

# WiSE

## Women in Scotland's Economy



## The Legacy of Gender Mainstreaming within the Scottish Structural Funds Programme 2007-2013 Final Report

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## **Executive Summary**

### **1. Introduction**

The main aim of this project was to evaluate gender mainstreaming in the 2007-13 Scottish Structural Funds programme and to highlight any lessons in terms of what worked and what did not work which could inform the 2014-20 Scottish Structural Funds programme.

A number of ERDF and ESF projects in both the Lowlands and Uplands (LUPS) and Highlands and Islands (H & I) areas were selected for study. A total of 19 projects were initially contacted and 13 agreed to be interviewed. Projects were selected to provide a cross section of regional areas, public/private/voluntary sector and mix of ERDF/ESF funding.

The majority of participants who agreed to be interviewed were located within the LUPS area (eight), with five from the Highlands & Islands region. In terms of types of Structural Funds, nine of the projects interviewed were in receipt of ESF funding, compared to four with ERDF funding. Of the 13 projects interviewed; three were from the private sector; seven from the public sector and three from the voluntary sector. Broadly speaking the projects interviewed could be split into two distinct groups, those projects which had a clear equal opportunities focus of which there were six (five ESF and one ERDF) known as Group 1 and those projects which did not have a specific equal opportunities objective of which there were seven (four ESF and three ERDF), designated as Group 2.

The interviews were undertaken in order to elicit information about:

- Application procedures and understanding of gender mainstreaming.
- What monitoring they had undertaken and what support they had to do so.
- The impact of the recent recession, given that some of the projects were established prior to the onset of the great recession.
- The main legacy of these projects in terms of gender mainstreaming and whether they provide a template for the future.
- Recommendations for the 2014 – 2020 funding period.

The structure of this report is as follows:

Section 1: Introduction

Section 2: Scottish Economic Context.

Section 3: Gender Mainstreaming and Structural Funds.

Section 4: Research Findings.

Section 5: Recommendations.

## **2. Scottish Economic Context**

- Following the great recession in 2007/8 male economic activity rates have taken longer to recover than female economic activity rates.
- Employment rate for men declined at a much faster and deeper rate than female employment rates following the 2007/08 recession.
- Male youth employment over 2000-2011 period is higher than female youth employment. Male and female youth employment typically is highest in North Eastern Scotland and lowest in Highlands & Islands, mirroring patterns in male employment by region.
- Full-time employment has been gradually declining since 2004 with a faster decrease following the recession in 2007/08.
- Part-time employment has been steadily increasing from 2007 with a higher proportion of men now working part-time due to lack of full-time jobs available within the labour market.
- Prior to the recession the average rate of underemployment in Scotland was higher than UK. This trend has increased following the 2007/08 recession. Women are more likely to be underemployed than men due to the nature of their employment.
- Unemployment rates for both men and women in Scotland have increased following the onset of the recession.
- Long-term unemployment as a % of total unemployment is higher in Scotland than UK.
- Post-recession saw a steeper increase in female youth unemployment rates than their male counterparts in Scotland. Since 2011 female youth unemployment in Scotland remains higher in Scotland than in UK whereas male youth unemployment in Scotland is lower than the UK.

## **3. Gender Mainstreaming and Structural Funds**

The EU has actively promoted equality between women and men for a number of years. Indeed, Article 119 of the Treaty of Rome established the principle of equal pay for equal work for women and men. Since then, EU policy has evolved incrementally through various Directives and Action Programmes as the objectives have expanded from equal pay to equal opportunities

The current approach is gender mainstreaming; bringing gender equality considerations to mainstream processes. This approach was adopted by the EU in the mid-1990s and became a requirement for European regional policy delivered through the 2000–2006 Structural Funds programme, and continued into the 2007-13 period. The adoption of gender mainstreaming implied that it was no longer acceptable to assume that additional resources targeted at stimulating economic development and growth benefited men and women equally. In other words, that the intervention was gender neutral. There is no way of ascertaining the veracity of that assertion other than appraising projects in relation to their gender impact. Therefore, in order to maximise the economic impact of policies designed to stimulate regional development they need to be more ‘gender aware.’ This is what gender mainstreaming is attempting to achieve by bringing gender equality considerations to the mainstream policy development and delivery process.

#### **4. Research Findings**

A series of face to face interviews were undertaken of the thirteen projects which agreed to participate in the research project. The following outlines the main findings from the research.

##### **Application Procedures and Understanding of Gender Mainstreaming:**

There was quite a wide variation in the extent to which the projects understood the concept of gender mainstreaming. Not surprisingly the Group 1 projects which all had an explicit equal opportunities objective had a much greater understanding and appreciation of the concept of gender mainstreaming while some of the Group 2 projects were not aware of the concept and in some cases did not consider it to be relevant to their activities. If they were aware of it they tended to regard it as an administrative and legal burden. There was also a perception amongst the Group 1 projects that the move to gender mainstreaming had to some extent led to a downgrading of the importance of gender equality issues compared to the previous funding period of 2000-06. There was a consensus amongst both groups that the level of support and guidance available in the 2007-13 period to ensure projects took cognizance of the equal opportunities agenda was significantly less than that available in the 2000-06 period.

##### **Access and Monitoring:**

There was a distinct lack of systematic data gathering across all of the projects which would facilitate a gender analysis of the impact of the projects. The Group 1 projects did make some attempt to gather statistics which would enable them to have

a better awareness of the impact of the project. However despite that there was no real evaluation of the impact of gender mainstreaming across all of the projects.

### **Impact of the Recession:**

The great recession had an impact on projects both in terms of increasing the difficulty of attracting matched funding due to public expenditure reductions as well as resulting in increasing demand for those projects which had an employability dimension due to the rise in unemployment particularly amongst young people.

### **The Legacy of these Projects in terms of Gender Mainstreaming:**

In terms of legacy, there were concerns from the equal opportunities focused projects that this objective would be further downgraded in the 2014-20 funding period. Though on the positive side there was some evidence to suggest that there was some spill over from the funded project to the organisation as a whole in relation to gender mainstreaming. This applied equally to Group 1 and Group 2 projects.

## **5. Recommendations**

1. Resources need to be committed to providing leadership and oversight of horizontal themes, in particular gender issues.
2. Projects require clearer guidance on what is involved in gender mainstreaming.
3. The establishment of an Equality Forum with a strong gender equality focus.
4. Encourage projects to gather gender disaggregated data and indicators.
5. Greater prominence for the objective of equal opportunities in the 2014-20 funding period.
6. More robust appraisal of projects to ensure equal opportunities objectives are met.
7. A longer development phase between the first stage and second stage applications in order to afford projects more time to assimilate best practice in relation to the horizontal themes.
8. The provision of awareness raising workshops on gender mainstreaming at the pre-application stage.

9. Specific and targeted funding for gender mainstreaming projects.
10. The establishment of Equality Champions within the programme managing authorities and strategic delivery partners.
11. Earlier evaluation (Article 60B) visits to monitor the application of the horizontal themes.
12. The establishment of equal opportunities action plans for the Strategic Delivery Partnerships.
13. Projects should be encouraged to make better of the existing legal framework particularly the Public Sector Equality Duties (PSED).
14. Recognition that gender is a spectrum and that issues relating to transgender are also important.



## **1. Introduction**

The horizontal themes of the 2007-13 Structural Funds programmes included equal opportunities and social inclusion alongside environmental sustainability. The approach taken has been “mainstreaming” whereby all funded projects must demonstrate that their activities address the horizontal themes. The objectives of the horizontal themes are not separate or distinct from the stated economic development goals of the programmes, but are fully complementary. Their integration into projects is designed to enhance the overall goals of the programmes in boosting economic growth.

### **1.1 Aims and Objectives of the Project**

The main aim of this project was to evaluate gender mainstreaming with a particular focus on the position of women in Scotland’s labour market in the context of the 2007-13 Scottish Structural Funds programme. Concerns relating to current trends in the employment patterns of women in Scotland and their overall position within the labour market have been raised by the Scottish Government in the context of the potential impact on economic performance. These concerns were highlighted at the Women’s Employment Summit, September 2012, jointly hosted by the STUC and the Minister for Youth Employment, and addressed by both the First Minister and Deputy First Minister. Outputs from the Summit including a range of relevant research papers highlighted the need to identify best practice in tackling occupational segregation and the gender pay gap (see for example <http://www.employabilityinscotland.com/key-themes/key-clients/womens-employment-summit/>)

This project does not duplicate past evaluations or ex-ante analysis but instead seeks to build a picture of the legacy of gender mainstreaming by comparing the impact of a range of projects, with a particular focus on labour market issues, that have been undertaken within different sectors, and identify issues/practices/outcomes that should feed into the guidance for the next round of funding in 2014-20.

### **1.2 Sample Selection**

A number of ERDF and ESF projects in both Lowlands and Uplands and Highlands and Islands areas were selected for study. A total of 19 projects were initially contacted by Scottish Government for participation and 13 agreed to be interviewed. Projects were selected to provide a cross section of regional areas, public/private/voluntary sector and mix of ERDF/ESF funding. Broadly speaking the projects interviewed could be split into two distinct groups. Those projects which had a clear equal opportunities focus, of which there were six (five ESF and one ERDF) and will be referred to as Group 1 within the findings section. The other group of

projects which did not have a specific equal opportunities objective, of which there were seven (four ESF and three ERDF) which will be referred to as Group 2.

Table 1 below lists the projects which were contacted and also identifies the projects which participated in this study.

**Table 1: Sample Selected for Interview**

Project	Region	Type	Project funded in 2000-2006 round	Agreed to participate	Participated in study
Fife Women's Technology Centre	LUPS	ESF	Yes	No Response	No
South Lanarkshire CPP	LUPS	ESF	Yes	No Response, alternative CPP approached	No
Women and Leadership	LUPS	ESF		No Response	No
ProspeKT (Group 1)	LUPS	ESF	No	Yes	Yes
Scottish Enterprise (Group 2)	LUPS	ERDF	Yes	Yes	Yes
Business & Technology Hub (Group 2)	LUPS	ERDF	Yes	Yes	Yes
PSYBT	LUPS	ERDF		No Response	No
Barnados Works (Group 2)	LUPS	ESF	No	Yes	Yes
Women Onto Work (Group 1)	LUPS	ESF	Yes	Yes	Yes
Community Renewal (Group 2)	LUPS	ESF	Yes	Yes	Yes
Men Care Too (Group 1)	LUPS	ESF	Yes	Yes	Yes
Scottish Women's Resource Centre (Group1)	LUPS	ESF	No	Yes	Yes
Highlands & Islands Equality Forum (Group 1)	H&I	ESF	Yes	Yes	Yes
Modern Apprenticeship Scheme (Group 2)	H&I	ESF	Yes	Yes	Yes
Business Mentoring Highlands & Islands (Group 2)	H&I	ESF	No	Yes	Yes
Create	H&I	ESF		No, late start date of project so felt not enough information to report on	No
Community Enterprise Centre for Mull & Iona (Group 2)	H&I	ERDF	No	Yes	Yes
An Cridhe – Development Coll	H&I	ERDF		No Response	No
An Cotan (Group 1)	H&I	ERDF	No	Yes	Yes

The majority of participants who agreed to be interviewed were located within LUPS area (eight), with five from the Highlands & Islands region. In terms of types of structural funds, nine of the projects interviewed were in receipt of ESF funding, compared to four with ERDF funding. Of the 13 projects interviewed, three were from the private sector; seven from public sector and three from the voluntary sector.

### **1.3 Research Questions**

The interviews were undertaken in order to elicit information about:

- Application procedures and understanding of gender mainstreaming.
- What monitoring they had undertaken and what support they had to do so.
- The impacts of the recession, given that some of the projects were established prior to the onset of the great recession.
- The main legacy of these projects in terms of gender mainstreaming and do they provide a template for the future.
- Recommendations for 2014 – 2020 funding period.

### **1.4 Structure of Report**

The structure of this report is as follows:

Section 2: Scottish Economic Context

Section 3: Gender Mainstreaming and Structural Funds

Section 4: Research Findings

Section 5: Recommendations.

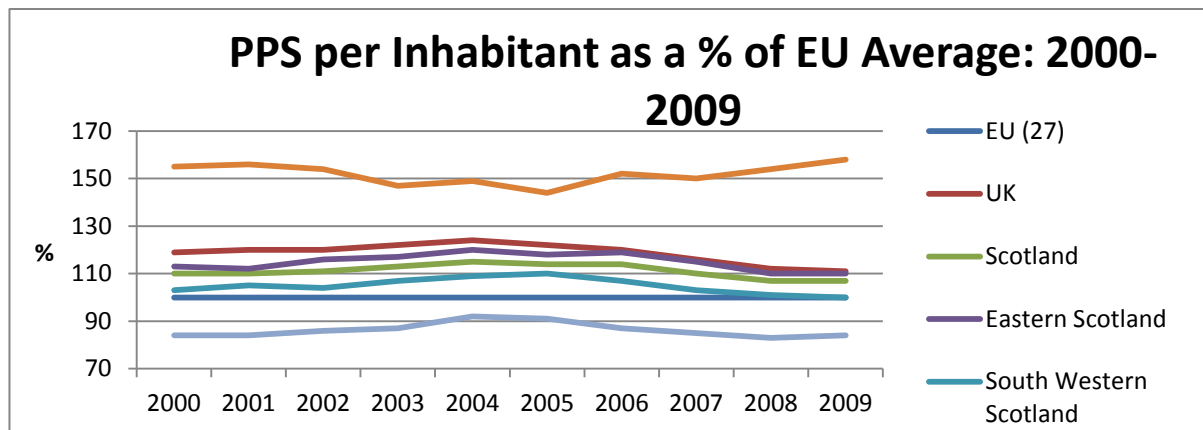
## **2. Scottish Economic Context**

### **2.1 Regional Disparities in Gross Domestic Product Per Capita**

Population for Scotland in 2011 was recorded as 5.24 million, of which 52% were female. This proportion was the same across all four regions of Scotland: Eastern Scotland; South Western Scotland; North Eastern Scotland; Highlands & Islands. The highest populated region in Scotland at that time was South Western Scotland with 44% of total population in Scotland, compared to that of Highlands and Islands with only 9% of total population.

In terms of regional differences in Gross Domestic Product (GDP) per capita, figure 1 below shows Purchasing Power Standard (PPS) per inhabitant as a percentage of the European Union (EU) average. Use of this measure reduces any potential variations in price levels across countries allowing for meaningful comparisons across countries. PPS is also an important indicator for comparison of levels of economic development across regions and between countries. Figure 1 illustrates that all Scottish regions, with the exception of Highlands and Islands, had a higher level of GDP per head than the EU average from 2000-2009. It can therefore be assumed that living standards for inhabitants living in and economic development within, Highlands & Islands region were poorer in comparison with living standards and economic development across the rest of Scotland, UK and European Union. PPS per inhabitant in North Eastern Scotland is almost double the levels experienced in Highlands & Islands, indicating a much higher level of economic development and regional affluence. In general, levels of PPS per inhabitant across all Scottish regions and UK increased from 2000 to 2004 then dipped from 2005 onwards. Only North Eastern Scotland saw an increase in PPS per inhabitant from 2005, for that reason we can assume that living standards have increased and economic development has been greater within this region compared to all other Scottish regions, UK and EU.

