



# Ireland Wales Territorial Cooperation Programme 2014-2020

Equality Impact Assessment Report

Welsh European Funding Office  
July 2014



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# 1. Introduction and background

## 1.1 Background to the study

In August 2012 Old Bell 3 and its associates (including Mott MacDonald) were commissioned by the Welsh European Funding Office (WEFO – part of the Welsh Government) to undertake an ex-ante evaluation of six European Union (EU) funding Programmes for the upcoming 2014-2020 programming period:

- Separate Operational Programmes for West Wales and the Valleys and East Wales respectively relating to the:
  - European Regional Development Fund (ERDF)
  - European Social Fund (ESF)
- The Rural Development Plan (RDP)
- The Ireland Wales Territorial Cooperation Programme (INTERREG)

The ex-ante evaluation process includes an Equality Impact Assessment (EIA) of the Programmes. The EIAs were commissioned to understand whether any of the Programmes – through their design or implementation – are likely to result in positive or negative impacts on people with different socio-demographic characteristics. The objective of the EIAs is to help WEFO to ensure that, upon delivery, there are equal opportunities for all eligible people to benefit from the Programmes.

This report presents the findings of the EIA of the proposed Ireland Wales Programme for 2014-2020. It considers the possible impacts of the Programme's intended priorities, themes and key interventions for Ireland and Wales.

## 1.2 The Ireland Wales Territorial Cooperation Programme for 2014-2020

### 1.2.1 The Structural Funds

The European Structural Funds include ERDF (of which the Ireland Wales Programme is a part) and ESF alongside the European Agricultural Fund for Rural Development (EAFRD), of which the RDP is a part, and the European Maritime and Fisheries Fund (EMFF).

The European Commission has developed a Common Strategic Framework (CSF) to increase the coherence between the Structural Funds. The aim of the CSF is to improve coordination and secure the more targeted use of the funds. It aims to achieve this by setting out how the Structural Funds can work together.

The Territorial Cooperation Programme is funded through the ERDF and its aim is to strengthen cross border, transnational and interregional cooperation. The Ireland Wales Cooperation Programme is part of this objective. This Programme aims to strengthen cross border cooperation between the two countries.

## 1.2.2 The Ireland Wales Territorial Cooperation Programme

The Ireland Wales Territorial Cooperation Programme covers a complementary set of three Thematic Objectives (TOs), three Investment Priorities (IPs) and three Specific Objectives (SOs).

The three Priority Axes for the 2014-20 period are:

- Innovation
- Climate change
- Cultural and Natural Resources.

The Programme aims to increase innovation, enhancing connections between Higher Education Institutions (HEIs), the public, private and third sectors, and aid the transfer of research into products, processes and services which can lead to commercial and economic outputs. In addition it aims to help to protect the environment, assist in adaptation to and achieve a reduction in the Programme area's vulnerability to the impacts of climate change, and support innovative activity. Jobs and growth is a theme that is present across the three priority axes. Priority Axis 1 refers specifically to social innovation. By supporting technologies, products, processes and services that are likely to have a high social impact, the Programme aims to increase social and economic cohesion.

Social inclusion is embedded across all three of the Priority Axes, and will therefore be a key part of the selection criteria for projects.

The Programme activities are focused around the eastern counties of Ireland and the west coast of Wales. West Wales is identified as a less developed region by the European Commission. As a result it receives additional support from the European Union's Structural Funds Programme to promote economic convergence with more developed regions in the EU. The eastern counties of Ireland are part of one such more developed region, and this part of the Programme area therefore receives a lower level of ERDF support than the Welsh part.

## 1.2.3 Priority Axes under the 2014-2020 Programme

### 1.2.3.1 Priority Axis 1: Innovation

The aim of this Priority is to support and promote research and innovation. The Programme primarily focusses on the 'test' or 'development' phases of innovations; therefore the fund seeks to act as an 'enabler' to the process. It aims to facilitate innovations to move into the market, and support relevant smart specialisation strategies. Under this priority is also the recognition of innovations which are likely to have an impact on societal problems.

Details of the Priorities, Objectives and Types of Action (ToA) can found in the table below.

Table 1.1: Priority Axis 1: Innovation

**Thematic Objective 1:** *Strengthening research, technological development and innovation***Investment Priority 1 of Priority Axis 1:**

(1b) promoting business investment in innovation and research, and developing links and synergies between enterprises, R&D centres and higher education in particular; product and service development, technology transfer, social innovation and public service applications, demand stimulation, networking, clusters and open innovation through smart specialisation supporting technological and applied research, pilot lines, early product validation actions, advanced manufacturing capabilities and first production in Key Enabling Technologies and diffusion of general purpose technologies.

**Specific Objective 1:** *To increase the levels of innovation through cross-border cooperation in the Programme area, in particular with SMEs, leading to a growth in productivity.***Actions under Specific Objective 1**

**ToA 1: Building the capacity to improve innovation performance,** particularly targeting the lack of capacity within SMEs to innovation through encouraging collaboration across sectors and across the Programme area.

**Actions may include collaboration on:**

- Bringing together organisations who would not usually work together (e.g. cross and multi-sector working, bringing together HEIs and research institutes with public, private and third sector partners) to stimulate collaboration and the development of fresh ideas and concepts.
- Improving innovative supply chains between businesses and with academia.
- Joint cross-border design of innovative solutions which could include feasibility studies, scoping or finding ways to overcome barriers to innovations.
- Developing both physical and digital cross-border low-cost hubs or clusters for innovative businesses and sectors – including clusters aimed at core skills and identifying business opportunities; and innovative business clusters based on the geographical characteristics of the region, i.e., small towns and rural environments.
- Pilot actions on developing knowledge exchange and collaboration tools.
- Activities which stimulate innovation.

<p><b>ToA 2:</b>  <b>Translation of research and innovation processes into new and improved commercial products,</b>          processes and services, through cooperative actions that take forward the development of specific products, services or processes to a stage of market readiness.</p>	<p><b>Actions may include collaboration on:</b></p> <ul style="list-style-type: none"> <li>• Piloting initiatives to develop and test innovative products, prototypes, processes or services with commercial potential.</li> <li>• Developing and launching innovative new uses and adaptations for existing technology, processes or services into new markets.</li> <li>• Marketing of innovation products, processes and services.</li> <li>• Commercialisation, protection and exploitation of research (including applied research to improve market readiness).</li> <li>• Support for the development of smart specialisation clusters with a focus on commercial application of research and innovation.</li> </ul>
<p><b>To3: Delivering societal benefits through innovation.</b></p>	<ul style="list-style-type: none"> <li>• Designing and demonstrating products for populations which are excluded or at risk of exclusion.</li> <li>• Developing and delivering cross-border services or financial tools that address the demographic or social challenges highlighted in the Programme area, in particular unemployment, deprivation, health inequalities, rural peripherality /isolation and social integration.</li> <li>• Developing cross-border clusters or networks focussing on social and economic development of communities – particularly rural and coastal communities.</li> <li>• Cross-border support and cooperation for social enterprises to engaging in innovation – including developing low cost cross-border hubs and clusters; actions to improve communications and connections between social enterprises and the innovation sector; and cross-border partnerships between HEIs and research institutes and the community.</li> </ul>

### 1.2.3.2 Priority Axis 2: Climate change

This priority focuses on the adaption of the Programme area to the impacts of 'climate change'. It recognises the importance of the eco-innovation approach in responding to these challenges and benefiting from the potential opportunities presented by climate change.



Table 1.2: Priority Axis 2: Climate change

**Thematic Objective 5:** *Promoting climate change adaptation, risk prevention and management*

**Investment Priority 1 of Priority Axis 2:**

(5a) Supporting investment for adaptation to climate change including eco-system based approaches.

**Specific Objective 2:** *To enhance the ability of the Programme area to adapt to climate change through cross-border cooperation*

Actions to be implemented	<b>ToA 4- Developing and Implementing Adaptation Solutions</b>	<b>Actions:</b> <ul style="list-style-type: none"> <li>• Studies to understand the impact of climate change on the environment, society, economy and businesses of the Programme area.</li> <li>• Developing the knowledge base on adaptation to climate change, monitoring, surveying or mapping to reduce uncertainty to eco-systems, biodiversity and aquaculture.</li> <li>• Developing capabilities across the Programme area to identify, quantify and assess the risks of local climate change impacts/ scenarios (positive/negative) on economic development (and particularly on businesses), social inclusion and natural resources.</li> <li>• Developing evidence based cross-border adaptation strategies, management plans and pilot projects to turn what otherwise might be negatives into opportunities – particularly related to the marine and coastal environment.</li> <li>• Delivery of relevant cross-border adaptation measures, particularly for coastal communities and marine environment.</li> <li>• Cross-border measures to encourage the use of climate change adaptation strategies and adaptation measures – including cross-border publicity campaigns and action plans to promote uptake.</li> <li>• Transferring knowledge, expertise and best practice on adaptation measures between the two regions of the Programme area.</li> </ul>
	<b>ToA 5 – Eco-innovation</b>	<b>Actions:</b> <ul style="list-style-type: none"> <li>• Piloting initiatives to develop and test innovative products, prototypes, processes or services in the renewable energy sector – especially marine energy production – including cross-border research into renewable energy sources; pilot projects to demonstrate practical application and transferability to business and wider communities; applied collaborative research and innovation on climate change adaptation, including new concepts approaches, products, processes, services and technologies with cross-border</li> </ul>

	<p>participation by HEIs, research institutes, business, the public sector and third sector – particularly focussed on the maritime environment.</p> <ul style="list-style-type: none"> <li>• Cross-border demonstration and testing of new products, services, processes and systems relating to climate change adaptation.</li> <li>• Creation of cross-border eco-innovation clusters or networks around the Irish Sea – creating a platform for HEI , Third Sector, businesses and public sector agencies to collaborate and co-ordinate their activities on a cross-border basis to meet Programme area's needs.</li> <li>• Operations which develop the concept of the citizen scientist (i.e. community involvement) working innovatively with HEIs and other research organisations.</li> </ul>
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### 1.2.3.3 Priority Axis 3: Cultural and Natural Resources

This Priority focuses on benefiting from cultural and natural heritage assets, particularly those of maritime and coastal character. By focusing on the sustainable usage of these resources to deliver economic growth, the Programme area will become a more attractive place to live, relocate, work and visit.

**Table 1.3: Priority Axis 3: Cultural and Natural Resources**

**Thematic Objective 6:** *Protecting the environment and promoting resource efficiency*

**Investment Priority 1 of Priority Axis 3:**

(6c) Conserving, protecting, promoting and developing natural and cultural heritage

**Specific Objective 3:** *To sustainably realise the potential of natural and cultural assets in delivering economic growth across the Programme area*

Actions to be implemented	<p><b>ToA 6 – Enhancing Economic Growth</b> through cross-border co-operative actions which preserve the unique cultural and natural heritage and assets of the Programme area, taking advantage of this to support and enhance the local economy.</p>	<ul style="list-style-type: none"> <li>• Cross-border promotion of niche tourist attractions, including coastal and cultural attractions and maritime heritage sites – including cross-border marketing approaches; and the implementation of cross-border events and communication measures to increase interest.</li> <li>• Cross-border maritime tourism development – including support for cruise tourism.</li> <li>• Development of entrepreneurial activity, SMEs and micro-enterprises active in the natural heritage, tourist, creative and cultural heritage sectors – including testing and demonstrating different approaches to revive or enhance these industries.</li> <li>• Cross-border promotion of the socio-economic value of fisheries and traditional maritime industries – including testing and demonstrating different approaches to revive or enhance these industries.</li> <li>• Utilising existing strengths in terms of creative and cultural heritage to deliver benefits in terms of economic growth, development and societal benefits – including supporting the expansion or start-up of businesses in these areas.</li> <li>• Supporting the development, production and commercialisation of products, processes and services based on unique cultural and local characteristics.</li> </ul>
	<p><b>ToA 7 – Developing and Promoting Socially Inclusive Sustainable Development</b> Actions which empower communities to deliver conservation, development and regeneration in their own communities through the sustainable</p>	<ul style="list-style-type: none"> <li>• Community regeneration through sustainable development and job creation based on cultural and natural heritage – particularly focused on rural communities – including promotion and development of cultural heritage initiatives with emphasis on supporting economic development.</li> <li>• Using traditional, cultural and creative strengths to improve an area and make it a more attractive place to live, relocate, work and visit.</li> <li>• Engaging communities in the conservation of their natural and cultural heritage – including creating capacity within communities to engage and share best practice and ideas in innovative community, environmental and economic development; support for the development and promotion of joint environmental protection/ enhancement activities; and cross-border partnerships between research stakeholders and the community.</li> <li>• Sharing expertise on a cross-border basis to make the area a more attractive place to live, relocate, work and visit –</li> </ul>

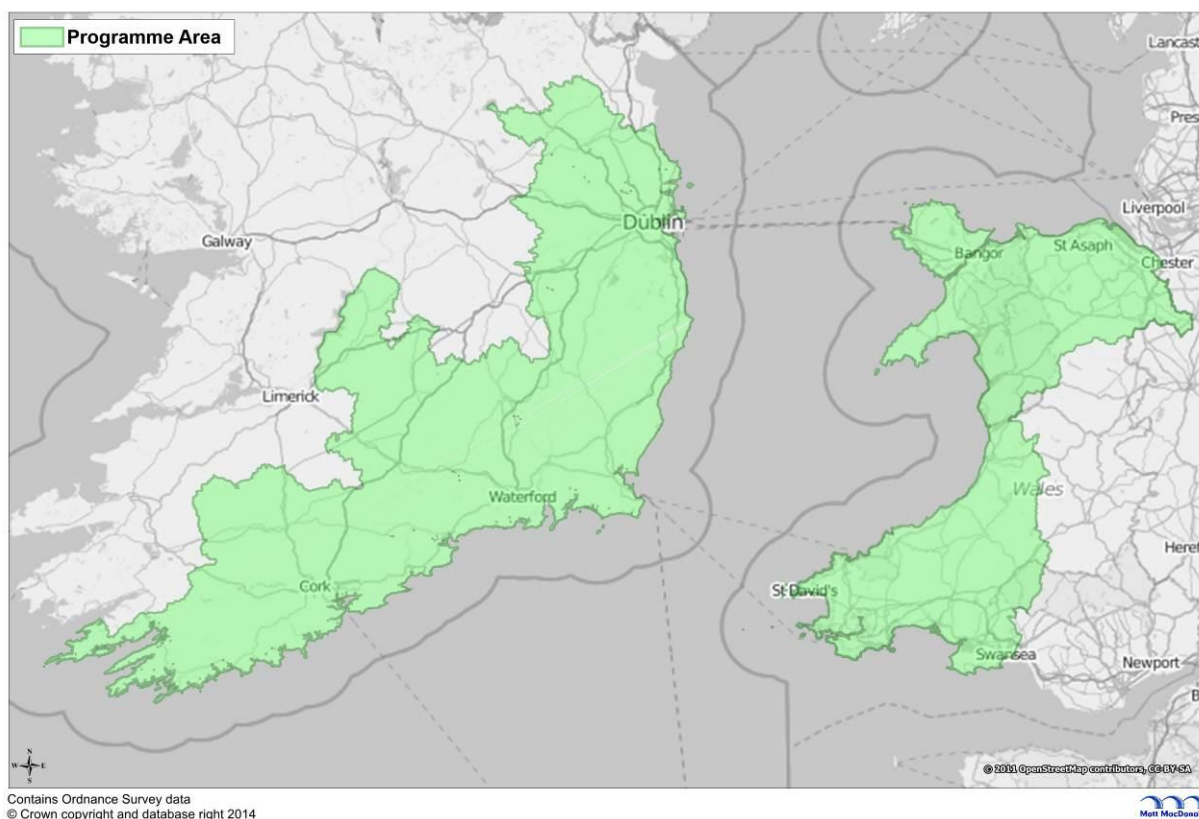
exploitation of the natural and cultural heritage and assets available to them.	including the development of knowledge transfer clusters.
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The Ireland Wales Cooperation Programme covers an area of approximately 27,00km, shown on the figure below. The area covers the following areas:

- Dublin, Mid-East and South East in Ireland including Cork and North Tipperary; and
- the Isle of Anglesey, Gwynedd, Conwy, Wrexham, Flint, Denbighshire, Ceredigion, Pembrokeshire, Carmarthenshire and Swansea in Wales.

70% of the Programme area's population is based in Ireland, and 30% is based in Wales.

Figure 1.1: Programme area



### 1.3 The Equality Impact Assessment

#### 1.3.1 The brief

This EIA is being undertaken to provide evidence in support of the Welsh Government's obligations (as the managing authority for the Programme) under the Public Sector

Equality Duty (PSED), to show due regard to characteristics protected under the Equality Act 2010. It is also intended to evidence compliance with Irish Government responsibilities under the Equal Status Acts 2000-2008.<sup>1</sup>

Because Wales is the managing authority for the 2014-2020 programming period, this EIA focusses primarily on compliance with Welsh and UK legislation. In particular, WEFO required that the EIA consider a number of aspects of the proposed Ireland Wales Programme as follows:

- Assess whether, in implementing the Programme strategies and Priorities, the Programme will have a differential impact for particular groups of people.
- Inform how equality issues should be considered in any redesign of the Programme.
- Inform how equality issues should be considered in the shaping of implementation arrangements.
- Identify opportunities to promote equality in the Programme.
- Propose solutions for elimination of any negative impacts which may be identified through the assessments.

### 1.3.2 About Equality Impact Assessments

The PSED, at section 149 of the Equality Act, requires public bodies to consider all individuals in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have 'due regard' to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities.

The PSED is intended to support good decision making – it encourages public bodies to understand how different people will be affected, so that their policies and services are appropriate and accessible to all and meet different people's needs. By understanding the effect of their activities on different people, public bodies can be more efficient and effective.

