policy/delivery implementation stage and at the end so that we can take lessons learned into the next phase/new policy development?</p>	<p>See Rachel Minto's slides in respect of setting monitoring criteria (Minto and Mergaert, 2018)</p>	<p>Involve KAS colleagues early to assist with this element. The process creates clear process and outcomes, which facilitates monitoring and evaluation.</p> <p>Reflexive learning can facilitate movement to a 'contributions' evaluation model, which could demonstrate how public bodies contribute to national strategic outcomes.</p> <p>Specific measures identified: Characteristics of job incumbents both at the baseline and in the future How many newly designed jobs are in place? Terminology used in job adverts or other material and more generally in the organisation Earnings, type of contract, hours, other fair work components Sickness absence (refer back to the business case – so also things like retention rates etc) Progression (don't do this currently) – for the longer term And investigate how to measure wider impacts: well-being, health, personal unmanageable debt reduction</p>

Chart 2. Mainstreaming Model Test Policy Example - 2) Diversity in Public Appointments

Stage 1: Mapping the policy field		
Action/Questions	Guidance	Learning from the test
Map the broad dimensions of the policy field: representation in public appointments	As set out in the programme for government/ major strategies – consider the aims of policy/programmes and what issues they intend to address. Define parameters: What is and isn't considered to be a public appointment and why?	No clear definition. Guided by Public Appointment Commissioner but this doesn't cover all boards or Ministerial appointments
What is the policy problem?	Why is action needed? What are the consequences of not acting? What do we know about causal influences?	
Is it a cross-cutting issue?	List other policy areas involved or those that exert influence over representation in public appointments	
What are the specific policies in place?	Summarise aims, responsibilities, policy and programmes in place or in development, including the systems and processes, specific application processes or eligibility criteria, documentation in use, commissioners, providers, inspectorates etc	Centralising Public Appointments in one unit, but still need 'leads' to be trained in writing person specs/interviewing etc.
What is policy designed to do? Who is it for?	Is it viewed as an equality-neutral policy? (e.g. 'anyone can take part' - there are no formal barriers to application), or there are formal barriers, but these are justified by citizenship status or age etc. Is the policy equality-neutral in practice? What existing educational, social, economic or cultural capital so you need? What facilitates application/likelihood of success? Who has this?	Yes, but in practice competency criteria can exclude certain groups
What are the proposed outcomes? How is progressed assessed?	Is it a targeted policy? What specific inequalities is it designed to address? Are there indicators and monitoring mechanisms? What does success look like and how will it be assessed?	

Stage 2: Equality Auditing the policy field

Action/Questions	Guidance	Learning from the test
<p>2.1: Create an equalities evidence base</p> <p><i>What do quantitative and qualitative data tell us about how inequalities in society and the economy might prevent applications by individuals, groups and intersectional groups?</i></p> <p><u>Method:</u> Interrogate information from available research, consultation and data sets.</p> <p>Why are there inequalities? Go back to Stage 1 Mapping - is the system/process exacerbating/not</p>	<p>Map the inequalities of the policy field under consideration. Apply diverse equality knowledges for evidence-gathering/analyses. Collect initially available evidence.</p> <p><i>Questions to consider:</i></p> <ul style="list-style-type: none"> • <i>What positions are available and filled broken down by gender, ethnicity, disability, age, etc?</i> • <i>What intersectional data is there (quantitative or qualitative on multiple inequalities)</i> • <i>Is it likely that members of different equalities groups find it more difficult to know about public appointment opportunities or what such roles require, or have the skills to apply for a Public Appointment, or have the knowledge requested for public appointments or be able to demonstrate that skills/knowledge?</i> <ul style="list-style-type: none"> • <i>Consider the requirements: What are the time requirements and when are meetings held - timing or access issues (unpaid work, accessible venues/ availability of PAs/ language and cultural differences)? What values are embedded in the roles? Could other values/skills/ knowledge attributes be considered that will create a wider pool of applicants?</i> 	<p>There is an under-representation of BAME, and Disabled people on public boards in Wales (in 2017-18, 6.9% of those appointed were from a BAME background, and 7.6% were disabled people).</p>