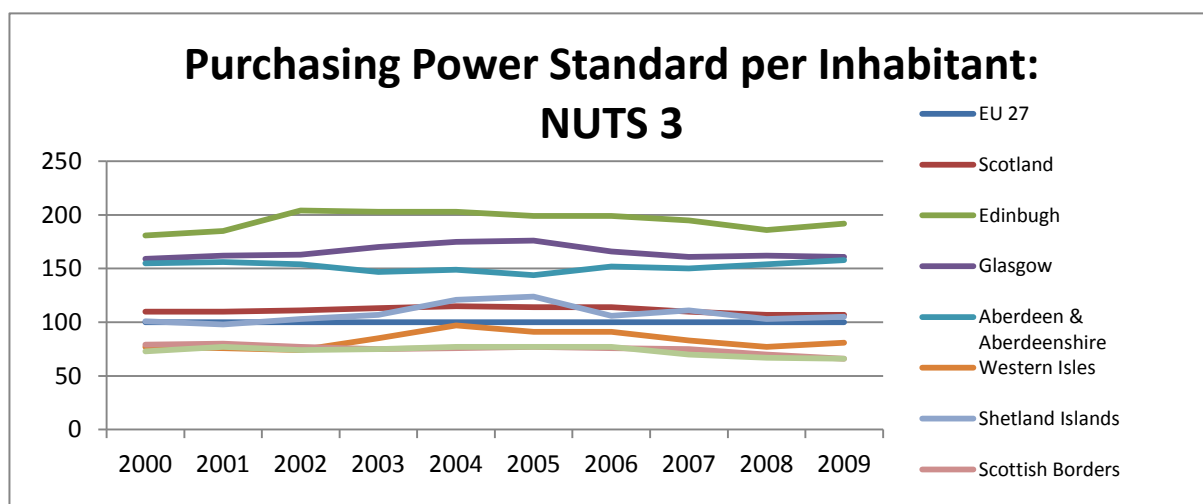
**Figure 1: Purchasing Power Standard per Inhabitant: 2000-2009**



(Source: Eurostat (2012a):Gross domestic product (GDP) at current market prices by NUTS 2 regions)

Figure 2 shows variations in PPS across district, NUTS 3 areas. Glasgow, Edinburgh and Aberdeen have much higher levels of GDP per capita in comparison with other districts in Scotland, UK and EU averages. As expected, Edinburgh has extremely high levels of PPS per inhabitant, almost 70% higher than the Scottish average and 85% higher than EU average. In contrast, East and North Ayrshire performs poorly at approximately 15% lower than EU average and 25% less than Scottish average across the time period.

**Figure 2: Purchasing Power Standard per Inhabitant: NUTS 3 regions: 2000-2009**



(Source:Eurostat (2012b):Gross domestic product (GDP) at current market prices by NUTS 3 regions)

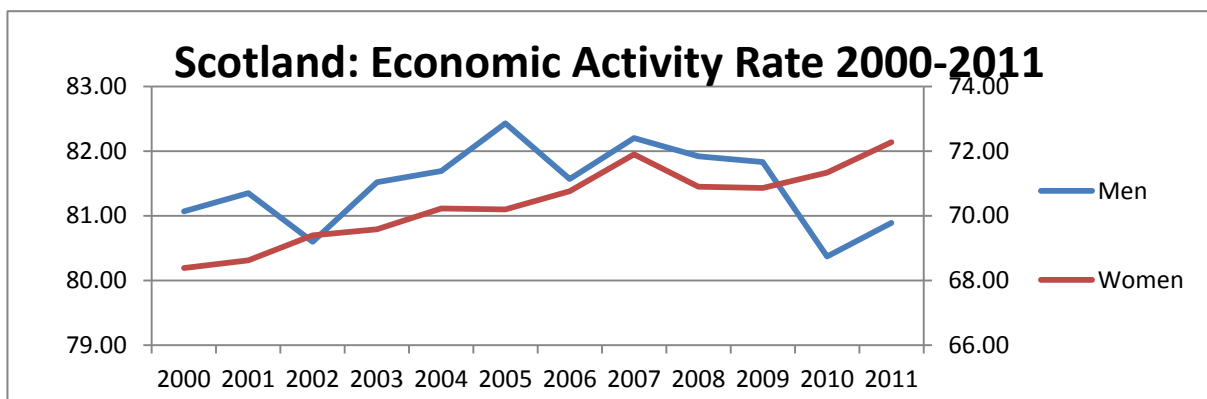
Scotland officially entered recession during 3<sup>rd</sup> quarter in 2008 and remained there until 4<sup>th</sup> quarter in 2009. Economic recovery within Scotland progressed at a much slower rate in comparison with UK from 2010 onwards, with increase in GDP of 1.2% in Scotland compared to 2.1% experienced by UK overall. The resulting loss of

employment and corresponding fall in household income since 2008 has undoubtedly had a detrimental impact upon PPS within Scottish regions and districts, with the majority of regions experiencing a fall in PPS as a percentage of EU average.

## 2.2 Economic Activity

Economic activity rates represent employed and unemployed people as a percentage of the population of working age. In general, trends in Scottish male and female economic activity rates have differed over the period 2000 – 2011, as can be seen in figure 3 below. Figure 3 indicates that economic activity rates for women have been on the rise since 2000, with a slight dip, as would be expected, during the onset of the 2008 recession and have continued to increase from 2008 onwards. This is in contrast to the experience of men in Scotland. Male economic activity rates from 2000 have been much more erratic but seem to broadly follow patterns of GDP, in that male economic activity rates fall with reductions in GDP from 2007, following the global financial crisis, and recover from 2010 onwards, with increases in economic growth.

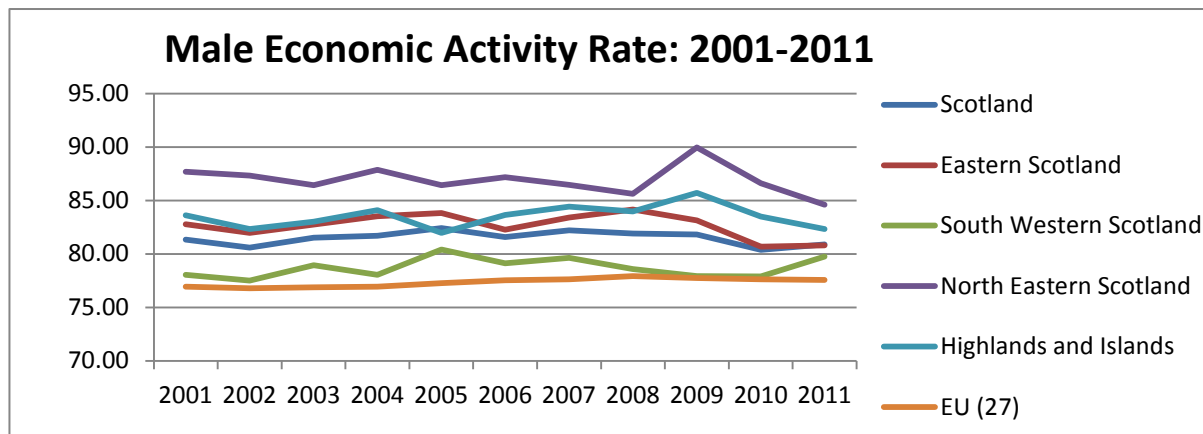
**Figure 3: Scotland: Economic Activity Rate by Gender 2000-2011**



(Source: Eurostat (2012c): Economic Activity Rates by sex, age & NUTS 2 region (%))

Figure 4 and 5 compare economic activity rates by gender across NUT2 regions. Overall male economic activity rates are higher in Scotland and all Scottish regions than the EU average. Male economic activity rates across EU stagnated around 77% from 2001 to 2011. In contrast, following the recession, male economic activity rates in Highlands & Islands and North Eastern Scotland spiked with an increase of 2% and 4% points respectively. This is in contrast to all other Scottish regions, which have seen a decline in the rate of male economic activity during the same period. On the whole, following the recession, male economic activity rates have not recovered to pre-recession levels in any region with the exception of South Western Scotland.

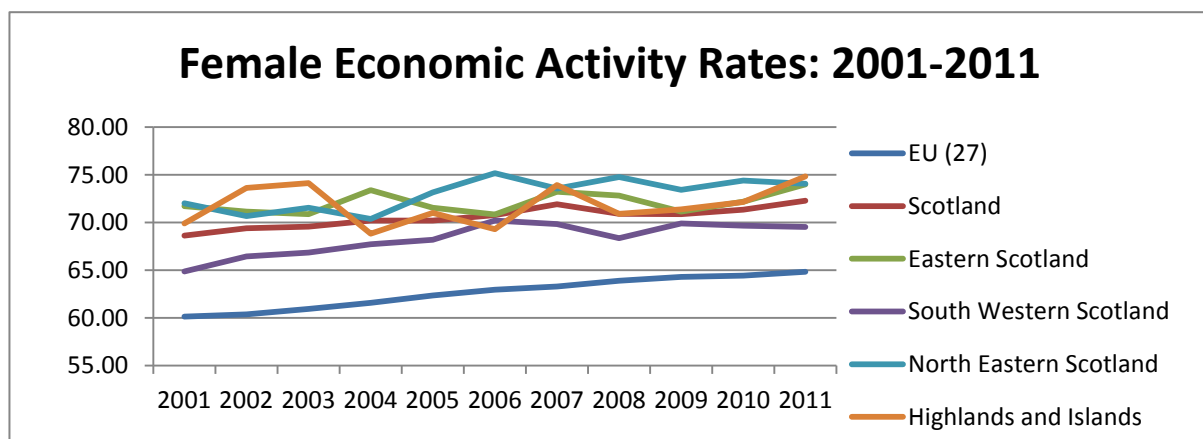
**Figure 4: Male Economic Activity Rate by NUTS 2 Region: 2001-2011**



(Source: Eurostat (2012c): Economic Activity Rates by sex, age & NUTS 2 region (%))

Figure 5 shows that, as above, female economic activity rates across all Scottish regions are higher than EU. Figure 5 also highlights that women, unlike men, increased their labour market participation from 2000-2011 in Scotland and across EU. Analysis of women’s economic activity in more detail across the different Scottish regions in figure 5 shows that in contrast to Scottish men, women’s economic activity rates are now higher than pre-recession levels. This could indicate that more women are returning to the labour market and increasing their economic activity as a result of potential loss of household income resulting from a corresponding fall in male employment.

**Figure 5: Female Economic Activity Rate by NUTS 2 Region: 2001-2011**

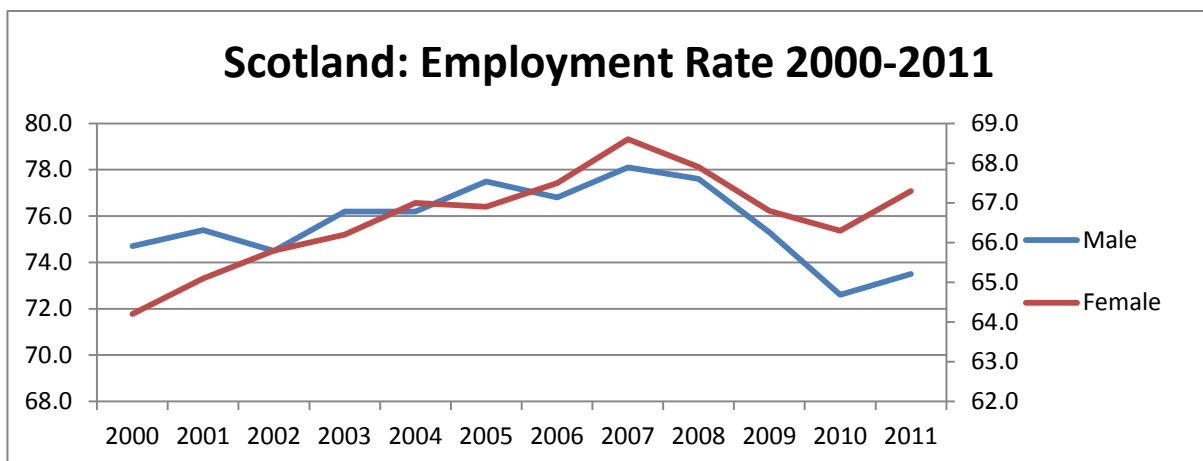


(Source: Eurostat (2012c): Economic Activity Rates by sex, age & NUTS 2 region (%))

## 2.3 Employment

The employment rate gives a clearer indicator of male and female activity rates within the paid labour market across Scotland and EU. Comparing employment rates by gender across Scotland, we can see that patterns for both men and women follow a fairly similar trend. Employment increases steadily until 2007, when initial impacts of the recession are felt within the labour market and then decreases. There is a much sharper decline in employment rates for men during the period 2007-2010 in comparison with women. This is most likely due to the dominance of male employment within cyclically sensitive sectors, such as construction and manufacturing, which bore the brunt of initial job losses as a result of reductions in GDP during the onset of the recession. Figure 6 also indicates that male employment rate follows a similar trend as male economic activity rate in Figure 3 above.

**Figure 6: Scotland: Employment Rate by Gender 2000-2011**



(Source: Eurostat (2012d): Employment Rates by sex, age & NUTS 2 region (%))

As with economic activity above, table 2 shows that male employment across all Scotland was higher than EU during 2000-2011. Male employment has continued to experience a gradual decline overall. During this time period, male employment in North Eastern Scotland was much higher in comparison with levels across the rest of Scotland.

Pre-recession, male employment rates across EU and all Scottish regions, with the exception of North Eastern Scotland, were increasing. Following the 2007/08 recession, male employment rates declined and now lower than pre-recession rate experienced. Interestingly from 2000-2011, South Western Scotland has a much lower employment rate compared to Scotland and UK overall but is higher in 2011 than it was in 2000.



**Table 2: Male Employment Rates by NUTS 2 Regions 2000; 2005-2011**

Male	2000	2005	2006	2007	2008	2009	2010	2011
EU (27)	68.4	70.4	71.2	72.4	72.7	70.7	70.0	70.0
United Kingdom	77.8	77.7	77.5	77.5	77.3	74.8	74.5	74.5
Scotland	74.7	77.5	76.8	78.1	77.6	75.3	72.6	73.5
Eastern Scotland	77.8	79.1	77.9	79.2	79.7	76.0	73.7	73.3
South Western Scotland	69.5	74.5	73.4	75.2	73.8	70.8	68.3	71.4
North Eastern Scotland	85.6	82.9	84.8	83.8	82.9	87.4	83.8	80.8
Highlands and Islands	77.2	79.0	79.5	81.0	81.1	79.6	76.3	76.2

(Source: Eurostat (2012d): Employment rates by sex, age and NUTS 2 regions)

Table 3 highlights that female employment rates in Scotland and UK were much greater than EU average. In 2000 the highest rates of female employment were in Highlands & Islands and North Eastern Scotland compared to all other regions in Scotland. Employment has continued to remain high in North Eastern Scotland throughout 2000-2011. In contrast, employment rates in Highlands & Islands have levelled around 68-69% with female employment in Eastern Scotland increasing to similar rates as those in North Eastern Scotland. Following the recession, employment rates have fallen, with the biggest reduction in South Western Scotland.