The PSED requires that government departments and public authorities (and those responsible for delivering public functions) in Wales have due regard to the following three aims:

- eliminating unlawful discrimination, harassment and victimisation;
- advancing equality of opportunity between different groups; and
- fostering good relations between different groups.

EIAs can be used to support adherence to the PSED by a public body and are generally accepted to be good practice for major policy or Programme developments. They are a systematic assessment of the likely or actual effects of policies, Programmes and developments on the following 'protected characteristics' (as defined by Equality Act 2010):

- **Age** (covering all age groups, being particularly aware of children aged under 16, younger people aged 16-24, and older people aged 65 and over);

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<sup>1</sup> See: <http://www.equality.ie/en/Publications/Information-Publications/Your-Equal-Status-Rights-Explained.html>

- **Disability** (which may include people with sensory impairments, mobility impairments, learning disabilities and mental wellbeing disabilities);
- **Gender reassignment** (including persons who are at any stage of gender reassignment therapy);
- **Marriage and civil partnership** (with a focus purely on discrimination on the basis of whether someone is married or in a civil partnership – single people are not covered by this characteristic);
- **Pregnancy and maternity** (including pregnant women and nursing mothers);
- **Race and ethnicity** (which may include ethnic or national origins, colour or nationality);
- **Religion or belief** (which may include all religion, faith or belief groups, including lack of belief);
- **Sex / gender** (including both women and men); and
- **Sexual orientation** (including heterosexuals, lesbians, gay men and bisexual (LGB) people).

The primary objectives of an EIA are to:

- a. assess whether one or more of these groups could experience **disproportionate** effects (over and above the impacts likely to be experienced by the general population) as a result of a policy being implemented or the way in which a service is delivered;
- b. identify opportunities to promote equality more effectively or to a greater extent; and
- c. develop ways in which any disproportionate negative impacts could be removed or mitigated to prevent any unlawful discrimination and minimise inequality of outcomes.

Guidance published by the Government Equalities Office (GEO)<sup>2</sup> and Equality and Human Rights Commission (EHRC), makes clear that undertaking an equality impact assessment is something that should occur as early as possible in the policy development process:

“Equality analysis starts prior to policy development or at the early stages of a review. It is not a one-off exercise, it is on-going and cyclical and it enables equality considerations to be taken into account before a decision is made.

Equality analysis of proposed policies will involve considering their likely or possible effects in advance of implementation. It will also involve monitoring what actually happens in practice. Waiting for information on the actual effects will risk leaving it too late for your equality analysis to be able to inform decision-making.”<sup>3</sup>

In this early stage of the Ireland Wales Cooperation Programme there is an opportunity for equality considerations to be fully integrated. Tasks undertaken are outlined in Figure 1.3 below.

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<sup>2</sup> The GEO has now been formally incorporated into the Home Office.

<sup>3</sup> Equality and Human Rights Commission (2011): 'Equality analysis and the Equality Duty'



Figure 1.2: EIA Methodology

Task	Description	Processes
Task 1	Review of existing Evidence	<p>Reviewing:</p> <ul style="list-style-type: none"> <li>Equality policy context in Wales and Ireland</li> <li>Existing research and literature on subject matter covered by the Programme including: SME support, innovation, research and development and climate change as well as employment, skills and youth attainment.</li> <li>Past Operational Programmes, including those from 2000-2006 and 2007-2013, evaluations undertaken on the Programmes and projects, and equality impact assessment findings where available.</li> <li>Good practice in Programme and project delivery from Wales and Ireland.</li> </ul>
Task 2	Detailed review of draft Operational Programme consultation document	Examining the Priorities within the draft Operational Programme, with particular focus on the proposed activities to be funded under each heading to identify those areas where impacts are likely to occur.
Task 3	Socio-demographic analysis and profiling of protected characteristics in Wales and Ireland	Using the most up to date data sources including mid-year population estimates (based on Census 2011 data) for Wales and Republic of Ireland to provide a social and demographic baseline for the Programme area.
Task 4	Review of equality procedures and activity	Engagement with WEFO officials and a brief review of documented evidence (including working groups, meeting minutes, procedures, team structures and similar evidence) to understand the extent to which equality has been considered as part of the Programme development process.
Task 5	Equality analysis	Assessment of the likely overall disproportionate impacts of the Programmes by protected characteristic, attributable to individual Priority Axes.
Task 6	Reporting of EIA findings	Reporting of the findings of the EIA process within this report. Including a series of over-arching conclusions and recommendations for taking the Programmes forward into consultation, finalisation and delivery.
Task 7	Stakeholder consultation	Presenting the findings of the EIA as part of the public consultation process alongside the draft Operational Programme documents for the Ireland Wales Programme.
Further Tasks:		

Task	Description	Processes
	Once consultation is complete a second iteration of the EIA report will be produced and submitted.	

## 1.4 Structure of this report

The remainder of this report is structured as follows:

- **Chapters two to ten** are focussed on each of the statutory protected characteristics and speakers of the Welsh and Irish languages. Each chapter provides the following:
  - Analysis of the **socio-demographic profile** of each group
  - Assessment of the **challenges faced** by people with that protected characteristic and the **potential for disproportionate impacts** of the Ireland Wales Cooperation Programme on them. Drawing on a range of evidence, the potential impacts are attributed to the activities within each individual Priority Axis. Where evidence is limited, more generalised impacts are identified across a number of the Axes, or across the Programme.
  - **Opportunities** are identified in those cases where there is potential for a disproportionate impact, but that impact is dependent on additional activity (such as a tailored approach to support) during the delivery or implementation stage.
  - **Mitigation measures** are provided for any disproportionate negative impacts identified for people with the protected characteristic.
  - Some over-arching **conclusions** regarding the effects of the Programme are provided alongside a series of **recommendations** for further development and delivery specific to that group. These include ways to further enhance equality for people with protected characteristics.
- **Chapter eleven** provides an overarching summary of the outcome of the analysis undertaken, as well as offering some commentary on the evidence provided to support compliance with equality legislation, and a series of concrete recommendations for further development and implementation.
- **Appendix A** outlines the policy framework for the 2014-2020 Ireland Wales Cooperation Programme in the context of equality. It highlights the EU policies that drive the equality agenda within the Structural Fund Programmes, alongside UK, Wales and Ireland equality policies. In addition, the chapter outlines the policy background giving rise to the need to include the Welsh and Irish languages as part of the assessment.

## 1.5 Assumptions and limitations

This EIA report is a draft. The findings contained herein remain subject to further validation and change in light of changes to the 2014-2020 Ireland Wales Cooperation Programme documents.



## 2. Age

### 2.1 Introduction

Because of the nature of the Programme, this chapter explores different age brackets that may experience disproportionate impacts compared with the rest of the population:

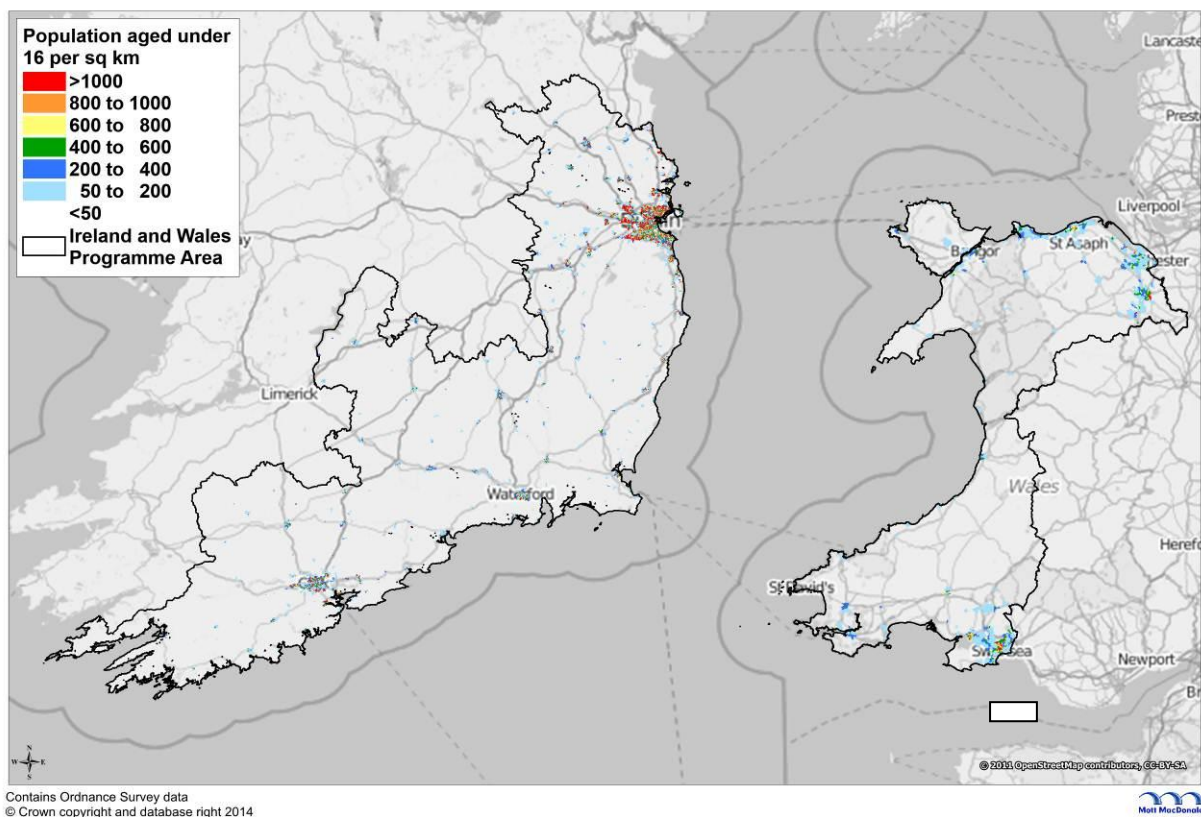
- Children (aged under 16)
- Younger people (aged 16-24)
- Older people (aged 65 and over)

### 2.2 Socio-demographic profile

#### 2.2.1 Children (aged under 16)

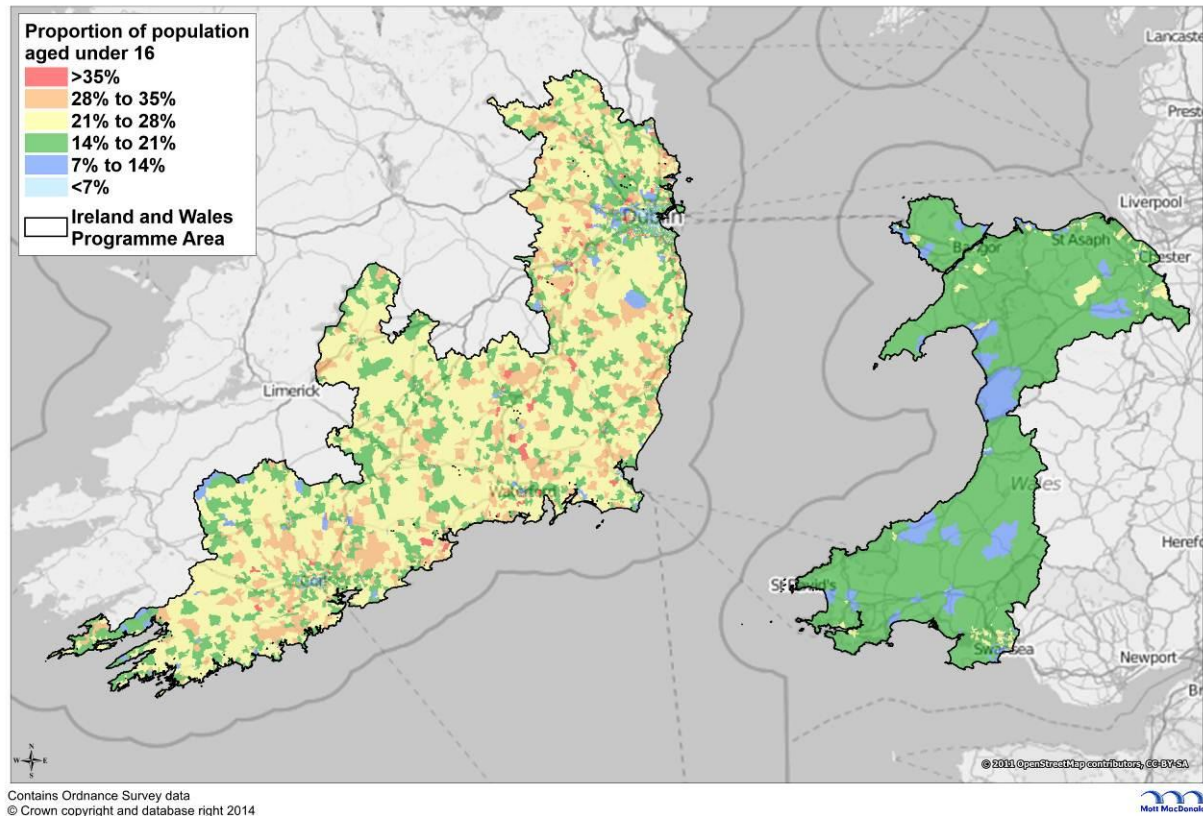
The figures below illustrate the population density of children (the number of children per square kilometre) and the proportion of children (the percentage of the population aged under 16) within the Ireland Wales Programme area.

Figure 2.1: Programme area: Under 16 Density



Source: UK Census 2011 and Republic of Ireland Census 2011

Figure 2.2: Programme area: Under 16 Proportion



Source: UK Census 2011 and Republic of Ireland Census 2011

The first map shows:

- The population density of children aged under-16 for the vast majority of the Programme area is under 50 children per sq. km.
- The highest population density of children under 16 is in the north-eastern part of the Programme area, surrounding Dublin.

However, proportionally, the population of under-16s is more evenly spread.

- The majority of the population in the Welsh part of the Programme area has a proportion of between 14-21% of children aged under-16. There are some sporadic pockets across the Welsh Programme area that contain a higher proportion of children under 16 in the population, and some with a lower proportion.
- The majority of the population in the Irish part of the Programme area has a higher proportion of children aged under-16 (21-28%), with many small areas throughout the Programme area with both higher and lower proportions of children aged under 16.
- There is a lower concentration of children aged under 16 7-14% or 14%-21% as a proportion of the population living in areas surrounding Dublin.

The table below shows the number and percentage of children under the age of 16 living in the Irish and Welsh parts of the Programme area, allowing for comparison between them against the Programme area as a whole.

**Table 2.1: Number and proportion of children aged under-16**

	All usual residents	Under 16	Under 16 %
Ireland area	2,891,008	644,157	21%
Wales area	1,309,098	231,070	18%
Total	4,200,186	875,227	19%

Source: UK Census 2011 and Republic of Ireland Census 2011

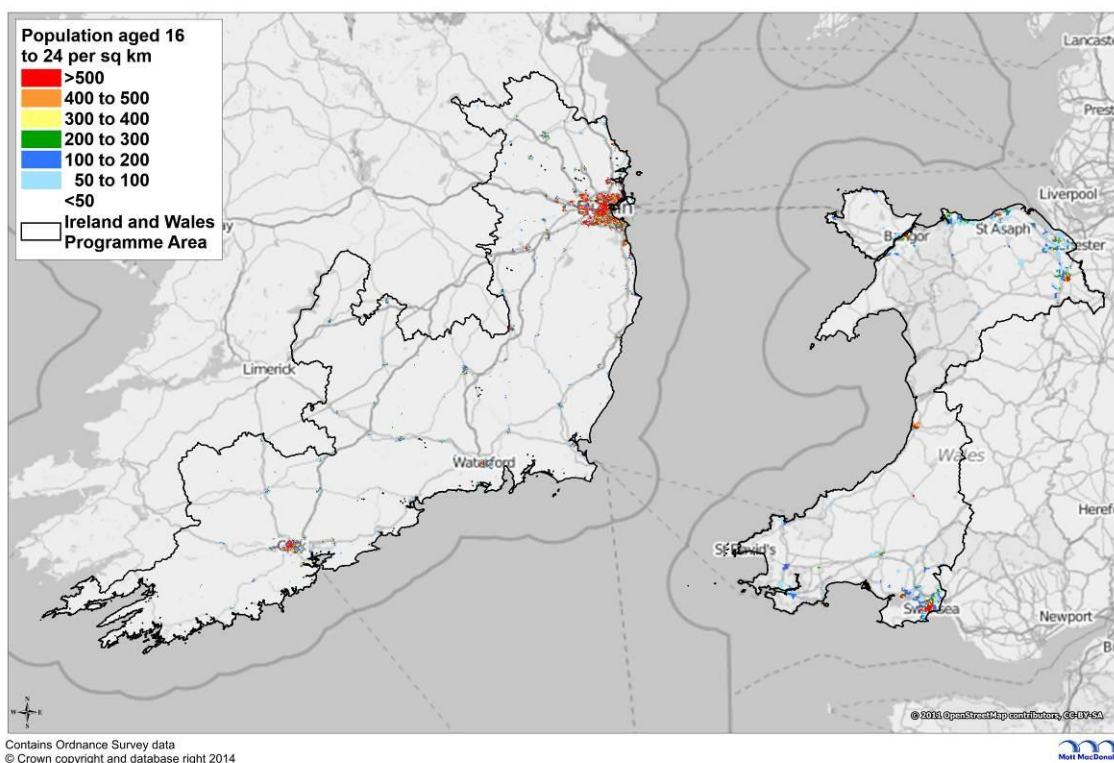
The table shows that:

- The percentage of children under the age of 16 is higher in the Ireland Programme area than in the Wales Programme area (21% as opposed to 18%).
- The average for the whole Programme area is 19%.

## 2.2.2 Younger people

The maps below show the density and proportion of younger people (aged 16-24) in the Programme area.