<p>ameliorating these inequalities?</p>	<p>Quantitative analysis, administrative data sets, and qualitative in-depth research - international evidence from both academic, policy and 'grey' literature sources:</p> <ul style="list-style-type: none"> • Note evidence gaps – and how you would fill them - by literature review or commissioning research for the policy field under investigation - survey/omnibus/qualitative research? • Describe how you would research and consult with stakeholders (equality advocacy groups and service users) on findings, collect their data and experiential knowledges. • Collate results of research and consultation to establish a picture of inequalities in the field with an examination of how the current systems/ processes/ actors do not reduce inequalities. <p>Synthesise and thematise these findings. Are there common forms of inequality across equalities groupings? Are inequalities created in the same ways? Is there any intersectional evidence (inequalities are compounded by interaction of class, ethnicity and gender for example?).</p> <p>Would everyone benefit from the same change measures or are distinct change measures needed to address specific issues - targeted measures?</p>	<p>Disaggregated equality data on existing board members is not available. There are research sensitivities, but a retrospective 'class' gender, ethnicity and age review might be possible taking educational information on applications as a proxy for social class (viz 70% judiciary are Oxbridge educated/ social class etc). Such analysis - could help to 'activate' the application of the socio-economic duty</p> <p>Generally, there is a lack of qualitative and quantitative evaluation of the experience of PA interviews, induction, being on Boards, exiting Boards etc</p>
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Action/Questions	Guidance	Learning from the test
<p>2.2. How does the policy rely upon or create assumptions?</p>	<p>THIS STAGE COMBINES THE INFORMATION ON THE CURRENT POLICY FIELD, POLICIES AND INEQUALITIES EVIDENCE TO</p>	<p>The problem originally identified was how to get a greater diversity of people to apply for public appointments - narrow range of</p>

<p><u>Method:</u> explore underlying assumptions in processes</p>	<p>CHALLENGE ASSUMPTIONS AND CONSIDER DIFFERENT WAYS OF ADDRESSING THE PROBLEM</p> <p>Questions to consider: <i>What is the problem represented to be? (2009)</i> <i>Is there an assumption that public appointments come towards the end of careers?</i></p> <p><i>Could there be unconscious bias about 'fit' and likeability? Evidence shows that these subjective judgements can act as 'soft' criteria and outweigh 'objective' criteria. What do the appointment decision records show about the relative weight given to 'hard' and 'soft' criteria?</i> <i>Is it a different problem than that first envisioned?</i></p>	<p>competences identified as an issue - but the learning from the 'experts by experience' who hold board positions, is that the culture of boards can dissuade application and when appointed they don't want to feel like a 'token'. It can be a struggle to be listened too - to have different knowledges valued.</p>
<p>2.3: What unintended inequalities are created by the way the policy, procedures or practices work? <u>Method:</u> Explore where equality of access exists in principle but not in practice. Who are the winners and losers? What are the consequences and why is this happening?</p>	<p>An equity question: What do different people need to be able to participate in Public Appointments?</p> <p>In workshop 1, what changed your thinking in relation to public appointments? How might you think about this differently? What additional knowledges do you need to plan and to take action?</p>	<p>Better comms/outreach/ reviewing competencies is all valuable - but through the process the reason why we want diversity has changed - it's not just about representation - the diverse knowledges of different groups of people are needed to improve public services - board operating mechanisms and values also need to change to ensure retention. Recruitment underpinned by tokenism can lead to bad experiences/lack of retention.</p>
<p>2.4 Given our discussions what further mapping is required.</p>	<p>Considering sector/renumeration differences? Considering and giving value to the diverse knowledges? You may have noted other questions to pursue (Nolan etc.)</p>	<p>Revisit data on existing cohorts of public appointees, examination of days required, pay and pay gaps by sector served.</p>