**Table 3: Female Employment Rates by NUTS 2 Regions 2000; 2005-2011**

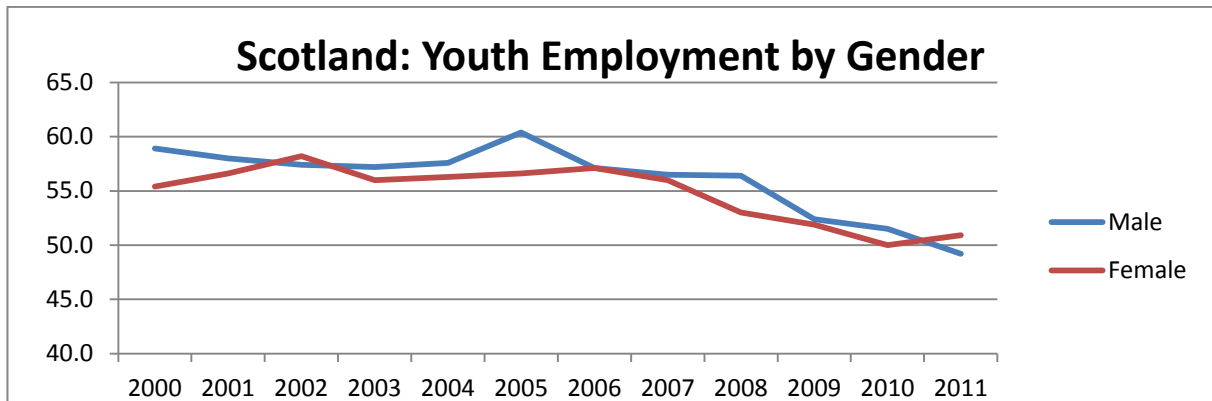
Female	2000	2005	2006	2007	2008	2009	2010	2011
EU (27)	51.6	55.9	56.9	58.2	59.0	58.5	58.2	58.4
United Kingdom	64.7	65.8	65.8	65.5	65.8	65.0	64.6	64.5
Scotland	64.2	66.9	67.5	68.6	67.9	66.8	66.3	67.3
Eastern Scotland	66.4	68.3	67.0	69.3	69.6	66.4	67.1	70.1
South Western Scotland	60.3	64.6	67.1	66.6	65.1	65.9	64.1	63.3
North Eastern Scotland	69.0	70.3	73.4	71.0	72.5	70.1	71.4	70.4
Highlands & Islands	68.2	68.2	66.1	71.9	69.1	68.2	68.0	69.7

(Source: Eurostat (2012d): Employment rates by sex, age and NUTS 2 regions)

## 2.4 Youth Employment

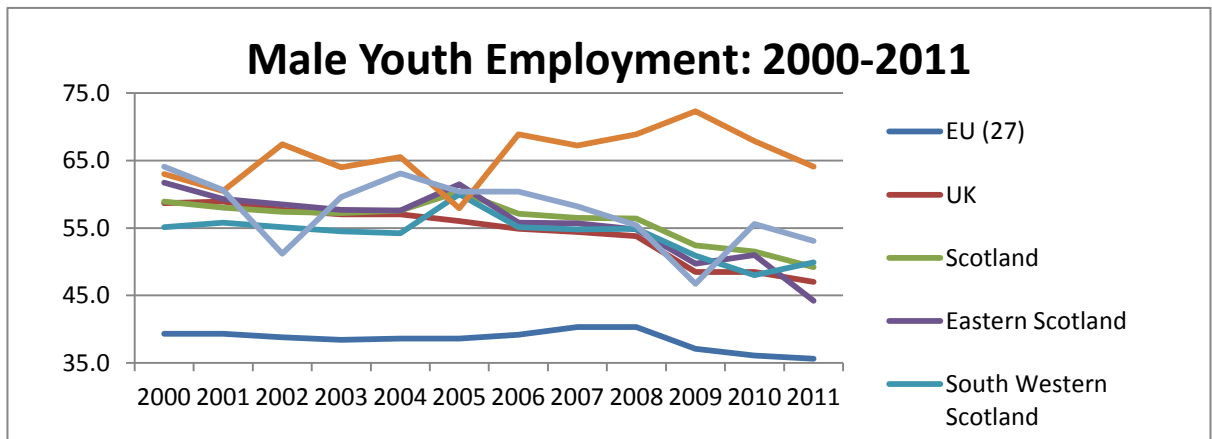
Youth employment measures rates of employment for individuals aged 16-24 years old. Figure 7 below illustrates patterns of youth employment by gender across Scotland from 2000 to 2011. Male youth employment is higher than female youth employment in 2000. However after experiencing a sharper decline over 2000-2011, it remains lower than female youth employment in 2011. From 2010, there has been a slight increase in the rate of female youth employment in Scotland.

**Figure 7: Youth Employment Rates by Gender: 2006-2011**



(Source: Eurostat (2012d): Employment rates by age, sex & NUTS2 region (%))

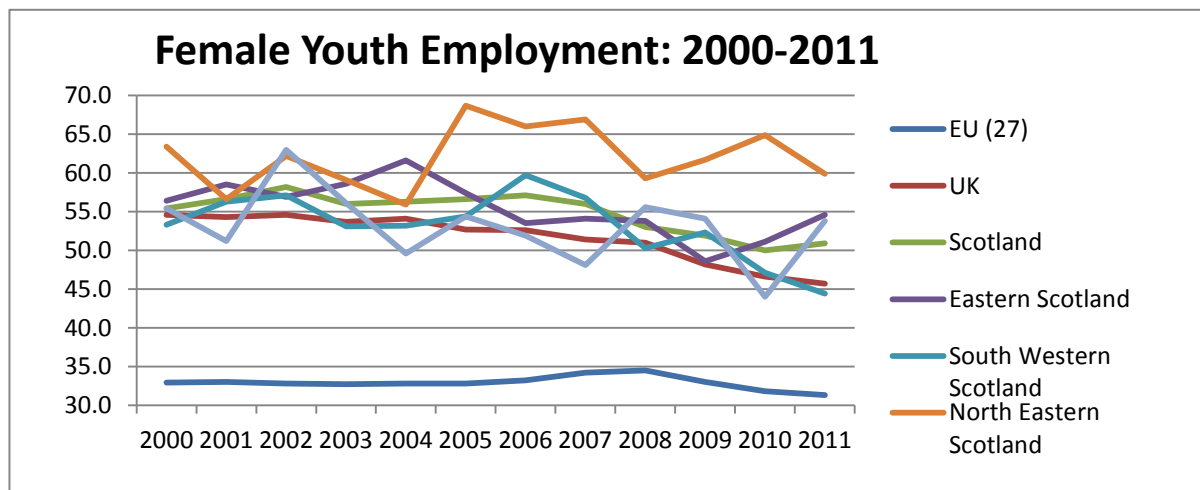
**Figure 8: Male Youth Employment Rates: 2000-2011**



(Source: Eurostat (2012d): Employment rates by age, sex & NUTS2 region (%))

Overall male youth employment rate is higher in Scotland than in EU during 2000-2011 as can be seen from figure 8 above. Male youth employment is highest in North Eastern Scotland and South Western Scotland. Following start of 2007/08 recession, male youth employment declines across all areas except North Eastern Scotland, where it increases to a peak of 72% in comparison with much lower levels experienced elsewhere around 48-52%. There is a marked 20% increase in rate of male youth employment in Highlands & Islands from 2009-2010, from 46.7% to 55.6%.

**Figure 9: Female Youth Employment Rates: 2000-2011**



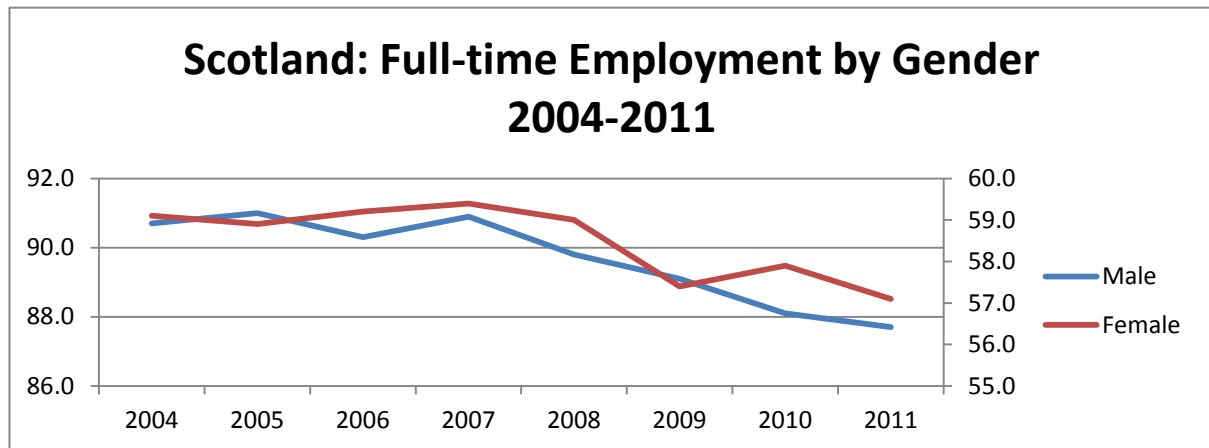
(Source: Eurostat (2012d): Employment rates by age, sex & NUTS2 region (%))

Figure 9 illustrates that female youth employment across UK and Scotland is much higher than EU average. As with male youth employment, female youth employment in North Eastern Scotland is highest than all other Scottish regions on average. Female youth employment follows fairly similar patterns as regional male youth employment detailed above. However the increase in female youth employment occurs during 2010-2011.

## 2.5 Nature of Employment

Women are still more likely to have primary caring responsibilities; therefore they are more likely than men to work part time (44%). The majority of men (87%), in contrast, still work in traditional full-time positions within the paid labour market. Figure 8 shows patterns in full-time employment by gender from 2004 to 2011. As expected, male full-time employment declines from beginning of the economic recession in 2007/08 until 2011. Women's full-time employment initially increased slightly from 2005, then falls sharply following the start of the recession, recovering from 2009 until 2010 when it decreases at a faster rate than male full-time employment that year. Increases experienced by women from 2009-2010 can be explained by growth of the public sector, which benefitted women more than men given their dominance.

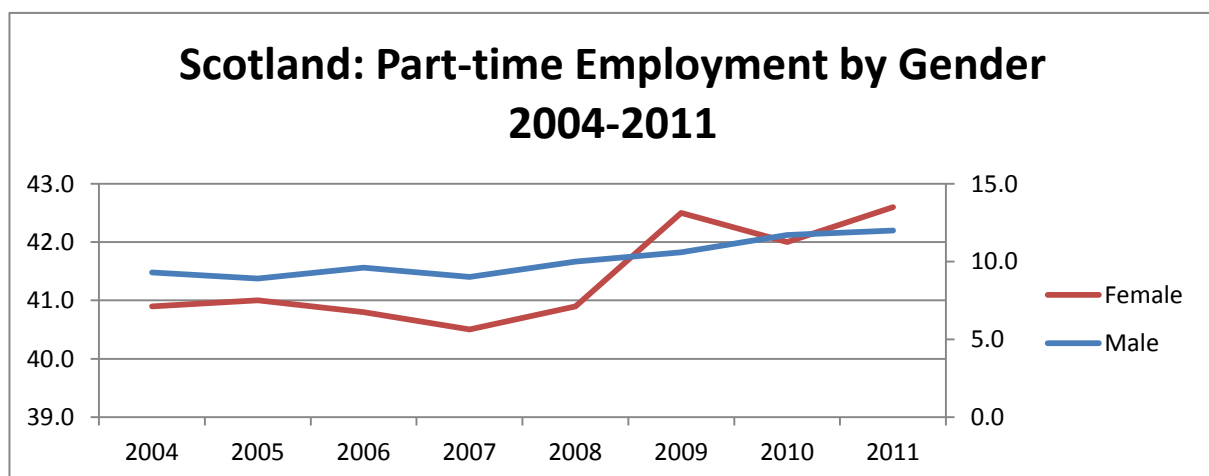
**Figure 10: Scotland: Full-time Employment by Gender 2004-2011**



(Source: Eurostat (2012e): Employment by full-time/part-time, sex & NUTS2 regions)

Figure 11 below shows a gradual increase in the proportion of men undertaking part-time employment from 2007 onwards, increasing from 9% to 12% in 2011. Part-time employment for women steadily increases from 2007 with a sharper rise from 2008 to 2009. We can therefore assume that the increase in part-time employment for women, and shift from full-time to part-time employment for men, is as a consequence of the loss in full-time jobs available to men and women following the 2008 recession. Firms therefore are more reluctant to take on full-time employees and looking to offer more flexible forms of employment in response to reductions in consumer demand.

**Figure 11: Part-time Employment by Gender 2004-2011**



(Source: Eurostat (2012e): Employment by full-time/part-time, sex & NUTS2 regions)

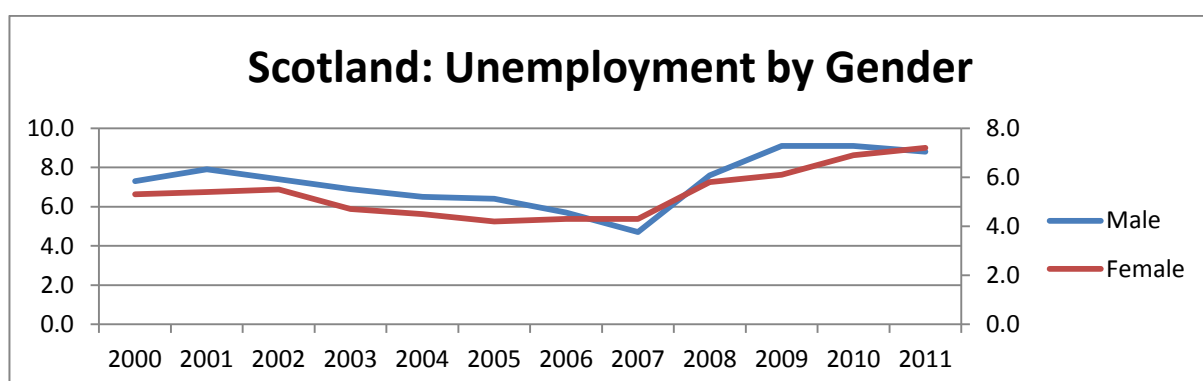
## 2.6 Underemployment

The International Labour Organisation (ILO) definition of underemployment includes both time based underemployment; where individuals who are in work and want to work more hours and skills based underemployment; where individuals wish to change their work situation due to inadequate income or inadequate use of skills. Across the UK in 2005-2008 the average rate of underemployment was 7.1%. Scotland had a higher level of underemployment of 7.4% at this time. During 2009-2012, the UK average level of underemployment increased to 10.2%, with Scotland still slightly higher at 10.3%. The total number of underemployed workers in Scotland in 2012 was 264,000, an increase of 76,000 extra underemployed workers in Scotland since 2008 recession. Due to female dominance within the public sector in Scotland, increases in public sector underemployment are largely driven by females aged 25-49. Women are also more likely to be underemployment than men, due to the fact that women are more likely to work part-time and therefore 'downgrade' to obtain part-time employment.