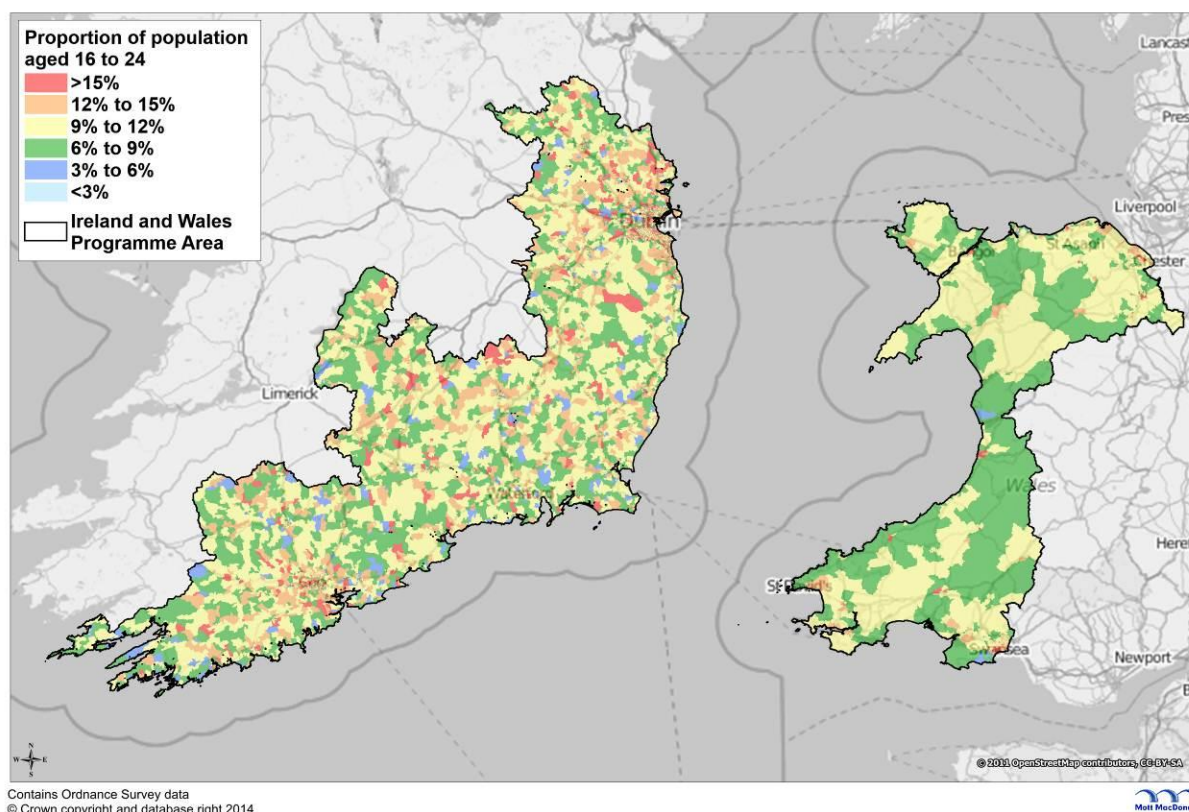
**Figure 2.3: Programme area: 16-24 Density**



Source: UK Census 2011 and Republic of Ireland Census 2011



Figure 2.4: Programme area: 16-24 Proportion



Source: UK Census 2011 and Republic of Ireland Census 2011

The density map shows:

- The population density of young people aged between 16-24 for the vast majority of the Programme area is under 50 young people per sq. km.
- The highest population density of young people between 16 and 24 is located in north-eastern section of the Irish Programme area, surrounding Dublin, with many areas with more than 500 young people per sq. km.

The proportion map shows:

- The majority of the population in the Welsh part of the Programme area has a proportion of 6-9% or 9-12% of young people aged between 16 and 24, with small pockets throughout the area of Wales with a higher proportion of children under 16 in the population.
- The Irish part of the Programme area shows a mixed proportion of young people aged between 16 and 24. There are some sporadic pockets across the Irish Programme area that contain higher proportions of young people aged 16 to 24 (12-15% and >15% of the population), with a particular concentration in and around the Dublin area.

The table below shows the number and percentage of younger people aged 16-24 living in the Irish and Welsh parts of the Programme area, allowing for comparison between them against the Programme area as a whole.

Table 2.2: Number and proportion of people aged 16-24

	All usual residents	16-24	16-24 %
Ireland area	2,891,008	335,100	12%
Wales area	1,309,098	156,320	12%
Total	4,200,186	491,420	12%

Source: UK Census 2011 and Republic of Ireland Census 2011

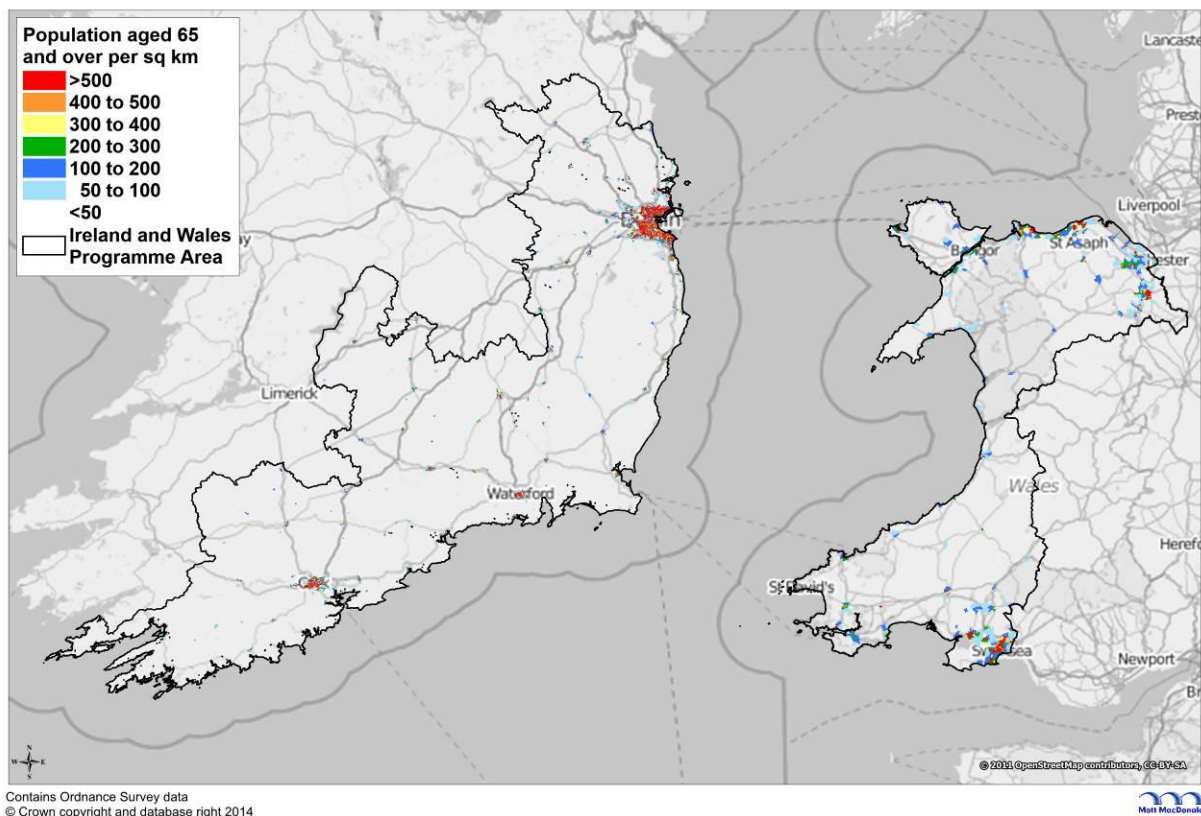
The table shows that:

- The percentage of young people aged 16 to 24 is the same for the Welsh and Irish Programme areas (12%)
- This makes the average for the whole Programme area 12%.

### 2.2.3 Older people

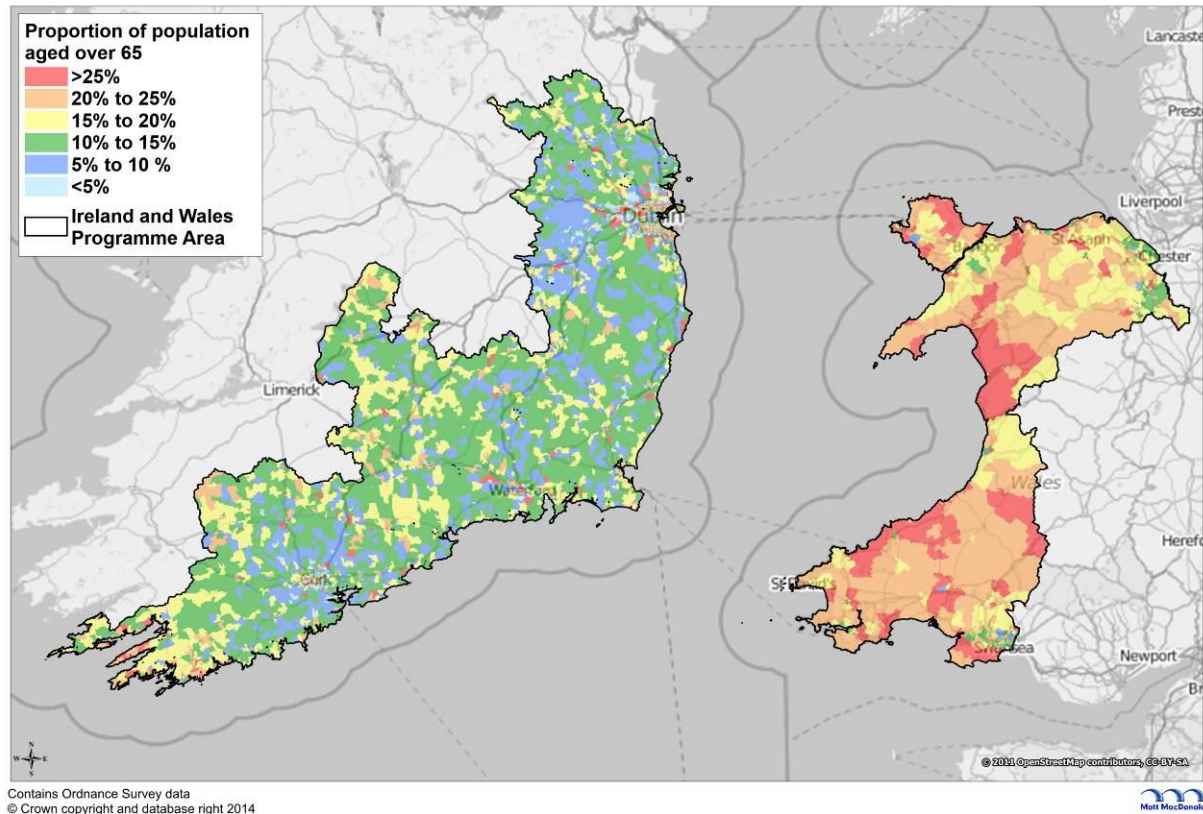
The maps below show the density of the over-65s population in Wales.

Figure 2.5: Programme area: Over-65 Density



Source: UK Census 2011 and Republic of Ireland Census 2011

Figure 2.6: Programme area: Over-65 Proportion



Source: UK Census 2011 and Republic of Ireland Census 2011

The maps show:

- The population density of people aged over 65 for the vast majority of the Programme area is under 50 per sq. km.
- In Wales, small pockets in the north and south of the Programme area show population density of over 500 people over 65.
- The highest population density of people over 65 is located in the north-eastern section of the Irish Programme area, surrounding Dublin, with many areas with more than 500 people over 65 per sq. km.

However, proportionally, the population aged over 65 is more evenly spread:

- In the Welsh Programme area, the highest proportions of persons aged over 65 are found on the Western coast of Wales; areas of Barmouth, Dolgellau, Pembrokeshire and Cardigan. In many of these areas, more than one quarter of the population are over the age of 65.
- Throughout the majority of the Irish Programme area, the proportion of people in the population over 65 differs greatly to the Welsh Programme area; the majority of the population has between 10-15% people over 65. Many small pockets around the Dublin area to the North East of the Programme area have over a quarter of the

population over 65. However, large sections to the West of Dublin have low proportions of over 65s (5-10%).

The table below shows the number and percentage of older people aged over-65 living in the Irish and Welsh parts of the Programme area, allowing for comparison between them against the Programme area as a whole.

**Table 2.3: Number and proportion of people over-65**

	All usual residents	Over-65	Over-65
Ireland	2,891,008	321,878	12%
Wales	1,309,098	261,711	20%
Total	4,200,186	583,589	16%

Source: UK Census 2011 and Republic of Ireland Census 2011

The table shows that:

- There is a much higher percentage of people over the age of 65 living in the Welsh Programme area (20% as opposed to 12%)
- This makes the average for the Programme area as a whole 16%.

#### **2.2.4 Trends identified from the socio-economic analysis of the Programme area**

The Irish population projections in 2008 suggested there would be an overall population increase of 25% by 2026. This would make the total population of Ireland 5.5 million. However, figures produced by Eurostat have since revised this downwards to an approximate 10% increase by 2025, with a 20% increase by 2035. While there has been a steady natural increase in the Irish population, rising emigration has slowed population growth in recent years.

1. Ireland's net migration increased significantly up until 2008 after which it declined, corresponding with the economic downturn. At this time the number of emigrants overtook immigrants. Since 2009, emigration is notably higher among young people aged 15-44, particularly young men.
2. In Wales, population projections provided by the UK Office for National Statistics suggest the population of Wales will increase by 5% to 3.17 million people in 2020 and by 12% to 3.37 million people in 2035. Other key projections include:
  - The number of children under 16 is projected to peak at around 605,000 by 2027 before decreasing slightly between 2027 and 2035. Overall, the number of children is projected to increase by 7% between 2010 and 2035.
  - The number of people aged 16-64 is projected to remain relatively constant, increasing by only 1% between 2010 and 2035 (20,000).
  - The number of people aged 65 and over is projected to increase by around 306,000 or 55 % between 2010 and 2035.
  - In Wales the median age of the population is projected to increase from 41.5 years in 2010 to 43.7 years by 2035.
3. These projections are not available at the Programme area level, but are, nonetheless, relevant for the area as a whole. One of the most notable features of these projections is the expectation that the number of people aged 65 and over in Wales will increase



by 55% (more than 300,000 people) by 2035. This projected demographic change has implications across a range of socio-economic domains including health, poverty, employment and transport. For example, older people typically have greater health care needs than younger people; are less likely to be in employment and tend to have fewer options at their disposal to access services.

## 2.3 Priority Axis 1: Innovation

No specific disproportionate positive or negative impacts have been identified for different age groups as a result of this priority. This does not necessarily imply that younger, older or working aged people will not benefit from investment in innovation activity, merely that any such impacts will not be disproportionate when compared with those experienced by other age groups.

## 2.4 Priority Axis 2: Climate Change

### 2.4.1 Impact: reducing the negative impact of climate change on older people

Coastal areas are more likely to be vulnerable to climate change than inland areas. In addition to changes in flooding, temperature and precipitation, the coast is also affected by a rise in a sea level and wave heights and accelerated erosion.<sup>4</sup> Climate change and sea level rise is likely to have a severe impact on UK coasts by 2080.<sup>5</sup> The frequency of storm events is expected to increase; this, combined with a rise in sea level, is expected to lead to an increase in flooding.

Storms and flooding are likely to have a negative impact on key public infrastructure, including health and emergency services, and public transport along the coast. For coastal areas that are already experiencing isolation, these impacts could be particularly serious for elderly populations.<sup>6</sup>

In the future there are likely to be more risks to an ageing society from flooding. A 2011 study stated that areas with high elderly populations are areas where the elderly population is continuing to grow, and the areas which are experiencing the most rapidly changing hazards.<sup>7</sup> The age profile of the population in coastal areas is becoming

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4 Zsamboky M. *et al.* (2011): 'Impacts of climate change on disadvantaged UK coastal communities', available at: <http://www.jrf.org.uk/sites/files/jrf/disadvantage-communities-climate-change-full.pdf>

5 Zsamboky M. *et al.* (2011): 'Impacts of climate change on disadvantaged UK coastal communities', available at: <http://www.jrf.org.uk/sites/files/jrf/disadvantage-communities-climate-change-full.pdf>

6 Zsamboky M. *et al.* (2011): 'Impacts of climate change on disadvantaged UK coastal communities', available at: <http://www.jrf.org.uk/sites/files/jrf/disadvantage-communities-climate-change-full.pdf>

7 Oven *et al.* (2011): 'Climate change and health and social care: Defining future hazard, vulnerability and risk for infrastructure systems supporting older people's health care in



increasingly older; this is due to high levels of inward migration of older people and youth out-migration.<sup>8</sup>

Older people are also more at risk of extremes of heat and cold.<sup>9</sup> Sensitivity or personal biophysical characteristics – age and health – affect the likelihood that, for example, a heat wave will have a negative impact. This is because older people may have reduced heat-regulating mechanisms related to physiological factors such as impaired thermoregulation, reduced cardiovascular fitness or kidney functions, restricted mobility and cognitive capacity.<sup>10</sup>

A recent study on climate change effects on public health found that there was a significant increase of heat-related and cold-related mortality in all regions in the UK when modelling the local climate population projections to estimate temperature-related deaths for the UK by the 2020s, 2050s and 2080s.<sup>11</sup> It found that the elderly were most at risk; heat and cold risks increased with successive age groups, with the greatest risk occurring in those 85+. Without adaption, the study found that by the 2050s, the number of heat-related deaths would be expected to rise around 257%, whilst the number of cold-related deaths would decline by 2%.

## **Priority Axis 2: Climate Change**

### **Specific Objectives 2**

Actions include:

- Understanding the impact of climate change on society, assessing the risks of local climate change impacts on social inclusion, develop adaption strategies – particularly related to the marine and coastal environment, and piloting initiatives to test innovative products in the renewable energy sector.