Stage 3: Visioning

Action/Questions	Guidance	Key Learning from the test
<p>3.1</p> <p><i>From evidence that the playing field is not level, do we change the way we think about the problem and how do we make change?</i></p> <p><i>What's the big idea? What would successful change look like?</i></p>	<p>Here we are thinking broadly about how our mapping may have changed our ideas about how the policy field constructs the problem, the inequalities to be addressed and how we want to address them.</p>	<p>Bringing diversity to public boards is not just about 'changing faces'. Diversity can bring different knowledge's, experiences, ways of looking at the world - public boards need to change too, so that they welcome and enable this knowledge to be heard - to improve the effectiveness of public boards and public services.</p> <p>An 'end to end' culture change and board support beyond recruitment. A set of support structures is necessary to aid retention of new board members from diverse groups. Enabling people to feel that they are contributing when in a public appointment role will add value by bringing wider set of professional and tacit knowledges to help public service better serve citizens - it is not enough to just 'reflect them'.</p> <p>Experts by experience are involved at 'mapping' (Stage 2) and road-testing (Stage 4) but it became clear that it would be helpful to involve them in 'visioning' as well</p>
<p>3.2 Objectives</p>	<p>Policy and delivery objectives, timing, resources, actors etc.</p>	<p>Options:</p> <p>Diverse knowledges brought which in turn improve:</p> <ul style="list-style-type: none"> ➤ Open and transparent governance ➤ Effective leadership boards doing innovative things to change culture ➤ Governance for the new future - (VUCA world) ➤ Leaders leading adaptive change

Stage 4: Road-testing our ideas

Action/Questions	Guidance	Learning from the test
<p>4.1 Have we got it right?</p> <p>What might be the unintended consequences of our idea/policy?</p>	<p>This is about ‘putting ourselves in someone else’s shoes by finding out whether our idea will address the problem, whether it will work for everyone, whether it will need to be adapted overall, or specific measures will be needed to adapted or added to the policy/delivery to make it work for different people in different circumstances.</p> <p>We would consult again - even better use involvement and co-production techniques.</p> <p>Who? Payment needed to ensure inclusive engagement?</p> <p><u>How?</u> Seminars/ on-line Hall Tests, Cameos, Vignettes Involvement: https://futuregenerations.wales/aotp/involvement/</p> <p>Adapt the Vision? Adapt the policy/ delivery?</p>	<p>A wider range of stakeholders were identified, and questions would be solutions focused: Chairs and Board members Civil servants; Perm Sec, senior civil servants and individuals from sponsoring groups Independent Panel members “near misses”, mentees and coachees etc Mentors, Coaches, supporting organisations working on pipeline</p> <p>Protected groups and Diversity organisations. BAME, Disabled, LGBT, Board members Women Chairs and Board members</p>

Stage 5: Monitoring and Evaluation

Action/Questions	Guidance	Learning from the test
<p>5.1 How do we monitor that we are promoting equality (succeeding in our aims), during the policy/delivery implementation stage and at the end so that we can take lessons learned into the next phase/new policy development?</p>	<p>See Rachel Minto's slides in respect of setting monitoring criteria (Minto and Mergaert, 2018)</p>	<p>Involve KAS colleagues early to assist with this element. The process creates clear process and outcomes, which facilitates monitoring and evaluation. Reflexive learning can facilitate movement to a 'contributions' evaluation model, which could demonstrate how public bodies contribute to national strategic outcomes</p> <p>Specific monitoring measures identified: Be aware of monitoring sensitivities/research sensitivities when working with diverse groups:</p> <ul style="list-style-type: none"> - Need for anonymity (particularly in regard to small public bodies) - qualitative as well as quantitative research needed - Need to know numbers of applications/appointments, applications coming through pipeline, people who were interested and developed, but didn't apply <p>Qualitative review of processes: Record success or otherwise of different approaches: Buddy arrangement, Shadow boards, pilots etc. Change to Public Appointments Criteria What knowledge has changed</p> <ul style="list-style-type: none"> - Chairs', Civil servants and PAU training <p>What has changed, Ways of working, Diffuse leadership?</p> <ul style="list-style-type: none"> - record Awards /quoted as good practice <p>Note: This process needs to be done sector by sector – not an option to do this across all sectors at once. Build in Reflexive practice.</p>

Participants' reflections on the model

Workshop participants were asked to reflect on the model stages, and to consider whether these will assist policy-makers to consider how to address social, economic, environmental and cultural policy issues, through an equalities evidence lens. They were asked to assess the kinds of evidence the model generates and whether this leads to challenging the assumptions inherent in policy-framing, prompts different outcome-focused solutions and enables reflexive practice within the engagement, road-testing and monitoring stages.