## 2.7 Unemployment

Figure 12 illustrates similar trends in male and female unemployment rates across Scotland from 2000 to 2011. Female unemployment in 2000 was lower than male unemployment at 5.3% compared to 7.3% respectively. Both male and female unemployment rates declined from 2000 until the start of recession in 2007/08, where they both experienced an increase. The increase for men, however, was more marked than the increase for female unemployment. The rise in male unemployment rate continues until it reaches a peak of 9.1% in 2010, then falls to 8.8% in 2011, an increase of 50%. Female unemployment, on the other hand has risen continuously from 2007 at 4.3% to 7.3% in 2011, an increase of 70%.

**Figure 12: Scotland: Unemployment by Gender: 2000-2011**



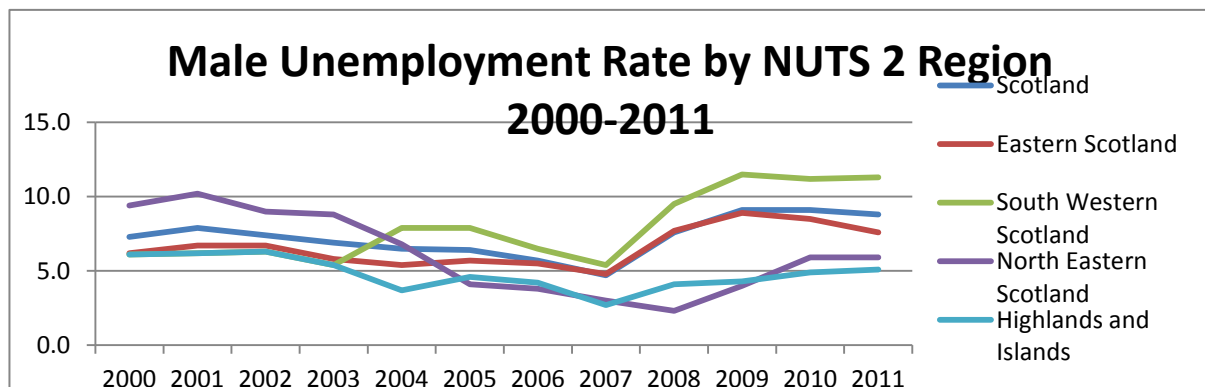
(Source: ONS (2013a))

Figure 13 details male unemployment at NUTS2 regional level from 2000-2011. From 2000 to 2007, Scottish regions overall experience declining unemployment rates. South Western Scotland, however, sees a rise in male unemployment rate

from 2003-2004 but then reduces thereafter. The largest decline in unemployment rate from 2000-2007 is in North Eastern Scotland, a change of 70% in the unemployment rate. However it should be noted that unemployment in this area started at much higher rate than the rest of the Scottish regions of 9.4% compared to much lower rates of around 6% for the other regions.

Post 2007/08 recession, unemployment rates, as would be expected, rise sharply until levelling in 2010. Male unemployment rises most steeply in South Western Scotland to a peak of 11.5%. Interestingly, this region initially started with low levels of male unemployment on par with rates in Highlands & Islands and North Eastern Scotland at that time. However following the onset of the recession, male unemployment rates in South Western Scotland doubled the level experienced than those two other areas. Unemployment therefore remained fairly low in Highlands & Islands and North Eastern Scotland with highs of 5.1% and 5.9% respectively, which corresponds with rising PPS in those areas following the start of the recession.

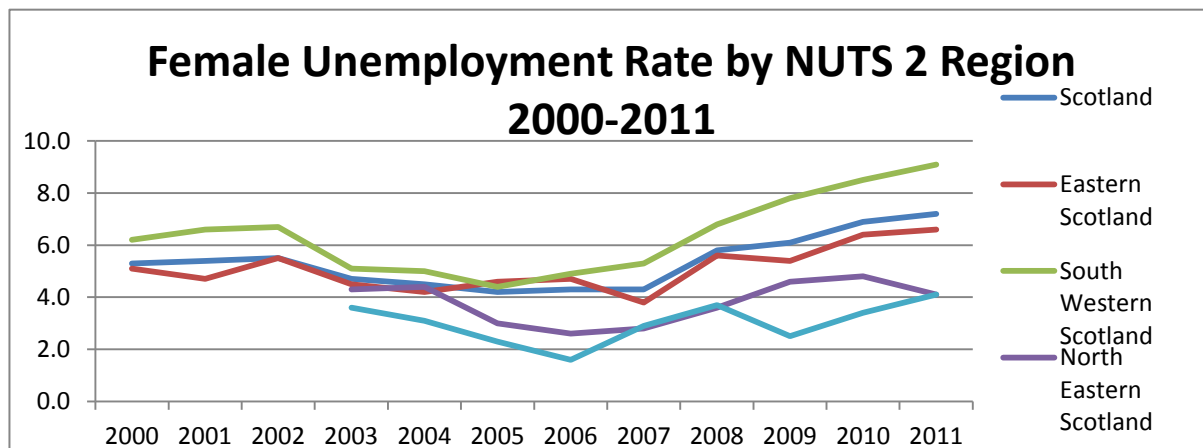
**Figure 13: Male Unemployment Rates by NUTS 2 Region: 2000-2011**



(Source: ONS (2013a))

Female unemployment rates across Scotland follow broadly similar patterns to male unemployment rates. Pre-recession, female unemployment rates are gradually declining, reaching lows of 3-5% then continue to rise from 2007 onwards as a consequence of economic downturn. The largest rise in female unemployment rate is seen in Eastern Scotland, where unemployment rises from 3.8% to 6.6% in 2011, an increase of 74%. Highlands & Islands experiences the smallest rise in female unemployment rates from 2.9% to 4.1%, an increase of 41%. In contrast to male unemployment rates in 2011, which have levelled off, female unemployment rates continue to increase, with the exception of North Eastern Scotland, which again corresponds with rising levels of PPS experienced.

**Figure 14: Female Unemployment Rate by NUTS 2 Region: 2000-2011**



(Source: ONS (2013a))

Long term unemployment is defined as those individuals who have been unemployed for 12 months or more. Table 3 highlights long-term unemployment as a percentage of total unemployment by NUTS 2 regions in Scotland. Across EU, long-term unemployment makes up a much larger proportion of unemployed workforce than in UK and Scotland. Interestingly long-term unemployment is substantially lower across all years in North Eastern Scotland than in any of the other NUTS 2 regions, 70% lower than level in Scotland in 2011. The highest level of long-term unemployment is found in South Western Scotland pre and post 2007/08 recession. These figures are not surprising given post-recession trends of PPS previously mentioned in section 1.

Table 4 details the rate of long-term unemployment by NUTS2 regions across Scotland. EU average of long-term unemployment rate is considerably steeper than UK and across all Scottish regions. Long-term unemployment rate in North Eastern Scotland is significantly lower than all Scottish regions; 8 times lower than the rate in South Western Scotland, the highest in 2000 and 2011.

**Table 4: Long-term Unemployment as a % of total unemployment by Region 2000-2011**

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
EU (27)	46.54	46.49	45.28	46.01	45.31	46.20	45.71	43.05	37.36	33.47	40.10	43.12
UK	26.75	25.28	21.74	21.41	20.5	21.05	22.32	23.76	24.09	24.55	32.68	33.49
Scotland	30.31	26.82	23.69	22.64	20.53	22.54	23.12	21.07	20.86	24.94	32.72	34.00
Eastern Scotland	28.50	27.94	21.44	20.46	16.61	18.01	20.17	22.33	18.58	22.06	26.88	30.66
South Western Scotland	33.90	28.77	29.14	24.41	23.42	26.95	27.73	21.91	22.72	29.00	38.97	39.02
North Eastern Scotland	:	14.32	10.03	15.15	19.78	18.72	6.50	14.87	13.85	13.58	14.00	9.96
Highlands & Islands	:	21.74	12.09	26.32	20.49	20.32	21.64	14.98	27.52	24.99	30.82	35.01

(Source: Eurostat (2012f): Long-term unemployment by NUTS 2 regions (%))

**Table 5: Long-term Unemployment Rate: 2000-2011**

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
EU (27)	4.46	4.15	4.21	4.23	4.21	4.10	3.76	3.07	2.61	2.98	3.84	4.14
UK	1.52	1.27	1.11	1.06	0.96	1.00	1.19	1.25	1.35	1.85	2.54	2.68
Scotland	2.68	1.67	1.52	1.30	1.16	1.20	1.20	1.00	0.97	1.72	2.68	2.69
Eastern Scotland	1.76	1.45	1.25	1.00	0.81	0.91	1.08	1.14	0.89	1.66	2.07	2.23
South Western Scotland	2.91	2.22	2.28	1.69	1.58	1.69	1.60	1.12	1.23	2.14	3.94	3.76
North Eastern Scotland	:	0.52	0.36	0.70	1.02	0.74	0.17	0.50	0.42	0.47	0.49	0.45
Highlands & Islands	:	1.45	0.69	1.47	0.99	0.77	1.02	0.51	0.82	1.48	2.18	2.42

(Source: Eurostat (2012f): Long-term unemployment by NUTS 2 regions (%))

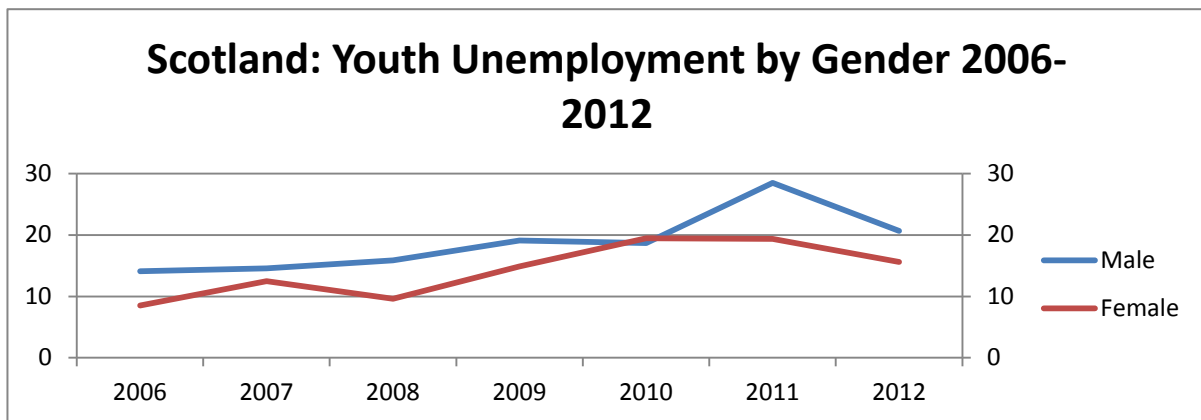
## Youth Unemployment

Youth unemployment is a measure of unemployment of individuals who are aged 16-24 years old. Figure 15 below shows patterns of youth unemployment by gender from 2006 to 2012. Post-recession saw a steeper increase in female youth unemployment rates than their male counterparts, from 9.6% to 19.5% in 2010, an increase of 100%. In contrast male youth unemployment rates only rose by 20% from 2007 to 2010. However 2011 saw male youth unemployment rates peak at 28.5% but have subsequently fallen to 20.7% in 2012, a rise of 47% from 2007 to



current levels. Female youth unemployment rates have also decreased to 15.6% in 2012, but remain 84% higher than they were in 2006.

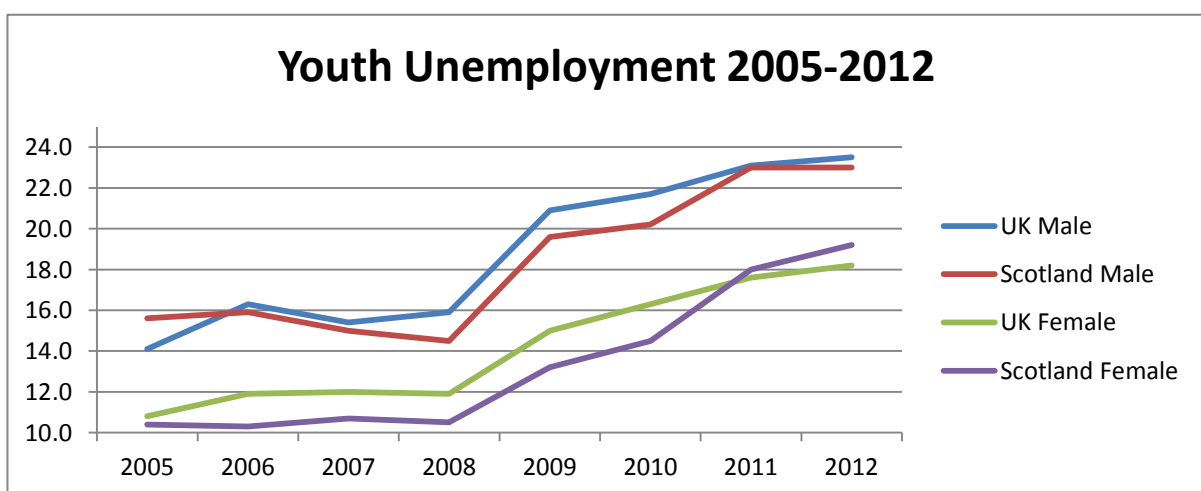
**Figure 15: Scotland: Youth Unemployment by Gender: 2006-2012**



(Source: ONS (2013b))

Figure 16 illustrates since 2007/08 recession, youth unemployment rates have increased across both men and women in Scotland and in UK. Figure shows that youth unemployment rate is higher for UK men than for Scottish men. In contrast, amongst young women, youth unemployment in Scotland is higher than the UK currently (19.2% vs. 18.2%). The increase in female youth unemployment since 2007/08 has been much steeper in Scotland, an increase of 80% compared to 51% increase for UK women. Disturbingly in 2005 youth unemployment amongst women was actually lower in Scotland than for young women in UK, making the increase overall in Scottish female youth unemployment rates much more marked.

**Figure 16: Youth Unemployment by Gender: 2005-2012**



(Source: ONS (2013b))

## 2.8 Summary

- Following the recession in 2007/08, male economic activity rates have taken longer to recover than female economic activity rates.
- Employment rates for men declined at a much faster and deeper rate than female employment rates following the onset of the recession.
- Over the period 2000-2011, male youth employment was higher than female youth employment. Both male and female youth employment typically is highest in North Eastern Scotland and lowest in Highlands & Islands, mirroring patterns in male employment by region.
- Full-time employment has been gradually declining since 2004, with a faster decrease following recession in 2007/08. Conversely, since the start of the recession, part-time employment has been steadily increasing with a greater proportion of men now working part-time due to lack of full-time jobs available within the labour market.
- Prior to the recession, the average rate of underemployment in Scotland was higher than UK. Since the recession, this trend has continued to increase with higher underemployment in Scotland. In comparison to men, women are much more likely to be underemployed than men due to the nature of their employment.
- Unemployment rates for both men and women in Scotland have increased following the onset of the recession.
- Long-term unemployment as a % of total unemployment is higher in Scotland than UK.
- Post-recession saw a steeper increase in female youth unemployment rates than their male counterparts in Scotland. Since 2011, female youth unemployment in Scotland remains higher than in UK whereas male youth unemployment in Scotland is lower than UK.