Interventions such as these could help to reduce the impact of climate change on older people, particularly for those living on the coast.

England'

8 Zsamboky M. *et al.* (2011): 'Impacts of climate change on disadvantaged UK coastal communities', available at: <http://www.jrf.org.uk/sites/files/jrf/disadvantage-communities-climate-change-full.pdf>

9 JRF (2014): 'Climate change and social justice: an evidence review', available at: <http://www.jrf.org.uk/sites/files/jrf/climate-change-social-justice-full.pdf>

10 JRF (2014): 'Climate change and social justice: an evidence review', available at: <http://www.jrf.org.uk/sites/files/jrf/climate-change-social-justice-full.pdf>

11 Hajat *et al.* (2014): 'Climate change effects on human health: projections of temperature-related mortality for the UK during the 2020s, 2050s and 2080s' in Journal of epidemiology and community health, available at: <http://researchonline.lshtm.ac.uk/1520143/1/J%20Epidemiol%20Community%20Health-2014-Hajat-jech-2013-202449.pdf>

**Area of Impact:**

- Specific Objective 2: due to the maritime border between Ireland and Wales, there will be a focus on the development and implementation of adaptation solutions for marine and coastal communities and environments. However, the impact of climate change and adaption strategies will be felt across the whole Programme area.

**2.4.2 Impact: reducing negative impact of climate change on children**

UNICEF notes that the impact of climate change is expected to cause an economic burden for the children of today and future generations.<sup>12</sup> Although children are least responsible for climate change, they are subject to greater consequences. In a recent poll by UNICEF UK, 74% of children felt worried about how climate change will affect the future of the planet and believe the world will have changed as a result of climate change by the time they are adults.

Reducing carbon emissions can have positive benefits for the health and well-being of children. Young children are particularly at risk during heat waves as their bodies are less able to regulate temperature.<sup>13</sup> This means they have a higher risk of overheating, dehydration and heatstroke.

**Priority Axis 2: Climate Change****Specific Objectives 2**

Actions include:

- Understanding the impact of climate change on society, assessing the risks of local climate change impacts on social inclusion, developing adaption strategies – particularly related to the marine and coastal environment, and piloting initiatives to test innovative products in the renewable energy sector.

Interventions such as these could help to reduce the impact of climate change on the health and wellbeing of children and younger people in the long term.

**Area of Impact:**

- Specific Objective 2: due to the maritime border between Ireland and Wales, there will

12 Unicef (2013): 'Climate change: children's challenge', available at: <http://www.unicef.org.uk/Documents/Publication-pdfs/unicef-climate-change-report-2013.pdf>

13 Bates *et al.* (2012): 'The impact of climate change upon health and health inequalities in the north west of England', available at: <http://www.nwph.net/nwpho/Publications/Climate%20Change%20Interactive.pdf>

be a focus on the development and implementation of adaptation solutions for marine and coastal communities and environments. However, the impact of climate change and adaption strategies will be felt across the whole Programme area.

### **2.4.3 Opportunity: Supporting employment in the energy sector for young people**

There is a global consensus that enrolment for STEM (Science, Technology, Engineering, Maths) studies and/or careers has been declining for more than a decade.<sup>14</sup> As a result there is currently a shortage of STEM-qualified technicians and graduates, which has resulted both in the need to retrain some graduates for the energy sector and an increase in costly recruitment activity.

As a result, businesses in the energy sector have to spend more time training new starters, and converting the skillsets of traditional engineering graduates to renewables, and converting onshore to offshore skillsets. This shortage of skills is significant enough to slow the expansion of the industry, a trend that has already been witnessed in some areas.<sup>15</sup> A substantial 'outreach' initiative could influence future career choices among young people. Interacting with young people at a very early age could have a substantial impact on the number of recruits into the sector, and improve general public perceptions.<sup>16</sup>

A recent literature review of approximately 300 articles identified a number of themes regarding the barriers young people face to studying STEM subjects.<sup>17</sup> These were:

- The need for quality teaching for students to become and remain engaged in STEM.
- The perceived difficulties of STEM subjects.
- Less time spent devoted to practical work at secondary school.
- Negative stereotypes of people studying STEM subjects.
- Perceptions of careers and opportunities in STEM.

## ***Priority Axis 2: Climate Change***

### ***Specific Objective 2***

Actions include:

14 The Institution of Engineering and Technology (2013) Studying Stem: what are the barriers?

15 Renewable UK (2013) Skills Manifesto, Skills policy recommendations from the wind and marine energy industries

16 Energy Research Partnership (2007): 'Assessment of High Level Skills shortages in the Energy Industry'

17 The Institution of Engineering and Technology (2013) Studying Stem: what are the barriers?

- Developing the knowledge base on adaption to climate change, developing the capabilities across the Programme area, piloting initiatives to develop and test innovative products, the creation of cross-border eco-innovation clusters or networks around the Irish Sea – creating a platform for HEI, and operations which develop the concept of the citizen scientist.

General investment in this sector may encourage people from a range of equality groups, but young people in particular, to engage with the sector, thus supporting skills development and employment for this group. This is a substantial opportunity offered by this Priority.

#### **Area of Impact:**

- Specific Objective 2: due to the maritime border between Ireland and Wales, there will be a focus on the development and implementation of adaptation solutions for marine and coastal communities and environments. However, the impact of climate change and adaption strategies will be felt across the whole Programme area.

## **2.5 Priority Axis 3: Cultural and Natural Resources**

### **2.5.1 Impact: enhancing the job market for younger people**

Young people continue to experience disadvantage in the labour market:

- Welsh Government statistics show that, at the end of 2013, 11.8% of 16-18 years old were estimated to be 'not in education, employment or training' (NEET), the same as the year ending 2012.<sup>18</sup> In the same period, more than a fifth (20.5%) of 19-24 year olds were considered to be NEET.
- Similarly, a report which looked into the impact of the recession on NEET youth in Ireland found that the number of young people not in employment, education or training (NEET) increased from 11.8% in 2006 to 24% in 2011.<sup>19</sup> It found that male youths were more likely to be NEET in 2011. It was likely that this was due to their concentration in the construction sector during the economic boom and the effects of the downturn and recession on the property market.

**Travel and tourism** is a key employment sector and supports 1 in every 11 jobs globally. The industry is expecting significant growth over the next ten years, with an additional 24 million direct jobs forecasted by 2023.<sup>20</sup> In 2013, tourism accounted for 9.6% of all UK

18 National Statistics (2014) Young people not in education, employment or training (NEET) (Year to 31 December 2013), available at:

<http://wales.gov.uk/docs/statistics/2014/140430-young-people-not-education-employment-training-year-31-december-2013-en.pdf>

19 Kelly E. & McGuinness S. (2013) The Impact of the Recession on the Structure of NEET Youth in Ireland, available at: <http://intereconomics.eu/archive/year/2013/4/865/>

20 World Travel and Tourism Council (2014) Gender equality and youth employment: Travel & Tourism as a key employer of

jobs.<sup>21</sup> A study by Deloitte and Oxford Economics predicted that for every £54,000 increase in spending in the sector a new tourism job in the UK will be created.<sup>22</sup>

In Ireland the sector represents a significant source of employment and revenue. For example:

- In 2012, the tourism industry accounted for 3.8% of all Irish tax revenue.
- Total tourism expenditure in 2012 was €5.4 billion, representing 4.1% of GNP in revenue terms.
- The CSO's official count of direct employment in "accommodation and food service activities" accounted for 6.7% of total employment in Ireland in 2012.<sup>23</sup>

The sector is also an important employer for population groups that are often underrepresented in the labour market, including young people.<sup>24</sup> The informal components of the tourism industry can also provide a large number of jobs to people with little or no formal training, providing opportunities for those facing social and skills disadvantages.<sup>25</sup>

**Self-employment** continues to be a viable option for many people and the number of workers who are self-employed in their main job has risen sharply since the start of the recession. In Wales the number of people self-employed has increased by 17,000 between 2008 and 2013, whilst the number of employees has only increased by 8,000<sup>26</sup>. Those that have entered self-employment since the recession have tended to be older and more qualified than those who became self-employed pre-recession. In Ireland, between the end of 2010 and the start of 2014 the number of self-employed persons with

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women and young people, available at:

[http://www.wttc.org/site\\_media/uploads/downloads/Gender\\_equality\\_and\\_youth\\_employment\\_FINAL.pdf](http://www.wttc.org/site_media/uploads/downloads/Gender_equality_and_youth_employment_FINAL.pdf)

21 Deloitte and Oxford Economics (2013) 'Tourism: jobs and growth, the economic contribution of the tourism economy in the UK', available at:

[http://www.visitbritain.org/Images/Final%20proof%2015%20Nov\\_tcm29-39296.pdf](http://www.visitbritain.org/Images/Final%20proof%2015%20Nov_tcm29-39296.pdf)

22 Deloitte and Oxford Economics (2013): 'Tourism: jobs and growth, the economic contribution of the tourism economy in the UK', available at:

[http://www.visitbritain.org/Images/Final%20proof%2015%20Nov\\_tcm29-39296.pdf](http://www.visitbritain.org/Images/Final%20proof%2015%20Nov_tcm29-39296.pdf)

23 Tourism Facts, Fáilte Ireland 2012

24 World Travel and Tourism Council (2014): 'Gender equality and youth employment: Travel & Tourism as a key employer of women and young people', available at:

[http://www.wttc.org/site\\_media/uploads/downloads/Gender\\_equality\\_and\\_youth\\_employment\\_FINAL.pdf](http://www.wttc.org/site_media/uploads/downloads/Gender_equality_and_youth_employment_FINAL.pdf)

25 ILO (2013): 'Poverty reduction through tourism', available at:

[http://www.ilo.org/wcmsp5/groups/public/@ed\\_dialogue/@sector/documents/publication/wcms\\_159257.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_dialogue/@sector/documents/publication/wcms_159257.pdf)

26 Resolution Foundation (2014): 'Just the job – or a working compromise? The changing nature of self-employment in the UK', available at:

[http://www.resolutionfoundation.org/media/media/downloads/Just\\_the\\_job\\_-\\_or\\_a\\_working\\_compromise\\_1.pdf](http://www.resolutionfoundation.org/media/media/downloads/Just_the_job_-_or_a_working_compromise_1.pdf)

no paid employees has increased by 25,000, whilst the number of self-employed persons with paid employees fell by 5,000 (based on Quarterly National Household Survey (QNHS)).<sup>27</sup>

The number of young people currently self-employed, however, remains relatively low, accounting for only 5% of all young people currently in employment in the UK.<sup>28</sup> A recent report by The Prince's Trust in the UK has revealed that more than a quarter of young people claimed that they were 'increasingly' thinking of setting up a business and more than one in four unemployed young people stated that they would rather try to set up their own business than continue to job-seek.<sup>29</sup> Additionally, 30% of young people also believed they will be self-employed in the future, while one in four expected to be their own boss within the next five years.

A lack of business experience and business specific skills can also be a key obstacle for young people and many cite not being taken seriously as a key inhibitor to turning a business idea into a working business model. Lack of premises is another common challenge to young people hoping to secure business support.<sup>30</sup>

### **Priority Axis 3: Cultural and Natural Resources**

#### **Specific Objective 3**

Activities are:

- Cross-border maritime tourism development - including support for cruise tourism, community regeneration through sustainable development and job creation based on cultural and natural heritage – particularly focused on rural communities, development of entrepreneurial activity, and supporting the expansion or start-up of businesses.

#### **Area of Impact:**

- Specific Objective 3: due to the maritime border between Ireland and Wales, there will be a focus on the coastal and marine environments, due to the close proximity of all parts of the Programme area to the coast. However, cultural and natural heritage is not confined to these areas and activity will also be focused on land based heritage which occurs across the entire Programme area.

27 Finfacts Ireland, Business & Finance Portal (2014) Irish Economy 2014, available at: [http://www.finfacts.ie/irishfinancenews/article\\_1027720.shtml](http://www.finfacts.ie/irishfinancenews/article_1027720.shtml)

28 Office of National Statistics (2013): 'Labour Force Survey 2012 '

29 Princes Trust and RBS (2013): 'The start-up generation – why the UK could be set for a youth business boom'

30 See: <http://www.businesslink.gov.uk>



## 2.5.2 Impact: enhancing the job market for older people

Recent studies have revealed that older working age people over the age of 50 feel the job market is very inflexible. Furthermore, low skilled workers can be driven towards an early retirement due to ill-health, whereas higher paid workers opt to retire early to pursue other interests. Caring responsibilities, primarily amongst women, are also a key reason for voluntary departure from the job market, such as taking early retirement.<sup>31</sup>

The recession has led to people of all ages facing unemployment and subsequent significant challenges to get back to work. For many older workers, particularly those who have been in employment for 20–30 years, redundancy can be a huge shock and they lack the skills needed to search for new employment in today's environment. Evidence suggests that once out of work, it is much harder for the over-50s, particularly men, to find a job again; and the longer they stay out of work, the worse their chances of working again become. For many over-50s this will result in an early and permanent retirement, reducing their opportunity to contribute to their pension, making them more likely to be dependent on state benefits.<sup>32</sup>

A new study by the Resolution Foundation has found the characteristics of self-employment are much less likely to be female and more likely to be aged over 50.<sup>33</sup> In Wales the number of people self-employed has increased by 17,000 between 2008 and 2013, whilst the number of employees has only increased by 8,000. Those that have entered self-employment since the recession are older and more qualified than those who became self-employed pre-recession.<sup>34</sup>

Self-employment has accounted for 44% of all employment growth since mid-2010, with just over one in seven workers now being self-employed.<sup>35</sup> Despite this, the number of people starting their own business has fallen.<sup>36</sup> The number of people self-employed who

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31 UK Commission for Employment and Skills (2011) 'Older People and Skills in a Changing Economy' See: [http://www.oph.fi/download/140969\\_equality-older-people.pdf](http://www.oph.fi/download/140969_equality-older-people.pdf)

32 Age Concern, (2010), 'The impact of the recession on older workers'

33 Resolution Foundation (2014) Just the job – or a working compromise? The changing nature of self-employment in the UK, available at:

[http://www.resolutionfoundation.org/media/media/downloads/Just\\_the\\_job\\_-\\_or\\_a\\_working\\_compromise\\_1.pdf](http://www.resolutionfoundation.org/media/media/downloads/Just_the_job_-_or_a_working_compromise_1.pdf)

34 Resolution Foundation (2014) Just the job – or a working compromise? The changing nature of self-employment in the UK, available at:

[http://www.resolutionfoundation.org/media/media/downloads/Just\\_the\\_job\\_-\\_or\\_a\\_working\\_compromise\\_1.pdf](http://www.resolutionfoundation.org/media/media/downloads/Just_the_job_-_or_a_working_compromise_1.pdf)

35 TUC (2014) More than two in five new jobs created since mid-2010 have been self-employed, available at: <http://www.tuc.org.uk/economic-issues/economic-analysis/labour-market/labour-market-and-economic-reports/more-two-five-new>

36 TUC (2014) More than two in five new jobs created since mid-2010 have been self-employed, available at: <http://www.tuc.org.uk/economic-issues/economic-analysis/labour-market/labour-market-and-economic-reports/more-two-five-new>

either run a business, or are a partner or sole director in one has fallen by 52,000.<sup>37</sup> Therefore, the rise in self-employment could be attributed to a shift towards insecure employment, rather than people setting up their own businesses.

### **Priority Axis 3: Cultural and Natural Resources**

#### **Specific Objective 3**

Activities are:

- Community regeneration through sustainable development and job creation based on cultural and natural heritage – particularly focused on rural communities, development of entrepreneurial activity, and supporting the expansion or start-up of businesses.

#### **Area of Impact:**

- Specific Objective 3: due to the maritime border between Ireland and Wales, there will be a focus on the coastal and marine environments, due to the close proximity of all parts of the Programme area to the coast. However, cultural and natural heritage is not confined to these areas and activity will also be focused on land based heritage which occurs across the entire Programme area.

## **2.6 Conclusions**

Several of the interventions proposed within the Ireland Wales Cooperation Programme are likely to deliver particular benefits for certain age groups, notably younger people and older people through the combination of measures to better address the impacts of climate change, to develop a knowledge base around adaption to climate change, piloting initiatives to test products, and wider sector-based job creation.

## **2.7 Recommendations for implementation**

The following measures are recommended to ensure that the positive impacts of the Priorities are realised by this group.

- Interventions under Priority Axis 2 (specific objective 2) and Priority Axis 3 (specific objective 3), have the potential to benefit young people in particular. It is important that the Programme works towards reducing the barriers to participation in the labour market for young people to ensure that all young people are well positioned to benefit from these interventions.

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<sup>37</sup> TUC (2014) More than two in five new jobs created since mid-2010 have been self-employed, available at: <http://www.tuc.org.uk/economic-issues/economic-analysis/labour-market/labour-market-and-economic-reports/more-two-five-new>



- Positive impacts regarding participation in the energy sector are only likely to be realised, if the barriers to young people studying STEM subjects are addressed.
- Energy efficiency measures need to take full account of the challenges facing vulnerable client groups and address behaviours resistant to change with support and advice where appropriate.
- Opportunities should be taken wherever possible to learn from previous implementation lessons, particularly regarding cross-border working to maximise benefits.

## 3. Disability

### 3.1 Introduction

The following definition of disability is endorsed by the UK EHRC (and formerly the Disability Rights Commission).<sup>38</sup>

***“Disability is the loss or limitation of the ability to participate in the normal life of the community on an equal level with others, due to physical, social and attitudinal barriers, rather than just the result of an individual’s impairment.”***

The definition includes people with mobility impairments, sensory impairments, learning disabilities, mental wellbeing disabilities and severe life threatening conditions including cancer and AIDS. However, disability is now increasingly understood according to the ‘Social Model of Disability’, recognising that people are often disabled more by poor design, inaccessible services and other people's attitudes than by their impairment.