Participants reflected that the model for mainstreaming equality has wider application as a core policy development model for government. This way of working also provides a method for planning and priorities identification. They judged that the model, if institutionalised, could bring government policy-makers and researchers together across departments to work on problem focussed analysis and solutions, supported by academic and tacit knowledges.

The design and stages of the model

Participants reflected and commented that the equality mainstreaming model:

1) Prompts different thinking and depth of thinking. It keeps focus on inequalities throughout the process as policy drivers, assumptions and outcomes changes. It starts the policy-making process in a different place by considering policy problems and examining the policy field. By starting with the policy problem, clear outcomes can be identified. The ability to workshop ideas with 'expert by experience' provides challenges which builds insight into barriers and solutions.

2) Must have the reflexive knowledge 'triangle' at the heart of the process, as evidence from different sources is key. It also demonstrates how to value different knowledges and avoid a knowledge hierarchy. Participants also noted that better use could be made of existing knowledge (iShare). The knowledges triangle is at the heart of stages 2 to 4 especially but learning from the test suggests that the involvement of 'experts by experience', academics and equality organisations in visioning processes would also be beneficial.

3) Enhanced the value placed on understanding lived experience, which especially prompts new questions. It introduces complexity but this is welcomed. Engagement with these knowledges and the evidence base, prompts new ideas, and policy-making becomes less reactive.

4) Connects policy development, delivery and monitoring, which can be disconnected currently. Monitoring can be an after-thought and subject to co-option (Flying Start was given as an example). Monitoring needs to be integral to policy development - the model facilitates this in one joined-up process: sets vision, aims, intended outcomes at the start and thus establishes measures for monitoring processes throughout.

5) Promotes reflexive learning - and that there is a need to create space for ongoing learning/evaluations - make time in the normal day. Creative process is energising. Helps to set policy priorities

6) The model has potential, as it is focused on examining complex policy problems and how they are created, to address 'siloes' thinking on wellbeing and equality by better articulating how to look at policy problems from both perspectives, and how they interrelate. As a result, it is more likely to assist with understanding and addressing systemic issues.

Participants reflections on institutionalising the model:

1) Equality organisation need to be involved, but they can tend to develop a policy position over time based on the information they collect from their 'constituencies'. Provision must be made to hear directly the voices of 'experts by experience'. This is key to learning and has a powerful impact on understanding how to 'level the playing field' and particularly to raise questions such as - what do people need to participate - this is the equity approach central to phase two recommendations (Chwarae Teg, 2019)

2) The equality mainstreaming model should be Institutionalised as a core policy model - not as a separate equality model. To achieve this training will be needed on analysis techniques, how to interpret and assess different types of knowledge and 'visioning' techniques (see Parken 2010a). Participants thought working through the evidence-gathering and evaluation stages could assist key decision makers with defining policy priorities.

3) KAS can support these priorities - this is in keeping with the increased development of logic models, and KAS would like to consider how to build in lived experience to logic models.

4) To work, the model requires expert facilitation. A bank of facilitators/learning lab was suggested. Facilitators need to be able to build links with academia (involvement would complement the Higher Education Impact Agenda), and communities of interest, to source and coach 'experts by experience' in the model purpose and stages, and their part in it.

5) Time and space will be needed to work through the processes, potentially away from the office to facilitate working together as a group. Other participants felt that this way of working should become a central part of a normal day's work - core to ways of working.

Conclusion

This collaborative equality mainstreaming policy development model could assist policy-makers by providing a richer understanding of the drivers of complex social or economic policy problems. The model, based on officials, academics and 'experts by experience' combining their knowledges, can lead to the creation of policy solutions based on evidence and lived experience. This is in keeping with a systems approach that recognises the need

for connected and reflexive action when addressing complex or 'wicked' social, cultural, environmental and economic problems.

The model also addresses the relegation of equality to the setting of vertical equality objectives outside the normal business of policy-making. It avoids consideration of equality at the end of instrumental policy-making processes and builds in reflexive learning practices to aid consideration of what's working/what's not, during implementation and delivery phases. It offers an engaging, proactive and creative method for addressing complex issues, with an emphasis on outcome focused interventions.

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