### **3. Gender Mainstreaming and European Structural Funds**

The EU has actively promoted equality between women and men for a number of years. Indeed, Article 119 of the Treaty of Rome established the principle of equal pay for equal work for women and men. Since then, EU policy has evolved incrementally through various Directives and Action Programmes as the objectives have expanded from equal pay to equal opportunities (Pollack & Hafner-Burton, 2000).

#### **3.1 Gender Mainstreaming**

The current approach is gender mainstreaming; bringing gender equality considerations to mainstream processes. This approach was adopted by the EU in the mid-1990s and became a requirement for European regional policy delivered through the 2000–2006 Structural Funds programme, and continued into the 2007-13. According to the European Commission (EC):

*Gender mainstreaming involves not restricting efforts to promote equality to the implementation of specific measures to help women, but mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situation of men and women (gender perspective). This means systematically examining measures and policies and taking into account such possible effects when defining and implementing them.*

(CEC, 1996, p. 1)

#### **3.2 Gender Mainstreaming and Economic Development**

The adoption of gender mainstreaming implied that it was no longer acceptable to assume that additional resources targeted at stimulating economic development and growth benefited men and women equally. In other words, that the intervention was gender neutral. There is no way of ascertaining the veracity of that assertion other than appraising projects in relation to their gender impact. Therefore, in order to maximise the economic impact of policies designed to stimulate regional development they need to be more 'gender aware.' This is what gender mainstreaming is attempting to achieve by bringing gender equality considerations to the mainstream policy development and delivery process. By building gender equality considerations into the core of policy formulation and decision making, the likely consequences for both men and women can be assessed as an integral and continuing part of those processes. Unintended consequences and/or effects that could undermine or prevent the achievement of stated policy aims for either men or

women can be identified, avoided or monitored from the earliest stages (McKay & Gillespie, 2007). This approach is now central to the EU's policy for equal opportunities and a key feature of its regional policy.

The rationale for pursuing gender mainstreaming via the Structural Funds is as much about promoting economic efficiency as it is about promoting equity.

The integration of equal opportunities into the Structural Funds is not only for reasons of social justice and democracy. The main aim of the Structural Funds to reduce economic and social disparities and to establish the conditions which will assure the long-term development of the regions depends upon the fullest participation of the active population in economic and social life. Failure to overcome the constraints to the equal and full participation of women and men means that the development objectives of growth, competitiveness and employment cannot be fully achieved, and also that the investments made in human resources (e.g. in raising education and qualification levels) are not exploited efficiently (Braithwaite et al., 1999, p. 5).

If the poorer regions are to improve their economic performance then they have to make a more efficient use of the resources available to them, particularly human resources; within the EU, women account for the majority of the labour market that is inactive and the unemployed (Rees, 2000, p. 181). In addition, there was recognition of the need to expand the total number of people of working age in paid employment in order to accommodate the ageing population and the resulting fiscal consequences.

The desire to increase women's participation in the formal labour market was also a key feature of the European Employment Strategy and the subsequent Lisbon agenda (Rubery, 2005). There is a considerable literature on the experience of the Structural Funds in respect of equal opportunities and more recently mainstreaming (see Bendl and Schmidt, 2012; Platenga et al, 2007; Rubery, 2002; Braithwaite et al., 1999).

In Scotland, the Equal Opportunities Commission (EOC) facilitated a working group with various stakeholders responsible for implementing the Structural Funds, including the Scottish Executive. As a result of these discussions, a toolkit for the integration of gender equality considerations into the 2000–2006 programmes in Scotland emerged (Fitzgerald, 1999). If gender mainstreaming was to be considered as more than simply a 'tick-box' exercise then the following five characteristics were identified as being crucial to its successful implementation:

- (1) Sound baseline data about the relative position of women and men across a range of areas.
- (2) Clear target setting and indicators for delivery.
- (3) A comprehensive, responsive and clearly communicated monitoring system.

(4) Ongoing training and capacity building at all levels.

(5) The systematic use of Gender Impact Assessment – an ex-ante method of assessment that utilises a set of questions to identify and respond to the different situations and needs of women and men

(Fitzgerald, 1999, pp. 6–12).

### 3.3 Gender Mainstreaming v Equal Opportunities

Although the Structural Funds Regulations emphasise gender mainstreaming, in Scotland, the decision was taken early on to implement an overall approach that focused on equal opportunities:

*The European Commission gives a particular focus to ‘gender mainstreaming’. The Scottish Structural Fund Programmes follow the spirit of the Treaty, which takes a broader view of equalities which sees gender equality as one of the key strands, with disability, race/ethnicity, sexual orientation and age.* (Scottish Executive, 2005, p. 83)

In the 2007-13 guidance to applicants the Horizontal Theme of Equal Opportunities is defined as follows: “to increase the opportunities within the Programme for all groups and to prioritise and adapt support for groups facing particular disadvantages to participation”.

The guidance to applicants further explained:

“Projects should:

- Describe how you have taken account of, and reflected, the diverse needs of the target group(s) in the development and delivery of your project.
- Describe any particular focus given to one or more of the six key equality strands: (i) gender (ii) ethnic origin (iii) religion or belief (iv) disability (v) age or (vi) sexual orientation.
- Describe any potential barriers to access or participation and state how you intend to overcome these barriers.

*You should not only consider what Equal Opportunities policies, procedures and resources will be in place, but also explain how these will make a positive difference to the project”* (Scottish Government 2007).

Successful gender mainstreaming requires the provision and allocation of adequate resources and a systematic approach to building in gender considerations at every stage of the policy and implementation process. Therefore, to some extent, the targeting of gender mainstreaming is diluted by being included and implemented under the broader category of equal opportunities. In addition, a key part of the application scoring procedure required evidence that all the horizontal themes were being appropriately considered. That meant that as well as being able to exhibit how

the project would contribute to equal opportunities, applicants also had to show how their project would contribute to environmental sustainability and social inclusion

#### **4. Research Findings**

The main aim of this project was to evaluate gender mainstreaming in the 2007-13 Scottish Structural Funds programme and to highlight any lessons in terms of what worked and what did not work which could inform the 2014-20 Scottish Structural Funds programme.

A number of ERDF and ESF projects in both Lowlands and Uplands (LUPS) and Highlands and Islands (H & I) areas were selected for study. A total of 19 projects were initially contacted by Scottish Government for participation and 13 agreed to be interviewed. Projects were selected to provide a cross section of regional areas, public/private/voluntary sector and a mix of ERDF/ESF funding.

The majority of participants who agreed to be interviewed were located within LUPS area (eight), with five from the Highlands & Islands region. In terms of the types of Structural Funds accessed, nine of the projects interviewed were in receipt of ESF funding, compared to four with ERDF funding. Of the 13 projects interviewed; three were from the private sector; seven from the public sector and three from the voluntary sector. Broadly speaking the projects interviewed could be split into two distinct groups. Those projects which had a clear equal opportunities focus, of which there were six (five ESF and one ERDF) and will be referred to as Group 1. The other group of projects which did not have a specific equal opportunities objective, of which there were seven (four ESF and three ERDF) which will be referred to as Group 2.

The interviews were undertaken in order to elicit information about:

- Application procedures understanding of gender mainstreaming.
- What monitoring they had undertaken and what support they had to do so.
- The impacts of the recession, given that some of the projects were established prior to the onset of the great recession.
- The main legacy of these projects in terms of gender mainstreaming and whether they provide a template for the future.
- Recommendations for the 2014 – 2020 funding period

The methodology adopted to gather the qualitative data was face to face interviews with project managers. Interview questions were sent in advance of all interviews to allow projects time to prepare and gather any information necessary.

## **4.1 Application Procedures and Understanding of Gender Mainstreaming:**

### **4.1.1 Application Procedures:**

Projects which had been previously funded in 2000-2006 funding period (seven out of the thirteen participants) were very positive with regards the structure and standardisation of the application form for ESF. In particular those projects (in the main from Group 1) felt that the separate sections on each of the horizontal themes and scoring template worked well. However some issues were raised by two projects from Group 1, who had been in receipt of previous funding in 2000-2006, who felt that the application form now was quite weak in terms of impacting upon horizontal themes in general. They felt that there was no real opportunity to explain in detail what work would be undertaken to tackle the horizontal themes. This lack of opportunity to detail was particularly apparent for larger scale projects. For Group 2 projects however this seemed to be less of an issue.

Several projects within Group 1, who had been in receipt of funding previously in 2000-2006, noted that in comparison with 2000-2006 programming period, in terms of the application form, there has been an improvement and movement away from simply asking "Do you have an Equal Opportunities Policy?" Though there was still a general feeling that even organisations who had stated that they had an Equal Opportunities Policy in place were not really weaving it into their application.

In their application for funding, projects were expected to outline how they would address the horizontal theme of equal opportunities. Projects interviewed were aware of the issue, although understanding of gender mainstreaming and tackling gender issues varied quite dramatically from being fully integrated within their daily activities to complete lack of awareness of gender issues and their implications.

What worked particularly well within the Highlands & Islands area was having no minimum size for a project. This meant that a fairly large number of small projects were able to apply and receive funding. Some organisations, spanning both Groups 1 and 2, are currently running projects in H&I that would never have been considered for LUPS area as they did not reach the minimum size they were looking for. Therefore organisations that had been funded across both LUPS and H&I areas, found that H&I were far more flexible in terms of how the Structural Funds were managed. One organisation within Group 2 commented that LUPS funding was administratively debilitating.

The majority of projects within Group 1 were not quite clear on whether the European Commission (EC) were assuming that everything is mainstreamed now and therefore were not sure where horizontal themes would specifically fit into the new programming period. They commented that the horizontal themes, particularly equal opportunities, had not been as explicit as they were particularly within 2000-



2006 programme. Many had noted there was less of an emphasis on horizontal themes in 2007-2013 period. In contrast in Group 2, despite half of the projects from this group having had experience with the previous funding round, there was no mention of this observation throughout the interviews.

#### **4.1.2 Understanding and Integration of Gender Mainstreaming.**

The research findings showed that overall understanding of gender mainstreaming was varied across all the projects. This ranged from projects that displayed a great depth of understanding of gender issues and proactively embedded these considerations within their daily activities to projects that were completely unaware of gender mainstreaming as a concept and took a more passive approach. This difference of understanding and integration was somewhat obvious when both group's answers were compared. On the whole, Group 1 displayed greater overall understanding of equal opportunities and gender mainstreaming compared to Group 2. Despite the disparity in understanding, all projects interviewed had some form of equal opportunities policy in place.

For those organisations, who demonstrated a greater understanding of gender mainstreaming, "gender equality was core". These projects predominantly came from Group 1. To them gender mainstreaming "underpinned everything given the projects objective". Gender mainstreaming was fundamental to the way they approached their project in terms of types of services they offered: "it's our work, it's what we do", "it forms part of the core of our activities", "because the nature of the project is about equality, it was inevitable that that would form a central part of it". Gender mainstreaming was "considered a fundamental part of everything we do rather than just an add on". As would be expected gender mainstreaming formed a central part of Group 1's overarching thinking whereby "equality then becomes part of that natural thought process." These projects displayed an informed approach to gender mainstreaming and recognised that in order to understand gender mainstreaming, labour market statistics and gathering demographic intelligence was fundamental to identifying where the gaps were. Nonetheless two projects within Group 2 also demonstrated a great depth of understanding and awareness of gender mainstreaming within their daily activities.

Some very positive comments to come from Group 1, which were ESF labour market support schemes, highlighted the opportunity that Structural Funds had provided them with to "raise awareness within our organisation of gender mainstreaming" and "saw ESF as something that could complement what we are being asked to do as an organisation" and offered "more of an opportunity rather than a barrier and something integral in terms of what we wanted to do already with regards mainstreaming". However, one project within Group 2 openly commented that even

though “equality and diversity is a strategic aim for us, cultural understanding and acceptance of gender mainstreaming is pretty low. This project is trying in some ways to break those barriers”.

On the other hand a number of the other projects surveyed were totally unaware of gender mainstreaming as a concept. In the main these tended to be projects within Group 2. For these projects, which were ERDF infrastructure or provided business support services, “gender was not an issue”, or at least they didn’t consider it to be an issue to them. They displayed a passive view of gender mainstreaming; “we don’t have any barriers to participation and access”, providing “equal access and easily accessible to all therefore no gender specific issues”. This was very much the case with private sector projects or those projects that were providing some form of business enterprise and innovation support services. To them businesses were genderless, they viewed gender mainstreaming solely in terms of complying with equal opportunities legislation. Therefore the majority of projects in Group 2, which did not have a gender or equal opportunities objective, saw gender mainstreaming purely as a legal and administrative hurdle.

Some of the projects, within Group 1, with experience in previous funding rounds stated their concerns that horizontal theme of equal opportunities was not as prominent as it had been in 2000-2006 round. Some felt it was becoming eroded. They felt that issues relating to gender had been subsumed within the broader horizontal theme of equal opportunities. This has resulted in what they felt was a lack of direction and less prominence on equalities within the current funding round. Concerns were also raised by Group 1 projects as to whether the horizontal theme of equal opportunities would continue within the 2014-2020 funding round or whether equalities will be subsumed by another theme and become further diluted. Indeed some felt that this was a problem overall with the movement towards mainstreaming in general.

#### **4.1.3 Provision of support & guidance from Scottish Government:**

Projects across both Groups who had been involved with previous rounds of Structural Funds programme commented that in 2000-2006 there had been much more information in terms of horizontal themes, information, best practice examples, workshops, seminars and case studies available to them to draw upon at the application stage. In 2000-06 support from HIPP and ESEP on the horizontal themes at the pre-application was highly rated, particularly from projects within Group 1 and one project from Group 2. They provided good examples of the sort of things that ought to be in the horizontal theme application such as general principles. However Group 1 felt that in the 2007-13 period there was less information and guidance available in relation to the horizontal themes in general and equal opportunities in particular. One project from Group 2 noted that there was not a huge amount of

information in the Scottish Government application guidance document on gender mainstreaming. Although it was highlighted by Group 1 projects that the Scottish Government was effective at getting organisations in contact with each other to learn from how they have done things in the past.

In comparing this current programming period with the previous one, it was felt overall that there had been less work in terms of trying to develop any guidance with regards horizontal themes. It was felt that there was a lack of guidance in the current programme and more explanation about gender mainstreaming was needed. For Group 1 projects, this was less of a problem since they had a more informed understanding of gender mainstreaming; therefore they had little need for provision of information or guidance from Scottish Government. They drew on their own experience to guide their application and used organisational equality toolkits to inform the application section. In fact two of the projects interviewed pointed out that their application on equal opportunities was regarded as an exemplar by the Scottish Government and Highlands & Islands Partnership Programme for others to follow. However for Group 2 projects this was an issue especially those projects which had no previous experience of accessing Structural Funds.

## **4.2 Access and Monitoring**

### **4.2.1 Difference in terms of number, and ways, men and women have accessed the project?**

ERDF projects currently have no requirement to provide gender disaggregated statistics within their funding. Those projects interviewed, mostly from Group 2, who provided business support did not monitor usage by gender. Organisations are “genderless”, therefore they felt it difficult to gather and record such information. These five projects did not view it as their role to do anything about the gender split of usage; “it was open and inclusive to all”.