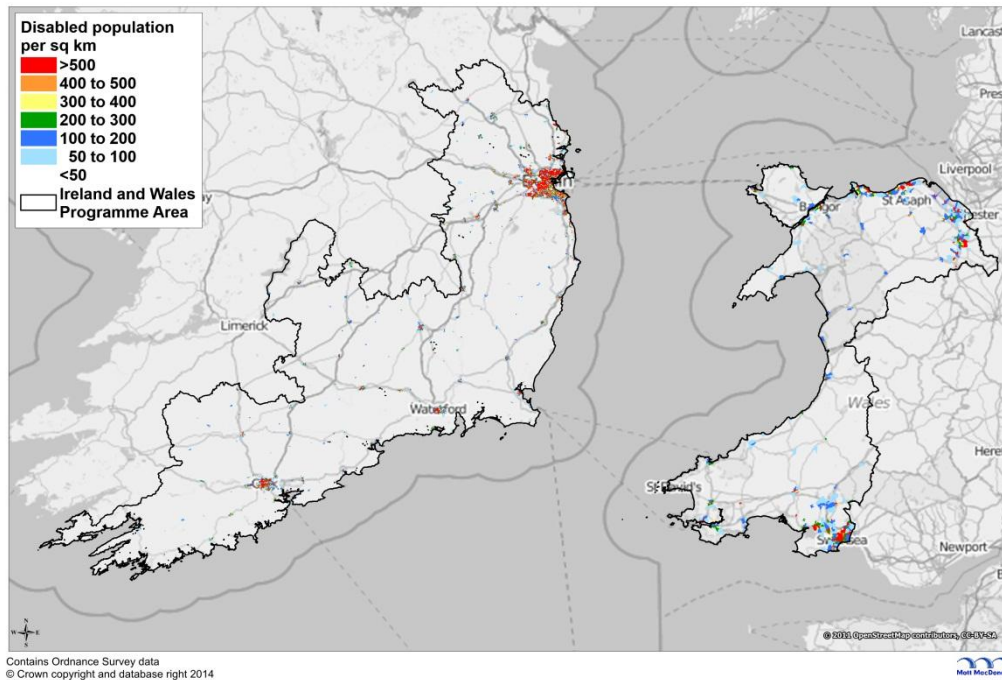
### 3.2 Socio-demographic profile

For the purposes of the demographic and spatial analysis, we have analysed the number of people living with long term health problems or a disability in Wales and people reported as having a disability in Ireland. The maps below show the population density and proportion of this group in the Programme area.

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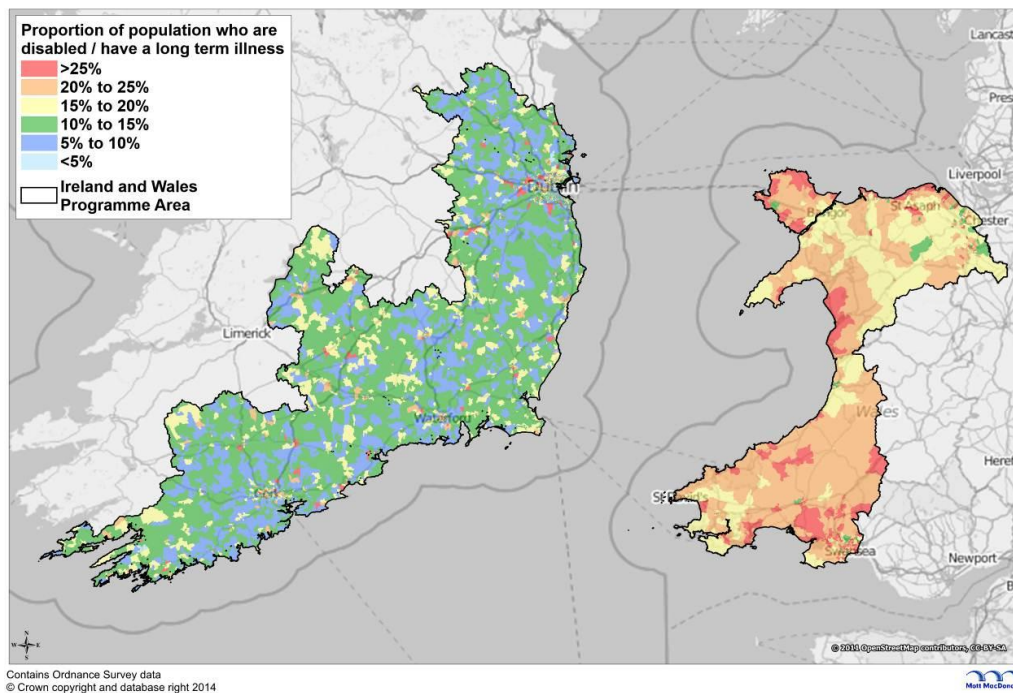
38 See Equality and Human Rights Commission (2011): Guidance on the new Equality Act’. See: <http://www.equalityhumanrights.com/advice-and-guidance/new-equality-act-guidance/>

Figure 3.1: Programme area: Disabled People Density



Source: UK Census 2011 and Republic of Ireland Census 2011

Figure 3.2: Programme area: Disabled People Proportion



Source: UK Census 2011 and Republic of Ireland Census 2011

The maps show:

- The population density of people with disabilities for the vast majority of the Programme area is under 50 per sq. km.
- In Wales, small pockets in the north and south of the Programme area show population density of over 500 people with disabilities.
- The highest population density of people with disabilities is located in north-eastern section of the Irish Programme area, surrounding Dublin, with many areas with more than 500 people with disabilities per sq. km.

However, proportionally, the population of people with long term health problems or disabilities is varied across the Programme area:

- In the Welsh Programme area, the highest proportions of persons with disabilities are found in the Southern areas and on the Western coast of Wales; such as Swansea and rural areas around Barmouth, Dolgellau, Pembrokeshire and around the Brecon Beacons. In many of these areas, more than one fifth to one quarter of the population have a disability.
- Most of the Irish Programme area has a proportional population density of between 10 – 15% with a disability.

The table below shows the number and percentage of disabled people (defined as people reporting having a disability in the 2011 Republic of Ireland Census and people reporting having a Long Term Limiting Illness in 2011 UK Census) living in the Irish and Welsh parts of the Programme area, allowing for comparison between them against the Programme area as a whole.

**Table 3.1: Number and proportion of people with a disability or LTLI**

	All usual residents	Disabled	Disabled %
Ireland	2,891,008	372,215	13%
Wales	1,309,098	294,573	23%
Total	4,200,186	666,788	18%

Source: UK Census 2011 and Republic of Ireland Census 2011

The table shows that:

- The number of people with LTLI varies considerably between the target areas of Wales and Ireland (294,184 in Ireland and 181,287 in Wales), representing 13% and 23% of their populations respectively.
- This makes the average proportion of people with LTLI for the whole Programme area 18%.

### **3.2.1 Trends identified from the socio-economic analysis of the Programme area**

Benefit claimant rates remain high in Wales due to a greater proportion of people claiming disability and sickness benefits (9.2% of the 16 - 64 population in Wales compared with 6.5% in Great Britain as a whole). Wales also has a higher percentage of people claiming welfare benefits for a period of five years. This accounts for 8.3% of the

16-65 population in Wales compared with 5.6% in Great Britain). High claimant rates and long term benefit claims have been a persistent problem in Wales.

The number of male claimants in Ireland decreased by 9.9% in the year to May 2014 compared with a decrease of 4.2% for the number of female claimants.<sup>39</sup> In May 2014 the number of long term claimants was 183,370; representing 47.2% of all benefit claimants in Ireland.<sup>40</sup> Ireland has experienced an annual decrease of 4.5% in the number of benefit claimants.

### **3.3 Priority Axis 1: Innovation**

There are no specific disproportionate positive or negative impacts for people with disabilities associated with the 'Innovation' Priority. As above, this does not necessarily imply that disabled people will not benefit from investment in innovation activity, merely that any such impacts will not be disproportionate to those experienced by the wider public.

### **3.4 Priority Axis 2: Climate change**

#### **3.4.1 Impact: reducing the negative impact of climate change on disabled people**

Climate change tends to affect certain groups disproportionately. A 2011 study identified that disabled people with mobility problems living in coastal communities were particularly vulnerable to climate change.<sup>41</sup> Disabled people may be at a higher risk during emergencies caused by events such as storms and floods.<sup>42</sup> For example, some disabled people: may not be able to get out of buildings quickly in an emergency or may require help in order to leave; may not be aware of emergency warnings; may not know how to react in an emergency; and they may have a reliance on care that may be disrupted by loss of power or food supplies.

Further studies from 2012 have shown that disabled people may also find it harder to regulate body temperature. When combined with the common difficulties of disabled people in accessing health care as a result of wider mobility issues, their health and

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39 Live Register (2014) CSO Statistical release, 5 June 2014, 11am, available at: <http://www.cso.ie/en/releasesandpublications/er/lr/liveregistermay2014/>

40 Live Register (2014) CSO Statistical release, 5 June 2014, 11am, available at: <http://www.cso.ie/en/releasesandpublications/er/lr/liveregistermay2014/>

41 Zsamboky M. et al (2011): 'Impacts of climate change on disadvantaged UK coastal communities', available at: <http://www.jrf.org.uk/sites/files/jrf/disadvantage-communities-climate-change-full.pdf>

42 Bates et al. (2012): 'The impact of climate change upon health and health inequalities in the north west of England', available at: <http://www.nwph.net/nwpho/Publications/Climate%20Change%20Interactive.pdf>

wellbeing could be more at risk from climate change than other sections of the general public.<sup>43</sup>

### **Priority Axis 2: Climate Change**

#### **Specific Objective 2**

Activities include:

- Delivery of adaption measures, particularly for coastal communities and marine environment.

#### **Area of Impact:**

- Specific Objective 2: due to the maritime border between Ireland and Wales, there will be a focus on the development and implementation of adaptation solutions for marine and coastal communities and environments. However, the impact of climate change and adaption strategies will be felt across the whole Programme area.

## **3.5 Priority Axis 3: Cultural and natural resources**

### **3.5.1 Impact: Support for disabled entrepreneurs**

Many disabled people tend to seek forms of employment that are most compatible with their condition. Research undertaken in 2010 by the UK EHRC, shows that disabled workers in Wales are concentrated in forms of employment which may more readily accommodate their disability, such as part time work and self-employment. In particular, for people who have work-limiting disabilities, self-employment has been found to be an important source of work.<sup>44</sup>

However, Disability Wales, in its 'Enterprise Policy Statement',<sup>45</sup> noted that wide ranging barriers exist which actively discourage participation by disabled people in enterprise, including:

- How the popular image of an entrepreneur as an aggressive 'go-getter' may alienate those with a disability who wish to partake in enterprise activity;
- the economic inactivity of disabled people;
- discrimination;

43 Bates et al. (2012): 'The impact of climate change upon health and health inequalities in the north west of England', available at:

<http://www.nwph.net/nwpho/Publications/Climate%20Change%20Interactive.pdf>

44 Equality and Human Rights Commission (2010): 'An anatomy of Economic Inequality in Wales'

45 Disability Wales Policy Statement: Enterprise. Source:

<http://www.disabilitywales.org/about/policy>



- lack of accessible information, communication, infrastructure and education facilities; and
- lack of personal and financial support services.

A study conducted in the Republic of Ireland also noted the barriers faced by disabled people, remarking that an apprehension exists about the ability of people with disabilities to establish a viable business. The study states that 'reactions like "it is hard enough for them to find jobs: how can they possibly create them?" not only show a lack of confidence in the capabilities of people with disabilities, but also reflect a typical view about self-employment being something which requires powers greater than the average person possess.'<sup>46</sup>

### **Priority Axis 3: Cultural and natural resources**

#### **Specific Objective 3**

Activities include:

- Supporting the expansion or start-up of businesses in creative and cultural heritage sectors.

#### **Area of Impact:**

- Specific Objective 3: due to the maritime border between Ireland and Wales, there will be a focus on the coastal and marine environments, due to the close proximity of all parts of the Programme area to the coast. However, cultural and natural heritage is not confined to these areas and activity will also be focused on land based heritage which occurs across the entire Programme area.

## **3.6 Conclusions**

There is the potential for the Ireland and Wales Cooperation Programme to deliver some disproportionate benefits to disabled people, particularly in terms of adapting to climate change and for those disabled people who are currently self-employed or considering starting a business. Many of the potential positive impacts here will be dependent on implementation and the extent to which activities can be tailored to address the barriers that disabled people can face in enterprise and employment. This is explored further below and in the overarching conclusions and recommendations of the report.

## **3.7 Recommendation for implementation**

The following measures are recommended to ensure that the positive impacts of the Priorities are realised by this group:

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46 Cooney, T (2008) '*Entrepreneurs with Disabilities: Profile of a Forgotten Minority*' Irish Business Journal Vol 4, No 1, pp119-129

- Many of the potential positive impacts of the Ireland and Wales Cooperation Programme will be dependent on implementation and the extent to which activities can be tailored to address the barriers that disabled people can face in, for example, accessing support for enterprise and employment. This is an area where this group's needs are not always met and the Programme will need to ask that projects demonstrate the accessibility of their interventions to a range of social groups.
- It will also be essential to ensure that accessibility needs are embedded in the implementation of the Priorities where those needs are particular to people with different disabilities (particularly around Priority 3 – Cultural and Natural Resources). Consideration should therefore be given to the specific accessibility requirements of disabled people (and to disability legislation, now contained within the Equality Act 2010 in Wales and across the Equal Status Acts 200-2008 in Ireland) in the delivery of all measures in this and other priorities.
- To ensure equal access for disabled people when promoting niche tourist attractions, including coastal and cultural attractions and maritime heritage sites, use best practice accessibility guidance wherever possible.
- Further consideration could be given to how Ireland and Wales Cooperation Programme measures could be specifically targeted to complement and support other ERDF and ESF interventions relating to supporting disabled people to secure employment. Successful previous interventions have focused on one-to-one advice, particularly for those who have a disability or people leaving care.



## 4. Gender reassignment

### 4.1 Introduction

There are multiple definitions of 'gender reassignment'. For the purposes of UK equality law, gender reassignment is defined as 'a process which is undertaken under medical supervision for the purpose of reassigning a person's sex by changing physiological or other characteristics of sex, and includes any part of such a process'. This means that an individual does not need to have undergone any specific treatment or surgery to be protected by the law.<sup>47</sup>

### 4.2 Socio-demographic profile

There are no official or census figures for the number of gender variant people in Wales or Ireland. The Home Office 'Report of the interdepartmental working group on transsexual people'<sup>48</sup> based on research from the Netherlands and Scotland, estimates that there are between 1,300 and 2,000 male to female and between 250 and 400 female to male transsexual people in the UK. However, Press for Change estimate the figures at around 5,000 post-operative transsexual people.

Further, 2008 research by the Gender Identity Research and Education Society (GIRES) claims there are 6,200 people who have transitioned to a new gender role via medical intervention and approximately 2,335 full Gender Recognition Certificates have been issued to February 2009. The figures are more diverse when looking at the wider trans community in the UK, where estimates range from 65,000 to 300,000.<sup>49</sup>

Even less data is apparent for Ireland, and at the time of writing no firm statistics on or estimates of the number or proportion of the population who identify as trans was available.

### 4.3 Impacts and opportunities across Priority Axes

No specific disproportionate impacts have been identified for this protected characteristic within the Ireland Wales Cooperation Priorities of the 2014-2020 Programme.

This does not necessarily imply that trans people will not benefit from the Ireland Wales Programme investment, merely that any such impacts will not be disproportionate when compared with those experienced by other sections of the general public.

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47 Source: Equality and Human Rights Commission (2012): 'Transgender: what the law says'. See: <http://www.equalityhumanrights.com/advice-and-guidance/your-rights/transgender/transgender-what-the-law-says/>

48 Home Office (2000): 'Report of the Interdepartmental Working Group on Transsexual People' cited in Office for National Statistics (2009): 'Trans Data Position Paper'

49 Office for National Statistics (2009): 'Trans Data Position Paper'

## 4.4 Conclusions

Transgender people may well benefit from the interventions proposed, but those benefits are not expected to be different to those experienced by the general population. There could be opportunities to maximise positive impacts for this protected characteristic; this will be dependent on the implementation of the Programme.

Equally, it should be noted that the lack of research evidence on this protected characteristic and the ethical issues potentially faced by researchers in seeking out that evidence, limits the analysis that can be presented in this EIA report. It is nonetheless important for projects to engage with transgender groups and networks to ensure effective delivery.

## 4.5 Recommendations for implementation

The following measures are recommended to ensure that the positive impacts of the priorities are realised by this group:

- The reluctance of trans people to seek mainstream support needs to be taken into consideration when analysing barriers to business support services. In order to ensure that people with this protected characteristic feel and are able to access these services, delivery will need to be appropriately implemented, and potentially be accompanied by training as necessary.
- Hate crime can also have considerable physical and/ or psychological impacts on victims and their families constituting a barrier to continued work for victims. Whilst impacts can vary, several effects appear to be common as recognised by a Home Office report on hate crime.<sup>50</sup> They include anger and fear of repeat attacks, depression, worsening of existing mental or physical health conditions and increased financial burden; particularly as a result of income lost through time off work. Victims will often take action themselves to reduce the chance of suffering another hate attack – changing appearance, reducing interactions with others, changing their accommodation or even daily patterns including their route to work or how often they leave their home. When hate crime and harassment is experienced by a transgender person – particularly incidents occurring in the workplace – this can constitute a barrier to continuing employment.
- It will also be important to ensure that the needs and views of trans people are included in the development of socially inclusive environments, as well as ensuring that societal benefits are equally felt across all groups in society.

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50 Home Office (2009) 'Hate Crime – the cross government action plan'

## 5. Marriage and civil partnership

### 5.1 Introduction

Marriage and civil partnership is covered by the Equality Act 2010 only on the grounds of unlawful discrimination. People who are married or in a civil partnership must be treated the same as people who are not and, similarly, same sex civil partners must be treated the same as married heterosexual couples on a wide range of legal matters.

In Ireland, 'civil status' is protected in much the same way and the Equal Status Acts 2000-2008 prohibit discrimination on the ground of civil (formerly marital) status (whether you are single, married, separated, divorced or widowed, or in a civil partnership).<sup>51</sup>

### 5.2 Demographics

The table below illustrates the marital status of people within the Programme area.

Table 5.1: Marital status

	All usual residents	Single Total	Single %	Married Total	Married %
Ireland	2,891,008	1,585,823	55%	1,059,167	37%
Wales	1,309,098	348,854	27%	509,914	39%
Total	4,200,186	1,934,677	46%	1,569,081	37%

	Separated Total	Separated %	Divorced Total	Divorced %	Widowed Total	Widowed %
Ireland	74,668	3%	56,493	2%	114,937	4%
Wales	22,922	2%	105,263	8%	89,415	7%
Total	97,590	2%	161,756	4%	204,352	5%

Source: UK Census 2011 and Republic of Ireland Census 2011

The table suggests that the marital status of the population across both Programme areas is broadly consistent (at 36% of the population of Ireland and 39% of the population of Wales being married) making the average for the Programme area 37% of the population. The level of single people in Ireland is significantly higher than that in the Welsh Programme area (55% compared with 27%) making the average for the Programme area 46% of the population as single.

The proportion of those separated is broadly similar between the Welsh and Irish Programme area (2% and 3% respectively and 2% overall).

51 See: <http://www.equality.ie/Files/Guide-to-the-Equal-Status-Acts-2000-2008.pdf>

The proportion of the population listed as divorced is higher in the Welsh Programme area (8%) than the Irish Programme area (2%) making an average of 4% throughout the whole Programme area.

The proportion of those widowed in the Irish study is 4%, whilst it is 7% in the Welsh Programme area, making the total average 5% for the Programme area.

### **5.3 Impacts and opportunities across Ireland and Wales Cooperation Programme Priority Axes**

No specific disproportionate positive or negative impacts have been associated with this protected characteristic.

This does not necessarily imply that people who are married or are in civil partnerships will not benefit from Ireland Wales Cooperation investment, merely that any such impacts will not be disproportionate to those experienced by others.

### **5.4 Conclusions**

It is not anticipated that there will be any disproportionate impacts on this protected characteristic.

### **5.5 Recommendations for implementation**

Apart from working to ensure that all people, regardless of their marital status and whether they are married or are in a civil partnership, do not experience unlawful discrimination as part of the implementation of the Ireland Wales Cooperation Programme, there are no specific recommendations for the implementation of the Priority Axes with regard to this group.

## 6. Pregnancy and maternity

### 6.1 Introduction

The EHRC defines pregnancy as ‘the condition of being pregnant or expecting a baby’ while ‘maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding’.<sup>52</sup>

### 6.2 Socio-demographic profile

The number and proportion of children aged under one year is often used as a proxy measure for this characteristic as it provides a snapshot of the number of women who have been pregnant and can broadly be considered to fall within the period regarded as maternity.

The table below shows the crude birth rate for the Programme areas in Wales and Ireland.

Table 6.1: Children under one year old

	All usual residents	Children under 1	Children under 1 %
Ireland	2,891,008	46,244	2%
Wales	1,309,098	15,068	1%
Total	4,200,186	61,312	1%

Source: UK Census 2011 and Republic of Ireland Census 2011

This table shows that while there is a higher number of children under one in the Irish part of the study area than the Welsh part (just under 47,000 compared with just over 15,000), they are proportionally similar (2% and 1% respectively)

### 6.3 Impacts and opportunities across Ireland Wales Programme Priority Axes

No disproportionate impacts have been identified for this protected characteristic. This does not necessarily imply that people who are pregnant or who have young families will not benefit from the investments and activities implemented through the Programme, merely that any such impacts will not be disproportionate to those experienced by others.

### 6.4 Conclusions

As such, because of the nature of the Programme – focussed primarily on areas unlikely to interact explicitly with pregnancy and maternity – it is not anticipated that there will be any disproportionate impacts on this protected characteristic.

<sup>52</sup> See: <http://www.equalityhumanrights.com/advice-and-guidance/new-equality-act-guidance/protected-characteristics-definitions/>

## **6.5 Recommendations for implementation**

Apart from working to ensure that women who are pregnant or in the period of legally covered maternity leave do not experience unlawful discrimination or disadvantage as part of the implementation of the Ireland Wales Programme, there are no specific recommendations for the implementation of the three Priorities with regard to this protected characteristic.

## 7. Race and ethnicity

### 7.1 Introduction

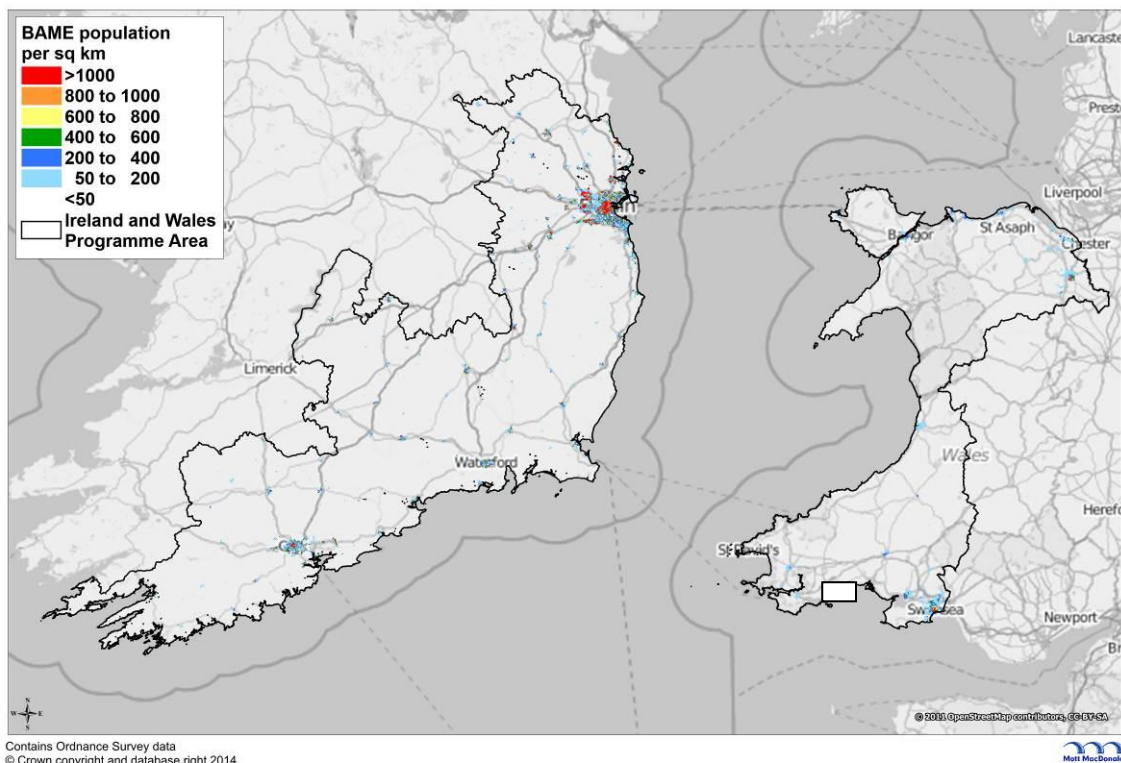
'Race and ethnicity' refers to a group of people defined by their race, colour, nationality, citizenship, or ethnic or national origins.

EIAs, while focussing on the potential impacts of Programmes on all races and ethnicities, tend to draw a distinction between people of White British (and in this case White British and White Irish) origin and people from Black, Asian and other minority ethnic (BAME) groups. This distinction is drawn because in many cases the outcomes (including educational attainment, employment, skills and qualifications, health and other outcomes) of people from BAME groups tend to differ from their White counterparts. Despite the separation into these two groups for the purposes of this EIA, it is worth mentioning that BAME communities are not a homogenous group and wherever possible data needs to be disaggregated to ensure that an accurate picture is painted.

### 7.2 Socio-demographic profile

It should be noted that the BAME population in both Ireland and Wales is relatively small. The maps below show the density and proportion of people from BAME communities in the Programme area.

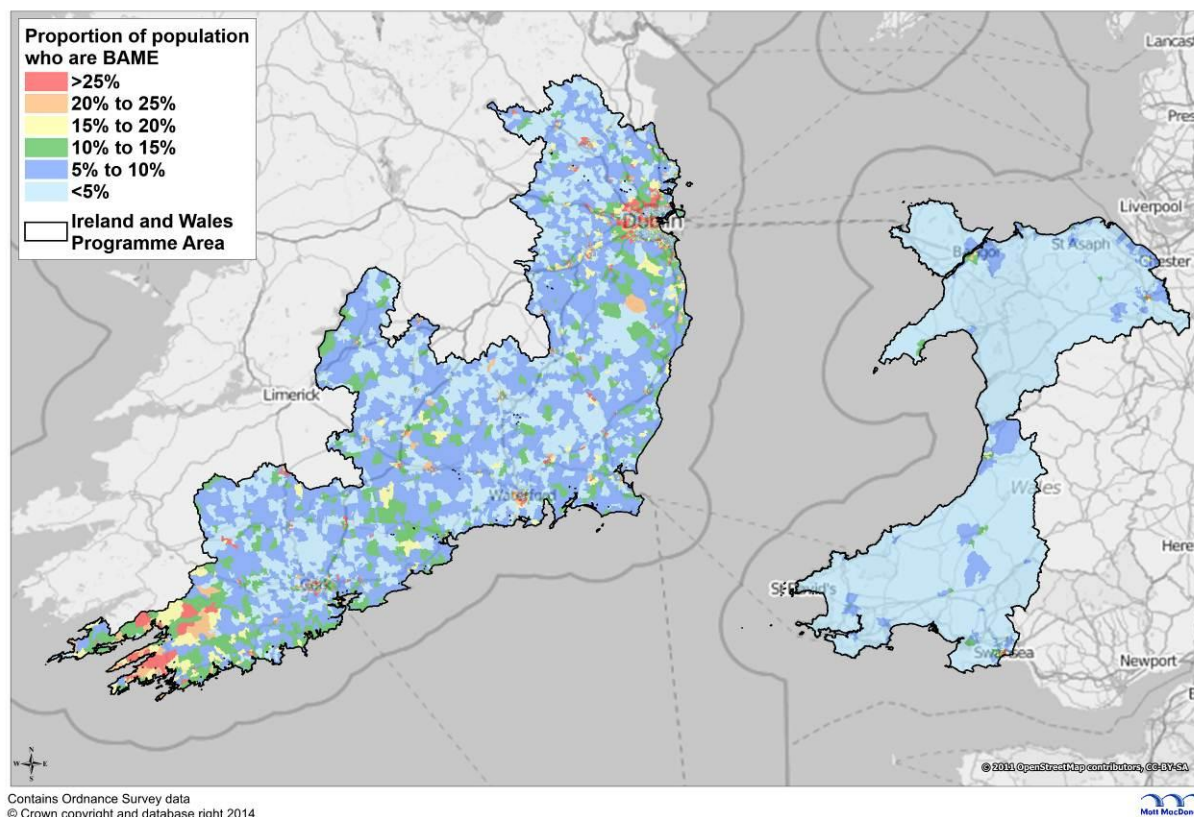
Figure 7.1: Programme area: BAME Density



Source: UK Census 2011 and Republic of Ireland Census 2011



Figure 7.2: Programme area: BAME Proportion



Source: UK Census 2011 and Republic of Ireland Census 2011

The maps show:

- The population density of BAME populations for the vast majority of the Programme area is under 50 per sq. km.
- The areas with the highest densities of BAME population are located in north-eastern section of the Irish Programme area, surrounding Dublin, with a number of areas with more than 500 people from BAME backgrounds per sq. km.

However, proportionally, the population of people from BAME backgrounds is varied across the Programme area:

- In the Welsh Programme area, there are some pockets (spread across the Programme area) with higher proportions of BAME groups. Whilst, around the Dublin area in the North East of the Programme area over a quarter of the population are from BAME backgrounds.
- Across the Programme area, the proportion of people from BAME backgrounds tends to be broadly no more than 10%.

The table below shows the number and percentage of people from BAME groups living in the Irish and Welsh parts of the Programme area, allowing for comparison between them against the Programme area as a whole.

Table 7.1: Number and proportion of people from BAME groups

	All usual residents	BAME	BAME %
Ireland	2,891,008	475,190	17%
Wales	1,309,098	73,468	6%
Total	4,200,186	548,658	11%

Source: UK Census 2011 and Republic of Ireland Census 2011

The table shows that:

- There is a much higher percentage of people from BAME communities living in the Irish Programme area as opposed to the Welsh Programme area (17% as opposed to 6%).
- The overall population of people from BAME communities in the Programme area is therefore 11%.

### 7.3 Priority Axis 1: Innovation

#### 7.3.1 Opportunity: Capitalising on untapped potential in BAME communities

It is generally accepted that there is considerable untapped research and innovation capacity within a number of equality groups (including people from BAME communities in particular, but also including women, younger and disabled people). There are a number of potentially substantial benefits to individuals, society and the economy if the resources within these areas can be successfully tapped. The Organisation for Economic Cooperation and Development (OECD) has long urged societies to maximise the largely untapped potential of ethnic minority communities and other under-utilised sections of society.<sup>53</sup>

#### **Priority Axis 1: Innovation**

##### **Specific Objective 1**

Activities focussed on:

- Building the capacity to improve innovation performance, particularly targeting the lack of capacity within SMEs to innovation.

This intervention could support the development of capacity within untapped groups, including people from BAME communities and provide an opportunity to increase activity in the Programme area by people with this characteristic.

##### **Area of Impact:**

- Specific Objective 1: This Investment Priority supports projects from across the whole

<sup>53</sup> See, for example: OECD (2012): 'Untapped skills: realising the potential of immigrant students' and OECD (2010): 'Fulfilling promise'

Programme area, thereby providing opportunities for partners from all regions.

## 7.4 Priority Axis 2: Climate change

No specific disproportionate positive or negative impacts have been identified as a result of the proposed themes or their associated interventions within the 'Climate Change' Priority. This does not necessarily imply that people from BAME communities will not benefit from measures under this Priority Axis, merely that those benefits are unlikely to be felt disproportionately when compared with other sections of the population.

## 7.5 Priority Axis 3: Cultural and Natural resources

### 7.5.1 Impact: Supporting SMEs owned by members of BAME communities

There are a number of widely recognised barriers facing people from many BAME communities to full participation in a number of sections of the labour market. As research by Race for Opportunity<sup>54</sup> has illustrated, BAME workers remain underrepresented in management and senior level jobs. Ethnic minority male and female directors' make-up only 5.7% of all directors in FTSE 100 companies<sup>55</sup> and less than 1 in 15 BAME workers in the UK hold a management position.<sup>56</sup>

Further research conducted on Irish Market Outcomes in 2010 reported that 'Black Africans, Asians, Ethnic Minority EU, and White individuals from the UK and the 12 EU New Member States were less likely than White Irish nationals to work in professional and managerial occupations'.<sup>57</sup>

Nonetheless, self-employment continues to be an important source of individual economic activity, and national economic productivity. In Wales, for example, around 8% of the economically active population are self-employed.

As data from the 2011 UK Census shows, a number of BAME groups had a higher proportion of self-employed individuals than the white population (at 8%).<sup>58</sup> This included Gypsy or Irish Travellers (10%) and the Indian (10%), Pakistani (15%), Bangladeshi (12%) and Chinese (12%) communities.

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<sup>54</sup> Race for Opportunity (2011) 'Race to progress'

<sup>55</sup> Sealy, R and Vinnicombe, S (2012) 'The Female FTSE Board Report, Milestone or Millstone 2012' Cranfield International Centre for Women Leaders

<sup>56</sup> Business in the community (2013) 'Race and gender: a business case for inclusion' <http://www.bitc.org.uk/issues/workplace-and-employees/race-and-gender>

<sup>57</sup> Kingston, G, O'Connell P J and Kelly E (2010) 'Ethnicity and Nationality in the Irish Labour Market: Evidence from the Equality Module 2010'

<sup>58</sup> Office of National Statistics (2013): 'Census 2011'

Within each ethnic community age can also be a determinant of self-employment. In the White British, Pakistani, Bangladeshi and Chinese communities, for example, this includes individuals aged 25 and over (25-49) and older working-aged people (50-64). Across all age groups, individuals from the Gypsy and Irish travelling communities include a higher proportion of self-employed individuals than the white population in Wales. Older working people (50-64) in the British Indian community are also more likely to be self-employed. In contrast, there is little or no difference in the proportion of self-employed individuals from the Black African and Black Caribbean Communities and with the exception of Gypsy and Irish travellers; there are similar proportions of self-employed young people.