Some of the ESF funded projects, the majority of whom were from Group 1, were able to provide detailed gender breakdowns of the beneficiaries accessing their services. In the main, the services which ESF projects offered tended to be predominantly male dominated; “there has always been significantly more men that have accessed our services.” For all of Group 1, and a few in Group 2, the majority reported an awareness of the stark difference in gender split of beneficiaries. Generally speaking comments highlighted little, or no movement over time in gender breakdown of participants, it had been “more or less the same”, “no significant shift”, “not as much movement in gender split as initially had hoped”, “may be that it takes time to change”.

Acknowledging the fact that participants tended to be overwhelmingly male, several projects within Group 1 and one within Group 2, had made efforts to try to alter male/female participation levels. One way in which this was attempted was through better marketing and advertising of the project. One project in Group 2 noted that they were “seeing more women, a lot of that was down to the marketing of the project”.

However there were some difficulties in setting up male or female dominated events. Many had initially thought that female only events would be hugely successful in increasing the number of female participants. However they proved to be very challenging, with some completely failing to attract the target audience. “Running events targeted at either males or females was a difficult balancing act”. “Key was trying to achieve a critical mass of women at these types of events so that would encourage more women to attend.” What proved successful for some projects, within Group 1, was providing events with female mentors or ambassadors and pitching the event to both male and female audiences and being much more inclusive of both sexes rather than focusing purely on female only or male only participants.

It was not normal to record information about the ways men and women had accessed the projects services. Anecdotally projects indicated that there was no real difference noted in terms of the way in which men and women accessed their services. Although there was evidence to suggest that there were differences in the types of services accessed by men and women. For example one project in Group 1 indicated that services such as complementary therapy and counselling tended to be used more by women and that women tended to use their services mainly for community purposes and men used their services for business support.

#### **4.2.2 Targets set for monitoring and evaluating project in terms of number and men and women who have accessed/benefitted from the project.**

There were a number of projects which did not set targets or report on monitoring data in terms of men and women accessing their services. These projects largely fell into Group 2. There is currently no requirement within ERDF funding to report such information.

In previous rounds of the Structural Funds programme, there were a lot of indicators addressing equal opportunities and social inclusion. In an effort to promote simplification, these indicators have now been stripped out of the programme. Therein lies a distinct difference between this and the previous funding period. In the past projects were expected to monitor gender breakdown. The move towards simplification has resulted in no core gender statistics being collected.

A few projects, within Group 2, were of the opinion that targets were not entirely helpful. Too many measures start to become counter-productive. It can become too bureaucratic and restrictive. On the other hand the projects in Group 1 argued that no targets at all can be a disaster, so it is about getting the balance right. Generally projects within Group 1 who had a better understanding of gender mainstreaming were pro-active in gathering statistics. This allowed them to have a better awareness of the impact of their project.

In terms of participant registers for projects, a handful of projects noted resistance of individuals to fill in forms and provide information. There were issues about data sensitivity that was proving a challenge to them. In effect, projects asserted that they had supported a lot more beneficiaries than they had been able to claim for due to resistance to fill in forms.

Surprisingly it was noted that projects were failing to act on information within evaluation form in terms of gender breakdown. There were also no figures by gender gathered even where projects were dealing with industries / sectors which were heavily dominated by one gender.

#### **4.2.3 Guidance provided on processes for monitoring gender mainstreaming**

There was no guidance provided from Scottish Government in terms of processes for monitoring equal opportunities, other than national rules which outline what costs are eligible to be claimed for within the Structural Funds programme. Many projects, from Group 1 and a couple from Group 2, noted that it would be useful to have some practical advice and draw on experience from other organisations and have the opportunity to share best practice.

#### **4.2.4 Evaluation of gender mainstreaming**

Audit and compliance burden on projects was felt to have been particularly onerous during the current programming period for projects spanning both groups. Group 1 felt that it was hugely resource intensive and they did not have as much time to concentrate on other aspects such as the horizontal themes. Claims processes for drawing down funds therefore detracted a significant amount of the projects time and attention from tackling the horizontal theme of equal opportunities.

Projects across both Groups reported concerns that a “great deal of administration has been involved in the evaluation” of the projects. Some projects had to employ specific finance officers to deal with audit reporting. If this was fairly new to an organisation, they found it to be particularly arduous: “good audit reports require a great deal of time and resources”.

The majority of projects within Group 1 noted that the current claim forms submitted to the Scottish Government were not extensive in terms of the information projects were required to report on. It did not allow for the details of what was being done at project level on tackling the horizontal themes, or gender issues. Article 60B monitoring visits, which were mid-term evaluations, provided a good point for projects to take stock on what they could do in the next 18 months. It also provided them with the opportunity to show the managing authority what they had done to address horizontal themes and what they were going to do in the future.

### **4.3 Impact of the Recession**

#### **4.3.1. Noticeable impact on the project**

Prior to the recession, match funding levels from public sector partners were much higher and projects across both Groups reported that it was much easier to find a suitable match, either within the public, private or voluntary sector.

Following the onset of the recession in 2007/08 and the resulting public sector funding cuts, availability of match funding proved restrictive to a large number of projects within Group 1. They reported that it was “more and more difficult to get public funding”. One organisation within Group 1 took a hit financially within their organisational budget to ensure that the project continued in the longer term.

Larger public sector partners interviewed noted that most of what they had been aware of the impacts of the recession had been anecdotal. “Most of what we’ve seen was just slippage. Projects were still committed to providing the match funding, it was just taking them longer to get the money”. As a result of difficulty in securing match funding and smaller amounts of public funding available, public sector partners lowered intervention rates to ensure the longevity and continuity of existing projects and matches. This active response was greatly commended from projects that had benefitted from this action.

Some of the projects, across both Groups, involved with providing support for individuals to find employment opportunities noted a direct impact from the recession. They experienced huge difficulties securing placements for beneficiaries and employment opportunities within organisations.

For Group 2, the changing economic climate provided challenges for those projects which were looking for businesses, particularly small and medium sized enterprises (SME), to invest in innovation, competitiveness and business start ups.

Projects from both Groups noted that engagement with the private sector was also more challenging following the recession.

In response to public sector funding cuts, the civil service were also being asked to reduce their workforce. This had a negative impact on the administrative and support side for a small number of the projects and increased the burden on existing staff.

#### **4.3.2 Difference in type of people accessing services since start of recession**

There was a recognition across all projects, in both Groups, interviewed that demand for their services had increased as a result of the recession. In most cases it was reported that demand had exceeded well beyond what they had initially anticipated at the outset of the project. One organisation, within Group 2, noted that “recession has made people think about employment and employability”. Every project interviewed observed that there had been a significant increase in the number of requests since the start of recession.

For those providing employment opportunities and employability support projects, across both Groups, there was an observation that the type of people accessing their services was changing. There were a higher number of graduates approaching them for support, who had been unsuccessful in finding employment. “Graduates who had previously never accessed our services were now being referred to us by the Job Centre.”

The economic climate also pushed some of the projects to think tactically about how they delivered their services to enable them to reach a larger amount of people. “We could take elements of the face to face workshops and deliver it online”.

#### **4.4 Legacy of the Projects in terms of Gender Mainstreaming**

##### **4.4.1 Will project continue in future rounds?**

There was a mix of feeling as to whether projects would pursue funding within the 2014-2020 programming period across both Groups. Four projects felt that at this stage they would not be pursuing funding in 2014-2020 programming period. Two of the projects, who would not be pursuing future funding, had been in receipt of ERDF funding for discrete building projects. For the remaining two projects, who expressed doubts about applying in the future, they noted that after having attended a few Structural Funds events, they still felt there were lots of questions about whether they wanted to commit to the administration of the project and how much would be eligible. These two projects, from Group 1, were considered to be exemplar projects in their understanding and application of gender mainstreaming throughout all of their services and core activities.

#### **4.4.2 Has consideration of gender issues been incorporated within other work you do as an organisation?**

For the most part projects within both Groups were very positive in response to this particular question. Projects, particularly within Group 1, stated that as a result of work within the project they had been involved in, they had been “able to inform our organisation on the wider work, whether it’s been around other activities”; “it is being embedded within our other work”; “we are learning so much from the projects”. It is very encouraging in the sense that information and awareness is therefore beginning to move around the organisation. Two projects from Group 2 observed that they are beginning to influence organisations within which they are situated. “Gender issues are now at a senior management level and we are now looking at how they can improve our own internal policies.”

Group 1 projects felt that there was a real commitment across their organisation and awareness of all of these issues and were “keen to ensure that gender mainstreaming is given a high priority across work they do as an organisation”.

However despite the encouraging rhetoric from both Groups, projects from Group 2 were largely unable to provide practical examples of how consideration of gender issues had been incorporated within other work they did as an organisation. Group 1 projects on the other hand provided a wealth of practical examples of their awareness raising activity through workshops, providing case studies and running focus groups.

#### **4.4.3 What worked/didn’t work within project?**

What worked well for projects across both Groups was the opportunity to use ESF funding to build and develop capacity for their own organisations. Money has been used to serve far more than its original objectives it has forced some organisations to look at their own internal activities.

Possibly what has not worked so well is the fact that gender mainstreaming and tackling gender issues is not something that has been particularly high on the agenda for many organisations within Group 2. Work was still required to ensure that projects without an equal opportunities focus develop a better understanding and appreciation of gender mainstreaming.



#### **4.4.4 What would you do differently in relation to gender mainstreaming in next funding round?**

Going forward into 2014-2020 programme, concerns were raised from a number of projects within Group 1 about whether there would continue to be a horizontal theme on equal opportunities and how that would actually transpire with the combination of Structural Funds (ESF and ERDF) with Rural Development Fund and Fisheries Funds. They felt there was a lack of clarity about where equal opportunities would stand within the next round of funding and that there was a real danger that the equality strand would disappear. For those projects involved in both 2000-2006 and 2007-2013 period, comments were raised that application and monitoring of the horizontal themes seemed secondary to everything else within the programme.

Some projects, within Group 1, would like to see a programme set up which allows the development of projects which tackles poverty, social inclusion and gender equality.

There was also recognition that changing organisational culture is essential if gender mainstreaming is to become a reality. There was also an awareness of the need to work with other organisations when tackling gender issues. This could be done through awareness raising or running equality workshops. The majority of projects within Group 1 were already actively organising awareness raising workshops whereas projects within Group 2, with the exception of one, were relatively passive in terms of preparing and running workshops.

In terms of the availability of pre-application advice, many from both Groups felt that this was absolutely invaluable. The provision of workshops in 2000-2006 period, and to some extent in the current funding round, encouraged potential applicants to have those discussions in advance of final application deadlines.

Group 1 also raised some concerns regarding lead delivery partnerships. One of the projects, from Group 1, had been part of the advisory committee in Highlands & Islands in 2000-2006 period. Many of the funding applications that they looked over had to be returned based on information written up within the horizontal theme section. Their concern then was that these organisations will, in the future round, be lead partners and will in essence be deciding who will get the money they have been awarded by Structural Funds and who they will then work with. It will therefore be harder for smaller voluntary organisations to find their place within the hierarchy of the funding process if they are consigned to becoming delivery agents. Voluntary organisations may seriously consider the viability of applying and securing a match funder, which will result in a real danger of loss of best practice within the Structural Funds programme with regards the horizontal themes as many of the smaller voluntary organisations tend to have equal opportunities focus.

## 4.5 Summary of Research Findings

The research findings are based upon a relatively small sample of the projects funded under the 2007-13 Scottish Structural Funds Programmes. Nonetheless certain conclusions can be drawn based upon the interviews.

- For projects without a specific equal opportunities focus there is a lack of understanding about the concept of gender mainstreaming. In addition those projects which did have an equal opportunities objective felt that the move to mainstreaming had downgraded the importance of gender equality issues compared to the 2000-06 funding period.
- There was a consensus across both groups that the level of support and information available to projects to ensure that they took cognisance of the equal opportunities agenda was significantly less than that available in the 2000-2006 funding period.
- There was a lack of systematic gathering of data, which would enable a gender analysis of the impact of projects. Consequently there was no real evaluation of the impact of gender mainstreaming.
- The recession had an impact on projects both in terms of increasing the difficulty of attracting matched funding as well as increasing demand for those projects with an employability dimension.
- In terms of legacy there were concerns from the equal opportunities focussed projects that this objective would be further downgraded in the 2014-2020 funding period. Though on the positive side there was some evidence to suggest that there was some spill over from the funded project to the organisation as a whole in relation to gender mainstreaming.

## **5. Recommendations**

### **1. Resources need to be committed to providing leadership and oversight of horizontal themes, in particular gender issues.**

This should be built into every single part of what the Scottish Government is doing, whether it's appraisals, monitoring or evaluation. Leadership from previous programming period to this current round has not been as prominent. Leadership should therefore take a top down approach. The Programme Monitoring Committee (PMC) should have a representative who is an expert on equalities. The European Commission in the latter part of the 2007-2014 programming period has focused a significant amount of resources towards tackling youth employment, in addition the Scottish Government are also committed to tackling youth employment. The gender balance issues within youth employment/unemployment (see Section 2) highlight the need for an individual who is a gender equality expert to be well positioned within the PMC.

### **2. Clearer guidance is required on what is involved in gender mainstreaming.**

In the research many projects welcomed the idea of having practical examples, either through case studies online or within the application guidance document. Practical guidance on what projects need to think about for the horizontal theme section i.e. this is what we mean, have you thought about this? A movement beyond a document which is legally or compliance focused to focusing on quality, performance, culture change, mainstreaming and generally providing the impetus for people to actively think about gender mainstreaming and how they might approach these issues.

### **3. The establishment of an Equality Forum.**

In relation to provision of clearer guidance, an Equality Forum, with a strong gender equality focus, would form a proactive approach to tackling the horizontal themes and in particular gender mainstreaming. An Equality Forum would constitute representatives from Scottish Parliament, Equality Unity, Equality and Human Rights Commission (EHRC), Equal Opportunities Committee and other relevant stakeholders. This had worked well in previous programmes in providing the opportunity for people to access the experts who could give more practical advice. This process would then allow the opportunity at pre-application stage to build in equal opportunities at an early stage of a project in a much more positive way rather than further down the line.

#### **4. Gender disaggregated indicators**

Much more proactive work needs to be done in terms of encouraging projects to gather this data. From the findings it was clear that projects who gathered data and tracked progress were much more successful overall in terms of getting people engaged with the horizontal theme. Having fuller demographic information of beneficiaries would allow projects to set a baseline and then monitor engagement from men and women. Good intelligence about your workforce, customers, environment and demographic breakdown is essential to identify where the gaps are. In the main projects funded through ESF were better at gathering this information. With regards ERDF where funding goes towards support for infrastructure and support for business enterprises there is not the same focus in terms of gathering gender disaggregated data. This should be consistent across both ESF and ERDF.

#### **5. Horizontal theme of Equal Opportunities to be more prominent within 2014-2020 programming period.**

Uncertainty was expressed by projects as to where equal opportunities will fit within the 2014-20 programme. Evidence from the research findings highlight the diminishing focus on equal opportunities, or more specifically gender issues from the previous programming period.