BAME businesses in turn often display different characteristics to those owned by their White counterparts. For example, BAME owned businesses were more likely to be new, as a study of self-employed ethnic minority groups undertaken by the Cyfenter Development Partnership<sup>59</sup> has highlighted. For example, findings revealed that 40% of BAME businesses had traded for a year or less, compared with 21% of non-BAME businesses. It also showed that ethnic minority business owners seemed to be more aware than other business owners of grants that were available, but that a substantially lower proportion had actually secured a grant compared with their white British counterparts.<sup>60</sup>

A recent report by BIS estimated that 62% of UK SMEs are ethnic minority group-led. This equates to around 295,000 SMEs. It is estimated that in the UK ethnic minority group-led SME businesses contribute about £30bn to Gross Value Added (GVA) (or around 6% of the UK SME approximate GVA total).<sup>61</sup>

However, other BIS research found that BAME business owners found it difficult to secure business finance. A 2013 BIS report noted that the effects of ethnic origin of the owner on lending to SMEs were noticeable, with black entrepreneurs more likely to be refused credit. The newly-nationalised banks in 2008-9 (as a result of the recession and banking sector collapse) were more willing to provide SME credit overall than were other institutions.<sup>62</sup>

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59 Cyfenter Development Partnership (2006): 'People from Minority Ethnic Groups in Business'. <http://new.wales.gov.uk/about/departments/dein/Entres/cyfenter/?lang=en>

60 Cyfenter Development Partnership (2006): 'People from Minority Ethnic Groups in Business'

61 Department for Business, Innovation and Skills (2013): 'Small Business Survey 2012: Estimates for Businesses Led by Women and Ethnic Minorities and Social Enterprises in the UK'

62 Department for Business, Innovation and Skills (2013): 'Evaluating Changes in Bank Lending to UK SMEs Over 2001-12 – On-going Tight Credit?'. See: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/193945/bis-13-857-evaluating-changes-in-bank-lending-to-uk-smes-2001-12.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/193945/bis-13-857-evaluating-changes-in-bank-lending-to-uk-smes-2001-12.pdf)

BAME groups can also be overlooked in terms of economic engagement and effective business support.<sup>63</sup> Research has shown that there is a lack of information and advice available to ethnic minority groups in Wales with regard to business support, and wider economic participation.<sup>64</sup> In particular, there is a shortage of advice available for ethnic minority communities in mid and north Wales and also a lack of advice services to migrant workers.<sup>65</sup> As a Welsh Consumer Council study has shown, migrant workers face particular difficulties accessing a range of public services, including economic and business support.<sup>66</sup>

### ***Priority Axis 3: Cultural and Natural resources***

#### ***Specific Objective 3***

Activities include:

- Development of entrepreneurial activity and supporting the expansion or start-up of businesses in creative and cultural heritage sectors.

Such interventions could help support people from BAME backgrounds (and particularly those looking to become self-employed following redundancy) to run their own business, if appropriately established to overcome some of the traditional barriers faced by certain ethnic minorities.

#### ***Area of Impact:***

- Specific Objective 3: due to the maritime border between Ireland and Wales, there will be a focus on the coastal and marine environments, due to the close proximity of all parts of the Programme area to the coast. However, cultural and natural heritage is not confined to these areas and activity will also be focused on land based heritage which occurs across the entire Programme area.

## **7.6 Conclusions**

Both Ireland and Wales have very small BAME populations – this will fundamentally limit the numeric extent of any impacts on this group. There are some potential disproportionate positive impacts for certain BAME communities of the proposals to capitalise innovation in BAME groups and support expansion and start-up of SMEs, however, there is little evidence to suggest that measures focussed on climate change

63 Cyfenter Development Partnership (2006): 'People from Minority Ethnic Groups in Business'

64 Equality and Human Rights Commission (2009) 'Equality in Wales – a Research Review'

65 Withers, L. and Sokiri-Munn, Y. (2005) Untangling the Web. Swansea: MEWN Cymru. Source: <http://www.mewncymru.org.uk/untangling%20the%20web.htm>

66 Thomas, R. (2007) Migrant Workers and Access to Public Services. Cardiff; Welsh Consumer Council.

will have disproportionate benefits for members of BAME groups. As with other protected characteristics, the full extent of benefits will be dependent on how measures are implemented.

## **7.7 Recommendations for implementation**

The following measures are recommended to ensure that the positive impacts of the Priorities are realised by this group:

- Ireland and Wales have only small BAME populations. That said, however, and as is the case with other protected characteristics, implementation of the Priorities within the Ireland Wales Programme must take adequate account of the specific challenges facing BAME communities. In doing so, differences between and within ethnic minority groups must be considered in order to ensure that benefits are realised. Failure to do so may result in the activities of the Programme reinforcing existing inequalities and having negative impacts on some BAME groups.
- Access to tailored business finance schemes could help support people from BAME backgrounds (and particularly those looking to become self-employed following redundancy) to run their own business, if appropriately established to overcome some of the traditional barriers (identified above) faced by certain ethnic minority groups.



## 8. Religion or belief

### 8.1 Introduction

In terms of religion or belief, distinctions are frequently drawn in order to identify those professing a so-called 'minority faith' which in the UK tends to include Buddhism, Hinduism, Islam, Judaism, and Sikhism (as well as other faiths, such as Baha'i and smaller groups such as pagans). This distinction is made because in most areas the majority of the population tend to express their religion or faith as some form or denomination of Christianity, as a professed lack of religion or faith (including atheists and humanists) or a preference not to answer.

In Ireland, because of the largely Catholic makeup of the country, holders of a 'minority faith' tend to include everyone identifying as something other than Catholic.

### 8.2 Socio-demographic profile

The table below shows the percentages of people of different religions, faiths and beliefs living in Ireland and in Wales (data for the Programme area is not available). Different tables have been used because of the different religious profiles of the two countries, and because of the data subsequently collected at the appropriate geographical level. As such, full and direct comparisons are not possible and the tables below simply provide a snapshot.

Table 8.1: Religion, faith and belief in Wales (number and % of population)

	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	Other religion	No religion	Did not state a religion
%	58%	0.3%	0.3%	0.1%	1.5%	0.1%	0.4%	32.1%	7.6%
No.	1,763,299	9,117	10,434	2,064	45,950	2,962	12,705	982,997	233,928

Source: Census 2011

Table 8.2: Religion, faith and belief in Ireland (number and % of population)

	Catholic	Church of Ireland	Muslim	Orthodox	Other Christian	Presbyterian	Apostolic or Pentecostal	Other	No Religion	Not stated
%	84.2%	2.8%	1.1%	1.0%	0.9%	0.5%	0.3%	1.8%	5.9%	1.6%
No.	3,861,335	129,039	49,204	45,223	41,161	24,600	14,043	80,922	269,811	72,914

Source: Republic of Ireland Census 2011

The tables show that:

- Wales remains a predominantly Christian country (58%), with a substantial minority (just over 32%) identifying with no religion.

- Other religions are represented in small numbers, with Muslims (at 1.5%) being the largest minority faith.
- Ireland is overwhelmingly Catholic (with over 84% of the population identifying as Catholic). In Ireland almost 6% identify with no religion; a much smaller proportion than in Wales.
- Other faiths (including other denominations of Christianity) are represented in small proportions.

### 8.3 Priority Axis 3: Cultural and Natural Resources

#### 8.3.1 Opportunity: Improving access to business finance for Muslim businesses

With more than 49,000 Muslims living in Ireland and a further 45,000 living in Wales, access to Sharia banking may be crucially important for those wishing to start their own business. Sharia law states that money cannot be made from money- so charging or receiving interest is not permitted.<sup>67</sup>

#### **Priority Axis 3: Cultural and Natural Resources**

##### **Specific Objective 3**

Activities focused on enterprise support:

- Supporting the expansion or start-up of businesses

This intervention provides scope for benefits for positive impacts for people with this protected characteristic if implementation of the Priority Axis includes provision for faith-sensitive initiatives.

##### **Area of Impact:**

Activity to enhance economic growth will be focused across the entire Programme area.

### 8.4 Impacts and opportunities across other Ireland Wales Programme Priority Axes

No disproportionate positive or negative impacts across the three Priority Axes were identified for this protected characteristic.

### 8.5 Conclusions

For the most part, the activities and interventions within these Priorities are likely to benefit people of different faiths, but these impacts are not likely to be over and above those experienced by the population generally.

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<sup>67</sup> Islamic Bank of Britain (2012): 'Islamic Finance'

However, it is nonetheless important to recognise faith-based differences and the impacts that these can have; Failure to address these group-specific barriers to employment / business will result in the risk that entrenched challenges and comparative economic exclusion persist.

## **8.6 Recommendations for implementation**

Apart from ensuring that discrimination on the ground of religious belief is prevented, the following measures are recommended to ensure that the positive impacts of the priorities are realised by this group.

- Under the Priority Axis 3, it will be important to ensure that projects that receive financing are able to provide the relevant financial services to all potential customers. Some consideration should be given to how best to encourage promoters to engage with Muslim-owned small businesses to help them gain access to finance and adhere to the banking practices required by Sharia law.
- Existing practice in this regard includes the establishment of the UK Islamic Banking and Finance Centre (IBFC-UK) – one of the first institutions in Europe to offer provision in Islamic Finance executive education.<sup>68</sup> Cardiff hosts a centre of Islamic Finance education, in a recent joint venture between Cardiff Business School, the Islamic Banking and Finance Institute in Malaysia (IBFIM) and the Islamic Banking and Finance Centre (IBFC-UK). The Islamic Finance Training Programme for Professionals aims to assist financial organisations wishing to offer Islamic Banking courses and Islamic banking financial products. Exploring ways of working with the Centre and similar institutions is strongly recommended.

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68 See: [http://ibfc.eu/index.php?option=com\\_content&task=view&id=43&Itemid=50](http://ibfc.eu/index.php?option=com_content&task=view&id=43&Itemid=50)

## 9. Sex and gender

### 9.1 Introduction

Sex is defined as the biological distinction between a man and a woman, while gender is the socially-determined role of men and women, which is often accompanied by social norms such as specific dress conventions and established familial roles.

### 9.2 Socio-demographic profile

The table below shows the number and percentage of males and females living in Ireland and Wales, and across the Programme area as a whole, allowing for comparison between them.

Table 9.1: Programme area: Number and proportion of males and females

	All usual residents	Males		Females	
		Number	%	Number	%
Ireland	2,891,008	1,424,658	49%	1,466,430	51%
Wales	1,309,098	643,755	49%	665,343	51%
Total	4,200,186	2,068,413	49%	2,131,773	51%

Source: Census 2011 and Republic of Ireland Census 2011

This table shows that:

- There is the same percentage of women living in the Welsh and the Irish Programme areas (51%), despite the values being very different due to different population sizes (almost one and a half million in Ireland and fewer than half a million in Wales).

### 9.3 Priority Axis 1: Innovation

#### 9.3.1 Impact: Promoting STEM subjects amongst women and girls

As noted above, a recent report by the social enterprise Women in Science and Engineering (WISE) has found that 'despite the economic downturn, 43% of UK science, technology, engineering and mathematics (STEM) employers' have reported difficulty recruiting staff and more than half (52%) are also expecting continued difficulty with recruitment over the next three years.<sup>69</sup>

The report shows that only 9% of STEM employees in the UK are presently women. Barriers to more female participation in these sectors were identified as: poor careers advice and guidance; a lack of information on STEM career options; and the absence of positive female role models.

<sup>69</sup> CBI, (2011), 'Building for Growth- Business Priorities for Education and Skills'

This trend is also repeated in Ireland. A 2014 report by Accenture notes that 'in Ireland there are roughly 117,800 people working in jobs that utilise STEM skills. The proportion of women employed in such roles hovers at less than 25%.<sup>70</sup> The report states that a key barrier is the negative stereotypes that STEM subjects are more suitable for boys.

Research also shows that poor careers advice and a lack of female role models are barriers to young women joining STEM professions.<sup>71</sup> This is reflected in the results of the 2011 Girl Guiding UK survey – where two top reasons for not pursuing a science and engineering career included a lack of information and knowledge about career options (43%) and the lack of female role models (43%).<sup>72</sup>

Around 20% of the wind and marine sector's workforce is female<sup>73</sup>. This is lower than the proportion of women in technical and professional occupations in the UK more widely and women tend to be under-represented in management, technical and other occupations in the industry when compared with the UK economy as a whole.<sup>74</sup> This pattern is similar for the power sector as a whole.

### ***Priority Axis 1: Research and Innovation***

#### ***Specific Objective 1***

Activities include:

- Activities which stimulate innovation and to improve innovation supply chains between businesses and with academia.

Such interventions have the scope to have positive impacts on female participation in research and innovation sectors in which they are traditionally under-represented, including STEM fields.

#### ***Area of Impact:***

- Specific Objective 1: This Investment Priority supports projects from across the whole Programme area, thereby providing opportunities for partners from all regions.

70 Accenture (2014) 'Powering economic growth; Attracting more young women into science and technology.'

71 CBI, (2011): 'Building for Growth- Business Priorities for Education and Skills'

72 UKRC – WISE (2012): 'Engaging girls in science technology, engineering and maths: What works?'; Girl guiding UK (2011): 'Girls attitudes 2011'; Engineering UK (2011): 'An investigation in to why the UK has the lowest proportion of female engineers in the EU'.

73 Renewable UK (2013) Working for a Green Britain & Northern Ireland, 2013-23

74 Renewable UK (2013) Working for a Green Britain & Northern Ireland, 2013-23

## 9.4 Priority Axis 2: Climate Change

No specific disproportionate positive or negative impacts have been identified as a result of the proposed themes or their associated interventions within the 'Climate Change' Priority. This does not necessarily imply that either women or men will not benefit from measures under this Priority Axis, merely that those benefits are unlikely to be felt disproportionately by one sex or the other.

## 9.5 Priority Axis 3: Cultural and Natural Resources

### 9.5.1 Impact: Supporting women in business

Women are under-represented amongst small business owners and the self-employed. Europe-wide figures show that only 6% of women currently own a business in the EU and 2.8% of European women are planning to start up a business.<sup>75</sup> And according to the Annual Population Survey, women are less likely to be self-employed than men. In 2013, for example, 13% of males in Wales aged 16 and over were self-employed compared with 5% of females<sup>76</sup>.

The European Union reports that women are seriously under-represented when it comes to the boards of management of Ireland's top businesses. Irish women make up 8.7% of board members of the largest publicly listed companies in Ireland, significantly below the EU average of 15.8%. Further, according to European Commission statistics, there are no women board chairs or CEOs in any of the top publically listed companies in the ISEQ20 index. Finally, Irish women account for 6.5% of executive directors in Ireland's top companies and 10.3% of non-executive directors. Both figures are below the respective EU averages of 10.2% and 16.8%.<sup>77</sup>

These statistics are supported by several recent research projects, including 'Equality Issues in Wales: A Research Review' (undertaken for the EHRC in 2009), and 'The Global Entrepreneurship Monitor', which states that just under a third of all early stage entrepreneurs in Wales are women.<sup>78</sup>

Further, the Republic of Ireland has relatively low numbers of women engaging in entrepreneurial activities. Indeed, according to an Enterprise Europe report, women are the largest under-represented group when it comes to enterprise in Ireland: only 15-19% of established entrepreneurs in Ireland are women. Indeed, only 5.2% of women in

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<sup>75</sup> A View from the European Parliament, (2012): 'SME week: Women entrepreneurs with a migrant background' See: <http://lidiageringer.wordpress.com/2012/10/17/sme-week-women-entrepreneurs-with-a-migrant-background/>

<sup>76</sup> Office of National Statistics (2013): 'Annual Population Survey'

<sup>77</sup> The European Commission 'The EU and Irish Women' accessed online [http://ec.europa.eu/ireland/ireland\\_in\\_the\\_eu/impact\\_of\\_eu\\_on\\_irish\\_women/index\\_en.htm](http://ec.europa.eu/ireland/ireland_in_the_eu/impact_of_eu_on_irish_women/index_en.htm)

<sup>78</sup> Equality and Human Rights Commission (2009): 'Equality in Wales – a Research Review'



Ireland are established entrepreneurs compared with 11.8% of men. In other terms, men are 2.3 times more likely than women to be established owners of business.<sup>79</sup>

In a 2013 survey of self employed women in Wales, Chwarae Teg found that access to advice, support and finance continued to be key barriers to women starting up new businesses in Wales. Almost half of the women asked had not accessed advice or training at the time of becoming self-employed and only a very small proportion (14%) had received support from a bank or building society, with two thirds (75%) self-financing their business start-up using their own savings.

The EHRC paper 'Equality in Wales'<sup>80</sup> identifies similar barriers facing women in the business environment, and highlights their under representation in the self-employed sector. Barriers include problems in securing finance, such as not being taken seriously by bankers (who are predominantly male); low self-confidence; lack of knowledge; and exclusion from business networks.<sup>81</sup> These findings are supported by the Enterprise Europe Report on Female Entrepreneurship in Ireland, which report similar issues for women in business.

That being the case, there is growing evidence to suggest that women are looking to enter self-employment in larger numbers. For example, a recent study by the Resolution Foundation, found that although there are more men self-employed than women, those that are currently entering self-employment are more likely to be female.<sup>82</sup>

### **Priority Axis 3: Cultural and Natural Resources**

#### **Specific Objectives 3**

Activities include:

- The development of entrepreneurial activities and supporting the expansion or start-up of businesses in these areas

Such interventions have potential to support women looking to establish and run their own business.

#### **Area of Impact:**

79 Enterprise Europe Network (2010): 'Female Entrepreneurship in Ireland'

80 Equality and Human Rights Commission (2009) 'Equality in Wales – a Research Review'

81 See:

[http://www.imagininggrowth.com/en/index.php?option=com\\_content&view=article&catid=34%3Aarticoli&id=47%3Athe-project&Itemid=82](http://www.imagininggrowth.com/en/index.php?option=com_content&view=article&catid=34%3Aarticoli&id=47%3Athe-project&Itemid=82)

82 Resolution Foundation (2014): 'Just the job – or a working compromise? The changing nature of self-employment in the UK', available at:

[http://www.resolutionfoundation.org/media/media/downloads/Just\\_the\\_job\\_-\\_or\\_a\\_working\\_compromise\\_1.pdf](http://www.resolutionfoundation.org/media/media/downloads/Just_the_job_-_or_a_working_compromise_1.pdf)

- Specific Objective 3: due to the maritime border between Ireland and Wales, there will be a focus on the coastal and marine environments, due to the close proximity of all parts of the Programme area to the coast. However, cultural and natural heritage is not confined to these areas and activity will also be focused on land based heritage which occurs across the entire Programme area.