#### **6. Role of appraisal within Scottish Structural Funds Programme.**

Currently any issues regarding each of the horizontal themes are picked up through the gateway questions in the application form. Where projects score really poorly on any of the horizontal themes, their application does not proceed any further. All funded projects within the current funding period are normally evaluated at the midpoint of their projects lifespan through Article 60b visits. These projects may have scored reasonably well in the section on horizontal themes in the application form but there is very little follow up with them from the managing authority. Given the equality infrastructure currently in place in Scotland via the Public Sector Equality Duty, it is reasonable to suggest that projects who are not specific about what they plan to do to tackle each of the horizontal themes will not be funded. If it is not clear from the outset then it becomes harder for them to change their thinking and practice when it is picked up midway through a project. So there is a need for a more robust appraisal of projects to ensure the equal opportunities objectives are met.

## **7. Longer development phase with individual projects**

Upon reflection, and through discussions with Scottish Government representatives and individual projects, it would be beneficial to have a longer period between the 1<sup>st</sup> and 2<sup>nd</sup> Stage applications, from when projects submit their initial application for funding. It had been noted that the intervening period between Stage 1 and Stage 2 was as little as 5-6 weeks. It was at this stage that projects highlighted that it would be useful to be put into contact, or meet, with other existing projects. They felt that this would provide them with the opportunity to disseminate best practice in terms of application of horizontal themes and make linkages/connections with other projects to learn from each other. A longer intervening period would also allow time for the projects to be proactive and ensure that gender issues and issues relating to the horizontal themes could be embedded within their processes at the outset.

## **8. Awareness raising workshops on gender mainstreaming during pre-application stage**

In conjunction with recommendation 7 and also with the support of the Equality Forum, there should be more awareness raising workshops at pre-application stage. This would allow individual projects the opportunity to meet with other successful equal opportunity focused projects to share best practice. It would also provide the opportunity for projects to meet with representatives from the Equality Forum and also previously funded projects to ask practical advice on the specifics about how they overcame the challenges and complied with equality legislation and the Public Sector Equality Duties (PSED).

## **9. Specific funding for gender mainstreaming projects**

Having identifiable funding for addressing imbalance in the labour market will focus attention on this issue. Continuing to fund projects with a strong equal opportunities focus could ensure the legacy of horizontal theme of equal opportunities within the programme. It would also ensure the prominence of horizontal theme of equal opportunity into 2014-2020 period. These projects could then be used to support existing projects in the development phase or to provide mentoring for new projects.

## **10. Equality Champions**

Individuals within advisory groups or within programme managing authority or strategic delivery partners to have direct responsibility for monitoring equalities in general.

## **11. Article 60B visits**

Examples of good practice are most often picked up within these monitoring visits. Article 60B visits normally take place at the midpoint of a projects life span. It is at this stage that application of the horizontal themes is checked. Projects welcomed the opportunity to share additional information with the managing authority. However one difference noted in comparison with 2000-2006 programme period was that the application of horizontal theme was picked up much quicker within the quarterly monitoring forms that projects used to claim their money. Currently it is only picked up within project evaluation visits. A way of improving effectiveness could be to have these visits initiated at a much earlier point within the funding period. Alternatively the Scottish Government could appoint external evaluators with a specific remit to monitor and evaluate projects with regards to equal opportunities.

## **12.The establishment of equal opportunities Action Plans for Strategic Delivery Partnerships**

Such action plans would set out clearly what organisations will do within their role as Lead Partners. It should be a dual approach with a combination of awareness raising and positive action in promoting equal opportunities

## **13.Projects should make better use of legal framework**

A legalistic framework is already in place with regards the Public Sector Equality Duties (PSED). Projects are very aware of compliance with regards gender mainstreaming although none of them actually applied the Public Sector Equality Duty (PSED).

## **14.Binary option restrictive for gender**

One project in particular raised concerns with the restrictive use of a binary option for male/female on beneficiary forms. A spectrum of gender exists and issues of gender identify and issues of transgender are an important as part of that.

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## Appendix 1: Participating Project Descriptors

### Lowlands & Uplands Scotland European Social Fund Programme 2007-2013

#### Priority 1 – Progressing Into Employment

Women Onto Work	Women Onto Work	01 Jan 2008	31 Dec 2011	£465,034
<b>Project Description:</b>				
<p>Women Onto Work (WOW) will provide a comprehensive 2 year package of training courses combining career development, personal development with full careers guidance, including aftercare guidance. The courses last between 12 and 20 weeks with tailored support, guidance follow-on group and specialist support lasting for up to 2 years in total. Service is targeted at women with high support needs and multiple barriers. The courses and guidance services will raise self-esteem and employability and provide routes out of poverty and into employment for 372 of Edinburgh’s most vulnerable excluded women. WOW work with women aged over 21 who have been unemployed for 6 months+ and will also provide a dedicated service each year for young women in the NEET group (care leavers and homeless) aged 16 - 19 years.</p> <p>Comprehensive, long term guidance services, including a range of citywide guidance events for women, community based group guidance and 1:1 tailored support will also ensure that women will sustain their motivation, reaching agreed goals and accessing other training or education they require on their road to sustainable employment. Wrap-around childcare will be provided and women will be supported to access on-going childcare options as they move forward into employment.</p> <p>Services target women experiencing multiple disadvantages and with few or no qualifications. Aside from low self-esteem and confidence and lack of information regarding training, education and employment, the following illustrates the multiple nature and complex range of issues and barriers facing WOW Trainees: - poverty, lone parenthood, lack of suitable childcare, mental ill health, literacy and numeracy difficulties, debt/money problems, drug and/or alcohol misuse, ethnicity and racism, offending, disability and isolation. Dedicated services will be provided for women from black and minority ethnic communities each year; for women with mental ill-health in year 1; for women with issues around violence and abuse including sexual violence in year 2 and in year 3, for women with drug/alcohol issues. These will be undertaken in full partnership with specialist agencies. These partnerships have been developed through excellent action agencies. WOW will provide an</p>				

integrated package of training, guidance and support tailored to meet individual needs of beneficiaries with the expertise and resources of the working partners.

## Priority 2 – Progressing Through Employment

Men Care Too	Kibble Education and Care	01 Apr 2008	31 Mar 2011	£439,735
<p><b>Project Description:</b></p> <p>The main objective of Men Care 2 is to promote the recruitment of men into the female dominated child and youth care sector through a programme of intensive awareness-raising of career opportunities within the care sector for men, supported vocational training, work experience and career guidance.</p> <p>Participants will be recruited to the project over 3 years and will consist of two groups:</p> <ul style="list-style-type: none"> <li>- those with no experience and a lack of skills necessary for the sector, and</li> <li>- those with basic levels of care qualifications for progression on to HNC level training</li> </ul> <p>These two groups will share willingness, commitment and motivation to either enter or progress within the care sector but are likely to lack the necessary personal, social and technical skills and vocational qualifications necessary to enter this field and secure sustainable employment. All participants will currently be in employment within low-skilled / low-paid jobs and will require additional qualifications and experience to assist their career progression. As this project is focused on addressing the gender segregation prevalent within the care sector, the majority of participants will be male; however, in order that the project does not breach equal opportunities legislation it is expected that 12% of beneficiaries will be women. The women recruited to the project are also expected to face similar barriers to participation, i.e. lack of skills / experience, and we anticipate many will be "returners" to work therefore requiring tailored support. The project will provide training and work experience on a 50:50 ratio. Participants will work towards the combined HNC and SVQ 3 in Caring for Children and Young People while also working one shift per week in a supported work placement with a local social care employer.</p> <p>In addition, a large number of men will benefit from an awareness-raising programme to inform them of career opportunities, how to access relevant training, how to participate in work experience, how to develop and sell their existing skills and how to progress a career in the care industry. This programme will highlight</p>				

the need for more males to work within the sector. Any potential participants for the project will first take part in a work taster programme to give them an idea of the work ahead and ensure that their expectation matches reality; this will also give Kibble an opportunity to assess candidates' suitability.

<b>Scottish Resource Centre for Women in SET</b>	<b>Edinburgh Napier University</b>	<b>01 Apr 2009</b>	<b>31 Oct 2011</b>	<b>£216,761</b>
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**Project Description:**

The Scottish Resource Centre for Women in Science Engineering and Technology is based at Edinburgh Napier University and was supported by an ESF grant for thirty months from 1<sup>st</sup> April 2009. The project sets out to create sustainable change for the participation of women in Science, Engineering and Technology (SET) sectors in Scotland by working with women, employers and apprentices:

- Supporting women with SET qualifications to return progress and succeed in SET careers. The project offers career planning and development workshops, individual career guidance, leadership courses, mentoring training, mentoring networks and self-employment sessions.
  - Working with employers in SET sectors to change employment practices and workplace culture to support gender equality. The project has shared best practice on gender equality, conducted surveys and focus groups with employees, developed and supported women's networks and mentoring schemes.
  - Provide equality and diversity training for apprentices and students to change workplace culture. The project worked with ConstructionSkills to deliver training to apprentices in the construction sector while attending Further Education Colleges.
- ESF grant funding has enabled the project to be increased in scale allowing significant targets to be achieved in Scotland. The grant has ensured a wider reach as a higher volume of women and employers have benefited, contributing to sustainability as a greater proportion of the SET sector is more gender aware and women are better placed to make positive career choices.

Further to the beneficiaries the grant has allowed the project to dramatically increase the profile of the issues related to occupational segregation in the SET labour market with Scottish policy makers in Government and Parliament. The project was presented to the Scottish Parliament Cross Party Group on Science and Technology in Jan 2011, discussed in the 'Science in the Parliament' Debate (Dec 2010) and the Project Manager was called to give evidence to the Scottish Parliament Equal Opportunities Committee session on Women's Employment in Feb 2012.

**Lowlands & Uplands Scotland European Regional Development Fund  
Programme 2007-2013**

**Priority 1 – Research and Innovation**

<b>Business &amp; Technology Hub</b>	<b>Edinburgh Napier University</b>	<b>01 Nov 2010</b>	<b>31 Oct 2013</b>	<b>£996,984</b>
<b>Project Description:</b>				
<p>The Business and Technology Hub will build on the R&amp;KT excellence of Edinburgh Napier, Queen Margaret and St Andrew’s Universities to support SMEs in the process of innovation and exploitation of market opportunities leading to company growth and wealth creation essential for the development of a strong and vibrant Scottish economy. This is a unique joint activity that will focus on provision of a two phased approach to KT activities –</p> <ol style="list-style-type: none"> <li>1. Awareness raising and lead generation</li> <li>2. Dedicated client support. Through effective outreach and sharing of key skills and strengths, this unique team will enable a holistic approach to the interpretation and provision of HEI expertise to SMEs, thus leading to longer term partnerships and more effective transfer of knowledge and applied research into new products and processes.</li> </ol> <p>Previous KT experience has shown that demand has been slow to develop due to information deficiencies. Over the previous 3 yrs there has been an increase in demand by SMEs and as increases it is vital to provide dedicated account management for SMEs in order to ensure effect translation of leads into new projects and ultimately new innovative products, processes and services – a key market failure for other projects. Industry – especially the SME base – often finds it difficult to procure services from the HEI – they are perceived as expensive. The use of SFC Innovation Vouchers and project specific Innovation Fund to pump prime new relationships will be critical to developing higher level RTD partnerships. The objectives of the project are:</p> <ul style="list-style-type: none"> <li>* Improve the competitiveness of the East Central Scotland enterprise base through increased innovation by enabling a fuller use of its RTD base</li> <li>* To facilitate increased demand of Scottish SMEs in the commercial application of knowledge and applied research</li> <li>* Support the implementation of industry-supported research, KT practice structures across the HEIs</li> </ul> <p>The activities will include a collaborative approach to:</p> <ul style="list-style-type: none"> <li>· Developing an efficient gateway to provide all the knowledge needs of business.</li> <li>* Build awareness of the benefits of collaboration with HEI and stimulate demand</li> </ul>				

\* Support key academics in recognising the opportunities for exploitation of applied research.

\* Building and maintaining HEI-SME networks regarding RTD

\* Creating and maintaining a centralised pooled resource detailing the available activity, information and expertise relating to HEI

\* Monitoring knowledge gaps within sectors and highlighting them as RTD priorities

<b>ProspeKT</b>	<b>University of Edinburgh</b>	<b>1 April 2008</b>	<b>30 June 2011</b>	
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**Project Description:**

Prospekt is a joint partnership between the University of Edinburgh and Scottish Enterprise, was established in July 2006 to help commercialise research being carried out by the University of Edinburgh’s School of Informatics. The Prospekt programme has helped stimulate those ideas into new businesses or to licence those ideas into existing Scottish-based growth businesses to increase productivity and improve performance.

This project provides:

- a dedicated commercialisation team to pro-actively engage with industry;
- refurbished accommodation providing 1,800m2 of commercialisation facilities hosting the above team, and a floor dedicated to industry collaboration;
- programmes and activities to encourage entrepreneurship and resultant company formation;
- international promotion of the School of Informatics to affirm the message that Scotland is a great place to study, work and live.

As the Prospekt project progresses, they identified an issue of a shortage of female scientists engaged in commercialisation of informatics research, and developed a range of activity, including targeted events such as the two day conference “*New Approaches to Leadership for Aspiring Women Entrepreneurs*”. The project recognises that its media should appeal to younger audiences, and used Twitter, Linked-In and Facebook social networks to encourage debate and discussion, highlight what

support sessions are available and signposting to further information. The project also links in to the Scottish ‘Girl Geeks’ network who organise weekend workshops, seminars and social events with the aim of increasing the involvement of women in SET and in commercialisation of research projects.

The project’s online groups also signpost interested women to t to *The Next Women*, the women’s business internet magazine. The project’s website also provided information on forthcoming events which may be of interest to female scientists.

<b>Supporting Innovation in Lowland and Upland Scotland</b>	<b>Scottish Enterprise</b>	<b>01 Apr 2008</b>	<b>05 Aug 2011</b>	<b>£5,903,474</b>
<b>Project Description:</b>				
<p>This project encompasses Scottish Enterprise (SE) activity as a Strategic Delivery Body (SDB) under ERDF Priority 1. The geographical scope of the project will be the SE area, although specific initiatives have been included which target geographical areas and sectors (see below). The project will address market failure with regard to low levels of innovation within Scotland. (BERD in Scotland is currently 0.59% of GDP compared to an EU figure of 1.12% and 2.92% for the leading EU nations). It will address Objective 1 of the Programme – to improve the competitiveness of the enterprise base through increased innovation, through the following objectives:</p> <ul style="list-style-type: none"> <li>• Stimulating demand for innovation by ensuring that companies are aware of the benefits</li> <li>• Extending the culture of innovation by addressing the concerns of businesses e.g. risk, cost, time, route to Market</li> <li>• Building capacity to innovate and develop new products, processes and services <ul style="list-style-type: none"> <li>• Providing advice and grant support to SMEs to assist with implementation of innovation</li> </ul> </li> <li>• Providing a coordinated approach to innovation in key sectors</li> <li>• Addressing structural issues in the Scottish innovation system and developing policy and practice, through strategic research and pilot action projects</li> </ul> <p>The project will deliver a coordinated programme of innovation support, designed to address weaknesses in the innovation system at a number of levels, and achieve a step change in terms of outputs, results and impacts. EU grant support is required to allow SE to significantly increase activity in the delivery of innovation products, widen geographical and company targeting and undertake a number of additional sectoral / geographical initiatives.</p> <p>The SDB programme will initially comprising the following elements:</p> <ul style="list-style-type: none"> <li>• WINNING THROUGH INNOVATION. Awareness raising seminars and workshops for enterprises, highlighting the need for and benefits of innovation.</li> <li>• INNOVATION SUPPORT. An increase in the resources available through SE to support innovation projects, under the SE Innovation Intervention Framework. These products will provide grant support for consultancy and project implementation, including capacity building and converting ideas into products, services or process improvements.</li> </ul>				

- **SECTORAL INITIATIVES**, supporting innovation in priority industry sectors e.g. Wellness and Health Innovation Project (WHIP), T-Tom focusing on Innovation support in Scotland's optoelectronics industry and Digital media focusing on innovation in Scotland's flourishing digital media sector: other sectoral programmes may be developed through the three year operating period.
- **EDGE Encouraging Dynamic Global Entrepreneurs**. This is an innovative programme which aims to enhance growth and innovation in Scottish businesses.
- **AREA INITIATIVES** e.g. South of Scotland Innovation System Initiative, developing the innovation system and aiming to address identified weaknesses in specific areas.

## Highlands & Islands Scotland European Social Fund Programme 2007-2013

### Priority 2 – Investing In The Workforce

Highlands & Islands Equality Forum	Scottish Council for Voluntary Organisations	01 Jan 2008	31 Mar 2009	£65,740
<p><b>Project Description:</b></p>				
<p>The Highlands &amp; Islands Equality Forum (HIEF) is a partnership based project aimed at increasing the awareness levels of equality and diversity issues in the Highlands &amp; Islands. Through the delivery of training, providing one to one advice and up to date legislative information the HIEF directly contributes to a more informed, vibrant and inclusive labour market. In order to achieve its aims in 2008 HIEF has 6 key activities:</p> <p><u>Training</u>: HIEF will deliver 5 Awareness Raising Roadshow events. In 2008 HIEF will work with UHI and the Scottish Government to accredit three of its training modules. These will also be made available online.</p> <p><u>Research</u>: We will work with our partner UHI Policy Web to identify and support relevant equalities research to inform our project's work and the understanding of those in our region.</p> <p><u>Strategic Work</u>: As well as keeping people informed of changing policy, we will ensure that new policy takes account of their issues by carrying collective views into local, regional and national strategic work groups. These views are gathered from over 1200 HIEF members. We will explore growing British and European networks to facilitate a mutual sharing of good practice.</p> <p><u>Events</u>: We will hold two or more high profile events to raise awareness of key and current issues. We anticipate working with the new CEHR on this.</p> <p><u>Communication and Information Technology</u>: We will enhance our website to create more of a market place which will include equality tools and resources such as training modules, information updates, toolkits, e-learning and examples of good practice.</p> <p><u>Research Report</u>: In 2008 HIEF will undergo a research report in order to inform the future direction and objectives of the project. The research report will take into account the changing landscape politically and in particular the creation of a new skills agency in the Highlands &amp; Islands.</p> <p>Good practice will be disseminated at training, events, through Forum news, e-bulletins, reports and on the website. We will explore best practice by visiting other equalities projects and agencies.</p> <p>The project will provide 5 roadshows, 2 high profile events, 3 accredited training modules, 12 e-bulletins, online resources and toolkits, consultations and contribute and influence policy.</p>				



<b>Highlands and Islands Equality Forum</b>	<b>Scottish Council for Voluntary Organisations</b>	<b>01 Apr 2009</b>	<b>31 Dec 2014</b>	<b>£357,840</b>
<b>Project Description:</b>				
<p>The Highlands &amp; Islands Equality Forum (HIEF) is a unique partnership based project whose aim is to raise awareness of Equality and Diversity issues amongst those in employment - both employers and employees (public, private and third sector, FE and HE learning institutions and training providers) - by providing information and online resources, bespoke training, consultation/research and networking opportunities. HIEF will act as a highly visible first point of contact for all enquiries and will sign-post as appropriate where detailed information or advice is required.</p> <p>Project Objectives:</p> <p>CPD Training and Learning - To raise awareness of equality and diversity in the Highlands &amp; Islands, highlighting the particular challenges thrown up by rurality. Our focus is to deliver to those in employment across all sectors but our services and events are open to all to ensure that we also engage with the general public. We complement the general information in our road-shows with bespoke, detailed follow-up training. This includes sessions on attitudinal awareness, stereotyping, prejudices and discrimination as well as helping our audiences to gain a better awareness of and comfort with 'diversity'.</p> <p>CPD/Learning Opportunities – In 2009/10 to develop a programme of 4 level 6 (postgraduate) online study modules which can also be edited to provide level 4 (HNC) training modules for more general, practical use.</p> <p>Research – to continue to develop expertise and knowledge in issues of rurality and to share this with the Commission, Government and local agencies, organisations and individuals</p> <p>Events – To deliver high profile events which inform public policy on equality and diversity, particularly in regard to rural issues</p> <p>Strategic Work – To support the work of the EHRC in establishing a Scotland Rural Equalities Network and to continue to work with the Commission, the Scottish Government's Equality Unit as well as other national and local agencies to inform policy</p> <p>Communications and Information Technology Programme – To continue to build our database of contacts and circulate monthly, informative e-bulletins as well as redevelop our website into an interactive shop front populated with downloadable resources and opportunities to share best practice.</p> <p>Target Group:</p> <ul style="list-style-type: none"> <li>• Individuals in the workplace requiring continuing professional development</li> </ul>				

- SME Managers with skills needs
- Key staff in Social Enterprises

Geographical Coverage: Highlands & Islands – reaching out to the more remote communities

Partnership: HIEF will work closely with national and local agencies such as EHRC, Scottish Government, HIE, and UHI to ensure that our work continues to be of a high standard that aligns with the ever changing context of the Equality and Diversity agenda

<b>Modern Apprenticeship Scheme</b>	<b>Forestry Commission Scotland</b>	<b>01 Apr 2008</b>	<b>31 Mar 2012</b>	<b>£490,326</b>
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**Project Description:**

Following a successful ESF funded pilot project in the last programme, the Forestry Commission is now looking to consolidate and expand its Modern Apprenticeship Scheme in order to provide land based industry training in the form of a Modern Apprenticeship in Trees and Timber to a minimum of 30 beneficiaries within the Highlands & Islands areas of Scotland over a three year period.

The main objectives of the project are to:

1. Improve the skills and experiences of people entering the industry,
2. Enhance participants employability and adaptability to work within the wider forest industry
3. Encourage female participants to enter a gender imbalanced sector, and
4. Encourage participants to contribute to the economic development of the area.

An ESF grant would enable the project to address the reported skills shortages in the forest industry by establishing a viable Modern Apprenticeship Scheme within the forest sector, by:

- providing a dedicated scheme co-ordinator, training supervisor, scheme assessors and an internal verifier,
- enhancing dedicated training to meet national occupational standards,
- providing additional career support and employment opportunities for individuals completing their apprenticeship

Through a dedicated 'Apprenticeship Scheme', it is expected that 70% of the participants will achieve an SVQ level 3 Modern Apprenticeship along with a number of industry related qualifications. The remaining participants are expected

to achieve a range of SVQ level 2 industry based skills and qualifications. It is expected that all participants will secure employment within a skills deficient forest industry as a result of the project. In addition, the project is expected to assist female beneficiaries to develop the skills necessary to enter a male dominated industry.

<b>Business Mentoring H&amp;I</b>	<b>Scottish Chamber of Commerce</b>	<b>1 Jan 2011</b>	<b>31 Dec 2013</b>	<b>£294,941</b>
<b>Project Description:</b>				
<p>This is a proposal for the continuation and extension of a successful pilot mentoring programme across the Highlands &amp; Islands region. The project will match experienced business professionals to new entrepreneurs and managers to facilitate personal skills and competence development in an entrepreneurial context. A structured and monitored mentoring process will provide guidance, direction, confidence, enhanced capabilities, motivation and empowerment to the entrepreneurs and managers. It will be operated as a complement to the business start-up and growth advisory programmes provided by partner organisations. Evaluation of similar projects operated in the LUPS region shows that mentoring, provided by experienced business men and women, adds considerable value to business start-up and advisory services and has a very positive impact on business sustainability and growth. Core beneficiaries will be entrepreneurs and managers in small and medium sized businesses.</p>				
<p>The prime objective of the project is to increase the number of successful businesses in the region through both sustainability and growth. This will be achieved by providing personal direction, support and motivation to key staff within businesses in the Highlands &amp; Islands. The project aims to improve the quality enterprise creation, growth and output through management development and improving the regional labour market in ways that contribute directly to productivity increases. Business mentoring will provide the skills necessary for sustainable employment and economic growth in the region with particular support for the managers and business leaders in all forms of business organisation including social enterprises, as well as raising the development of female led businesses and under-represented groups, as well as businesses started by migrant workers from other parts of the EU in particular.</p>				
<b>Activities</b>				
The programme activities match the ESF P2 activities of:				

- Underpinning support for entrepreneurship and the managerial skills. It also addresses the need for more priority 2 partnership projects to address/prevent the current high levels of redundancies through capacity building of companies.
- Providing the social enterprise and voluntary sector with the required skills for sustainability especially in the current economic climate with reductions in government financial budget spend; and a withdrawal of banking finance.

**Highlands & Islands Scotland European Regional Development Fund  
Programme 2007-2013**

**Priority 1 Business Competitiveness, commercialisation and Innovation**

<b>A Community Enterprise Centre for Mull &amp; Iona</b>	<b>Mull and Iona Community Trust</b>	<b>30 Oct 2009</b>	<b>31 July 2012</b>	<b>£528,16 2</b>
<b>Project Description:</b>				
<p>The project will establish a centrally located, enterprise 'hub', providing new business resources, enterprise advice and support; training services and workspaces (offices, training room, a charity shop and therapy room) for rent to SMEs, micro-businesses, social enterprises and community groups on Mull and Iona. The project will address the market failure in provision as these facilities are not currently available in these fragile communities.</p>				
<b>Project Objectives</b>				
<i>Support:</i>				
<ul style="list-style-type: none"> <li>- Economic sector development in order to help increase the growth and output of local enterprises;</li> <li>- Education and vocational training by providing locally based, accessible training and learning resources.</li> </ul>				
<i>Create:</i>				
<ul style="list-style-type: none"> <li>- A stronger business base;</li> <li>- A long term income stream through the creation of community based assets;</li> <li>- Employment for local people in particular for those most disadvantaged.</li> </ul>				
<i>Provide:</i>				
<ul style="list-style-type: none"> <li>- A supportive, accessible infrastructure for business development in order to help increase the growth and output of local enterprises;</li> <li>- Premises and logistical support for new business development.</li> </ul>				
<i>Address:</i>				
<ul style="list-style-type: none"> <li>- Vulnerable communities through the support of existing social enterprises and creation of new social enterprises;</li> <li>- Peripherality through better IT networks;</li> <li>- Weaknesses associated with seasonal working through greater diversification and flexible working.</li> </ul>				
<i>Programme Activities:</i>				
<ul style="list-style-type: none"> <li>- Business advice programme for SMEs and micro businesses on the islands of Mull and Iona;</li> <li>- Sector development programme to develop indigenous and growing sectors through best practice;</li> <li>- The Trust's core programmes of community development;</li> </ul>				

- Facilitation of local business and community networks and business activities of professionals and businesses visiting the island with support office facilities;
- Local advice/support to support entrepreneurship and new firm formation;
- Access to information, consultancy and hands on support to social enterprises;
- Increased recycling and waste reduction activities.

### Priority 3 Enhancing Peripheral and Fragile Communities

<b>Outer Hebrides Community Planning Partnership - An Cotan</b>	<b>Comhairle nan Eilean Siar</b>	<b>15 Oct 2012</b>	<b>30 Apr 2013</b>	<b>£133,964</b>
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#### **Project Description:**

'An Cotan' is an established (10 years) not for profit childcare establishment registered to provide 24 nursery places at any one session. The centre caters for children from birth to 12 years on an all- day or prescribed session care basis, and is located in the woodland grounds of the Lews Castle, Stornoway. There are separate rooms allocated: a room for those aged under 2, allows 6 children, and those aged over 2 allows 18 children.

The facility is managed by Lews Castle College Board of Management and a Centre Manager, an employee of the Lews Castle College, with 28 years' experience (the last 10 in a managerial capacity), runs the service on a day to day basis with 6 staff and relief staff. All staff are qualified to Practitioner level and beyond and are engaged in Personal Development Planning with active training/development plans in place.

The facility is audited and inspected by the Scottish Care Commission and HMI and works in partnership with the Local Authority and other Agencies in the health and voluntary sectors, using these links to inform best practice and value and identify local demand areas. An Cotan provides a general childcare service but also supports lone parents, kinship carers, families at risk and disadvantaged families, enabling parents who would otherwise be excluded from further education to access education, training, and employment. Demand for nursery places at An Cotan is strong with a current waiting list of over 30.

#### **Proposal**

An Cotan has outgrown its current sub-standard building which is scheduled for demolition as part of the new Lews Castle Museum and Archive project, which is currently on the ERDF Reserve List. This project involves the refurbishment of an

existing building and partial new build on the Lews Castle College campus to accommodate the An Cotan Childcare Centre, using the latest building and fit –out technologies. This is a change to the original proposals for a new build childcare facility.

## **Appendix 2: Interview Questions**

### **Application Procedures & Gender Mainstreaming:**

1. One of the horizontal themes of the 2007-2013 structural funds programme was equal opportunities (including equality between men and women). How did this affect the application process for your funding?
  - Were gender issues considered within the application?
2. Were you provided with any support/guidance in terms of information on the horizontal theme section of the application?
3. What do you understand gender mainstreaming to be?
4. How integrated was gender mainstreaming within the funded project?
  - Can you elaborate on how this was done? What did you do to mainstream gender into your projects' activities?

### **Access & Monitoring:**

1. Over the course of the project have you noticed a difference in terms of the numbers of men and women accessing the project?
2. Has there been a difference in the way men and women have accessed your services?
3. Have you set any targets to monitor and evaluate the project in terms of the numbers of men and women who have accessed /benefitted from the project?
  - Do you have any figures/data on the number of men and women who have accessed and used the project?
4. Were you provided with any guidance/support regarding processes for monitoring gender mainstreaming?

### **Impact of the Recession:**

1. Has the recession had any noticeable impact on the project? For example match-funding, under/over-spend?
2. Have you seen a difference in the type of people accessing your services since the start of the recession in 2008? Or an increase in demand for your services?

### **Sustainability & Legacy:**

1. Was the project funded in previous rounds of the structural funds programme?
2. Do you anticipate that the project will be continuing in future rounds?
3. Do you feel that consideration of gender issues have been incorporated or embedded within other work that you do as an organisation?
4. Can you identify any examples of where implementation of gender mainstreaming has led to a change in practice across your organisation?



5. What worked /what didn't work within the project in terms of gender mainstreaming?
6. What would you do differently in relation to gender mainstreaming and gender issues for the next round of funding 2014-2020?