## 9.6 Conclusions

As with other protected characteristics, the Ireland and Wales Programme has the potential to realise positive impacts for women and girls by addressing some traditional barriers to enterprise and employment, such as limited access to support. However, implementation of the Programme will, again, be critical to ensure that the opportunities to improve gender equality in small business ownership are maximised.

## 9.7 Recommendations for implementation

The following measures are recommended to ensure that the positive impacts of the priorities are realised by this group.

- It will be important to encourage the participation of women in research and development activity to ensure a gender balance and that all available societal resources are utilised.
- It will be important to ensure that any cross-sector and multi-sector working, bringing together HEIs and research institutes, does not exclude women and encourages their active participation.
- Given the lack of women participating in STEM subjects and innovation and research more widely, it will be important for all of the areas covered by the innovation priority to consider how accessibility to women and other equality groups will be ensured. Such interventions have the scope to have positive impacts on female participation in research and innovation sectors in which they are traditionally under-represented, including STEM fields
- There are opportunities to engage with communities with the Programme area and promote STEM subjects among women and girls.

Good practice within previous interventions can be found in the European Research Council's (ERC) 'Gender Balance Working Group'; a permanent structure under the ERC Scientific Council. It was created in 2008 to monitor gender equality throughout the entire ERC process and aims to achieve, in the medium term, gender balance among the ERC peer reviewers and other relevant decision-making bodies, with a minimum participation of 40% of the underrepresented gender.

## 10. Sexual orientation

### 10.1 Introduction

Sexual orientation concerns whether a person's sexual attraction is to their own sex, the opposite sex or both sexes.

Sexual orientation was added to the list of protected characteristics in the UK under the provision of the Equality Act 2010. In general, consideration of this characteristic focuses on lesbians, gay men and bisexuals who frequently refer to themselves as the LGB community. The acronym is often expanded to LGBT to incorporate the trans population, although current equality legislation considers them separately.

In Ireland 'sexual orientation' is included within the grounds upon which it is illegal to discriminate under the Equal Status Acts 2000-2008.

### 10.2 Socio-demographic profile

There are no comprehensive official or census figures for the number of LGB people in Wales or Ireland and different surveys have produced different results.

Some information is available for each region, however. For example, it is estimated by LGB charity Stonewall that lesbian, gay and bisexual people make up around 6% of the UK population.<sup>83</sup> Whilst, the Integrated Household Survey, provides estimates from approximately 340,000 individual respondents, that:

- 1.5% of adults in the UK identified themselves as Gay, Lesbian or Bisexual.
- 2.6% of adults aged 16-24 self-identified as LGB, compared with only 0.4% of adults aged 65 and over.

Further the ONS integrated household survey for March 2012 suggested that only 1.4% of the population identified as LGB in Wales in 2011-12. However, only 94.8% identified as heterosexual, indicating that many who did not identify as heterosexual chose not to disclose their sexuality or did not identify with the options presented.

In Ireland, even less data is available and no recent or reliable figure could be found on the LGB population in the country.

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83 Stonewall Cymru (2012): 'Lesbian, Gay and Bisexual (LGB) People in Sport: Understanding LGB sports participation in Wales' See:  
<http://www.ons.gov.uk/ons/rel/integrated-household-survey/integrated-household-survey/january-to-december-2012/index.html>  
[http://www.stonewallcymru.org.uk/documents/lgb\\_people\\_in\\_sport.pdf](http://www.stonewallcymru.org.uk/documents/lgb_people_in_sport.pdf)

## 10.3 Cultural and National Resources

### 10.3.1 Opportunity: Support for LGB businesses

Discrimination and victimisation are often cited as a barrier to wider economic participation for LGB people. A 2007 Trade Union Congress (TUC) report<sup>84</sup> noted that a third of all LGB workers in Wales reported harassment at work because of their sexual orientation. Further, there is some evidence from further afield released by Stonewall which suggests that gay men and lesbians expect to be discriminated against in the provision of financial services and there is a reluctance and anxiety amongst them to declare their sexual orientation when applying for a mortgage or insurance. Stonewall concludes by noting that gay people are more likely to seek financial services from gay service providers even if this is more expensive.<sup>85</sup>

Research for the London Development Agency also suggested that accessing start-up capital from banks may be difficult for the LGB community as this has been the case for BAME communities who have faced discrimination from the financial sector and as a result have to rely on informal sources of finance.<sup>86</sup>

In order for interventions across this priority to deliver disproportionate benefits to LGB entrepreneurs a strategy to focus on some of the above challenges will be necessary. Otherwise, based on current Programme documentation, it is unlikely that there will be any disproportionate effects for this protected characteristic, positive or negative.

#### **Priority Axis 3: Cultural and Natural resources**

##### **Specific Objective 3**

Activities include:

- Development of entrepreneurial activity and supporting the expansion or start-up of businesses in creative and cultural heritage sectors.

Such interventions could help support people from LGB communities to run their own business, if an appropriate strategy was put into place that addressed some of the identified challenges.

##### **Area of Impact:**

- Activity under this Specific Objective will be focussed across the entire Programme area.

84 Hunt, C., Davidson, M., Fielden, S. and Hoel, H. on behalf of the Equal Opportunities Commission (2007): 'Sexual harassment in the workplace: a literature review. EOC Working Paper Series no. 59'

85 Stonewall, (2007): 'A guide to your options if you have been discriminated against under the Equality Act (Sexual Orientation) Regulations 2007'

86 Gavrielides, 2007: 6

#### **10.4 Impacts across other Ireland Wales Programme Priority Axes**

Within the other themes of the Ireland and Wales Programme, no disproportionate positive or negative impacts have been identified.

#### **10.5 Conclusions**

Overall, the impact of the Ireland and Wales Programme on people with this protected characteristic is unlikely to be disproportionately different from the impact on the population as a whole.

#### **10.6 Recommendations for implementation**

The following measures are recommended to ensure that the positive impacts of the priorities are realised by this group:

- All interventions under the Ireland and Wales Programme should be designed to be accessible to all, including people from LGB communities, who may not feel that mainstream support meets their needs. Interventions aimed to help entrepreneurs will have to be sensitive to the needs and concerns of LGB business owners.
- Additional engagement and dialogue may be required in order to ensure that these needs are properly understood. This can be developed as the Programme is finalised.
- In particular, it will be important to understand the more detailed barriers facing LGB business owners to focus support where it is needed and to tackle both instances and perceptions of discrimination wherever they arise.

# 11. Language: Welsh and Irish speakers

## 11.1 Introduction

The Welsh language has been deemed to be an integral part of the Welsh people's heritage and the Welsh Government recognises that it should be protected. The Welsh Language Act 1993 established that in the conduct of public business and the administration of justice in Wales, the English and Welsh languages should be treated on a basis of equality. The introduction of the Welsh Language Measure in 2011 established the office of the Welsh Language Commissioner,<sup>87</sup> charged with promoting the equality of Welsh and English in public service delivery. Taking a commitment to bilingualism forward will therefore require such standards to be followed.<sup>88</sup>

Similarly, the Irish language has full recognition within the Constitution of Ireland as the national and first official language of the Republic of Ireland. Formally, English exists alongside it as a second official language, but is used rather than Irish in the majority of official and formal situations. The Irish Government's broad policy in relation to the language is to increase the use and the knowledge of Irish as a community language. Specifically, the Government is primarily focussed on the Irish language policy in the Gaeltacht (native Irish speaking areas defined by Government order), particularly as research has shown that the language is under threat in these areas.

## 11.2 Socio-demographic profile

### 11.2.1 The Welsh Language

The 2011 Census found that more than half a million people professed to be able to speak Welsh; this represents almost one fifth of the Welsh population.<sup>89</sup> The maps below show the density and proportion of Welsh speakers across Wales.

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87 Further details of the Welsh Language Commissioner can be found here:

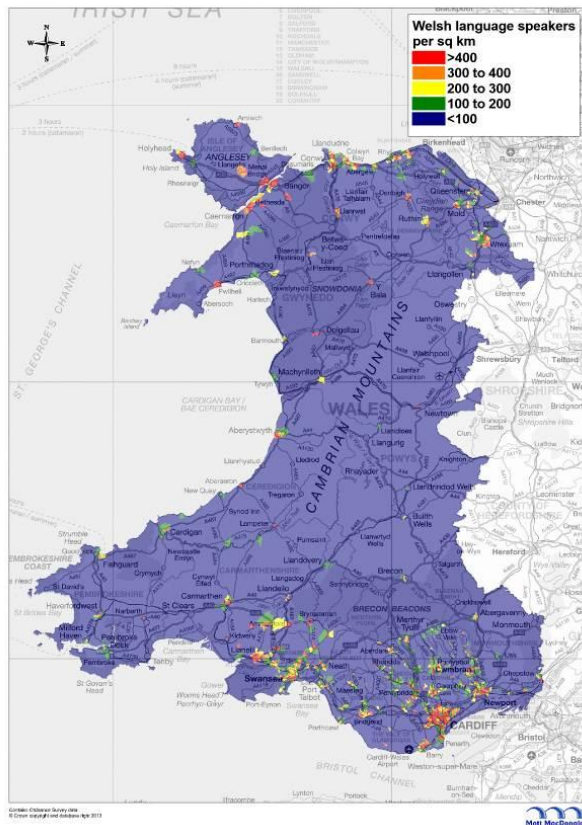
<http://www.comisiynyddygymraeg.org/english/Pages/Home.aspx>

88 Welsh Assembly Government (2010): 'The Proposed Welsh Language Measure 2010: Explanatory Memorandum'. See: <http://www.assemblywales.org/ms-ld7944-em-e.pdf>

89 Welsh Government, (2012); '2011 Census: First Results on the Welsh Language'

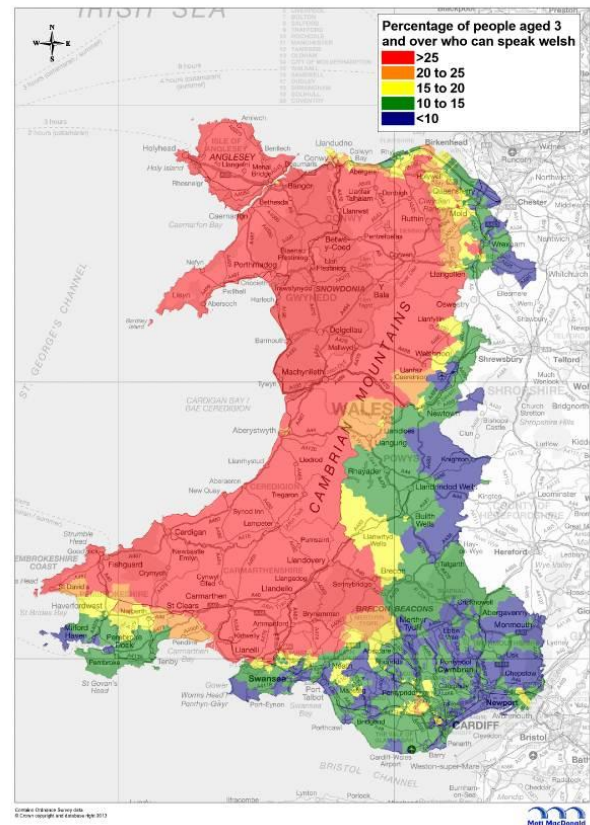


Figure 11.1: Density of Welsh speakers



Source: Census 2011

Figure 11.2: Proportion of Welsh speakers



Source: Census 2011

The maps show that:

- The density of the population of Welsh speakers in Wales is generally low, reflective of general low population densities across the country. There are fewer than 100 Welsh speaking people per square kilometre for most of Wales.
- The largest populations of Welsh speakers are in the urban areas of north and south Wales – with greater densities in the north than for other protected characteristics.
- In particular, there are high population densities dotted around the north of Wales, in Bangor, Wrexham, Bethesda and Holyhead, and in the south – in Cardiff, Newport, Swansea and Llanelli.
- There are also pockets of high population densities (of Welsh speakers) within the Programme area. These tend to be concentrated in traditional Welsh-speaking heartlands.

The higher proportions of Welsh speakers live in the north and west of the country – in much of this area more than a quarter of the population speak Welsh. These areas have traditionally higher proportions of Welsh speakers and are predominantly rural in character.

## 11.2.2 The Irish Language

The Irish language experienced historical decline up to the end of the twentieth century but has seen significant increases in use over the past two decades. The table below shows the number of Irish speakers (aged over three years) in the Irish part of the Programme area, compared with the whole of Ireland.

Table 11.1: Irish speakers in the Programme Area (Ireland only)

	Total	Irish Speakers		Non-Irish Speakers		Not Stated	
		Number	%	Number	%	Number	%
Carlow	51,991	19,972	38%	30,877	59%	1,142	2%
Dublin City	508,177	162,879	32%	326,811	64%	18,487	4%
South Dublin	250,997	89,850	36%	155,644	62%	5,503	2%
Fingal	257,491	96,537	37%	155,263	60%	5,691	2%
Dún Laoghaire-Rathdown	198,168	83,000	42%	111,783	56%	3,385	2%
Kildare	198,860	83,526	42%	112,261	56%	3,073	2%
Kilkenny	90,805	38,619	43%	50,694	56%	1,492	2%
Meath	173,544	68,259	39%	102,334	59%	2,951	2%
Wicklow	129,643	48,502	37%	79,141	61%	2,000	2%
Cork City	115,425	46,566	40%	65,774	57%	3,085	3%
Cork	379,061	177,536	47%	195,232	52%	6,293	2%
Tipperary North	67,075	31,598	47%	34,406	51%	1,071	2%
Tipperary South	84,444	35,740	42%	47,337	56%	1,367	2%
Waterford City	44,651	16,847	38%	26,776	60%	1,028	2%
Waterford	63,878	29,899	47%	33,134	52%	845	1%
<b>Programme Area</b>	<b>3,571,747</b>	<b>1,428,398</b>	<b>40%</b>	<b>2,067,948</b>	<b>58%</b>	<b>75,401</b>	<b>2%</b>
<b>Ireland</b>	<b>4,370,631</b>	<b>1,774,437</b>	<b>41%</b>	<b>2,507,312</b>	<b>57%</b>	<b>88,882</b>	<b>2%</b>

Source: Republic of Ireland Census 2011; Central Statistics Office, Ireland

The table shows a lower proportion of Irish speakers in the Programme area when compared with the rest of Ireland. This is reflective of the geographical distribution of Irish speakers, which sees a majority living in the West of the country (and therefore outside of the Programme area). Nonetheless, between one in three and one in two people in the counties of the programme area identify themselves as speaking Irish and there are two small Gaeltacht areas in the Programme area:

- An Rinn in Co. Waterford
- Rath Cairn in Co. Meath

Other Gaeltacht areas relevant to the Programme area are located in Counties Cork and Kerry.<sup>90</sup>

In addition, the number of people speaking Irish *regularly* (including those who speak Irish daily within the education system, within and outside the education system and purely outside the education system, as well as those who use it weekly outside education system (as recorded in the Census), is detailed in the table below. Again the Irish part of the Programme area has a slightly lower proportion of Irish speakers than the country as a whole.

**Table 11.2: Regular Irish speakers in the Programme Area (Ireland only)**

	Daily (%)		Weekly (%)		Regular speakers	
	Within education	Within and Outside education	Outside education	Outside education	Total	%
Carlow	12%	1%	1%	2%	7,961	15%
Dublin City	8%	1%	1%	2%	56,415	11%
South Dublin	12%	1%	1%	2%	38,345	15%
Fingal	12%	1%	1%	2%	40,245	16%
Dún Laoghaire-Rathdown	10%	1%	1%	3%	29,302	15%
Kildare	13%	1%	1%	2%	35,040	18%
Kilkenny	13%	1%	1%	2%	15,495	17%
Meath	13%	1%	1%	2%	30,070	17%
Wicklow	12%	1%	1%	2%	20,503	16%
Cork City	9%	1%	1%	3%	15,380	13%
Cork	14%	1%	1%	3%	70,388	19%
Tipperary North	14%	1%	1%	3%	12,212	18%
Tipperary South	13%	1%	1%	2%	13,736	16%
Waterford City	11%	1%	1%	2%	6,218	14%
Waterford	14%	1%	1%	3%	12,440	19%
<b>Programme Area</b>	<b>12%</b>	<b>1%</b>	<b>1%</b>	<b>2%</b>	<b>562,773</b>	<b>16%</b>

Source: Republic of Ireland Census 2011; Central Statistics Office, Ireland

90 See: <http://www.udaras.ie/en/an-ghaeilge-an-ghaeltacht/an-ghaeltacht>

### 11.3 Priority Axis 1: Innovation

#### 11.3.1 Impact: Supporting Welsh speakers through economic development activity

Previous work undertaken by the Welsh Government suggests that all aspects of economic development have a direct or indirect impact on the Welsh language. However when planning and taking action considering language development in tandem with economic development, can deliver significant economic benefits.<sup>91</sup>

The Welsh Language and Economic Development Task and Finish Group, set up in December 2012 presented a report on the Welsh Language and Economic Development to the Minister for Economy, Science and Transport<sup>92</sup>. This report has made a number of recommendations on how Welsh language and bilingualism could support business growth and economic development and how economic development can support the increased use of the Welsh Language. This includes:

- The development of a strategy to help encourage and support the use of the Welsh language as a marketing tool and to promote the benefits of bilingualism in business.
- There should be greater resources for promoting innovation, entrepreneurship, and potential careers in business to Welsh speaking students and young people.
- Encouragement should be given to the formation of clusters and networks of businesses utilising the Welsh language.

The strategy should be used to underpin and inform the design of the Ireland Wales Programme interventions that could both stimulate the economy of Wales as well as supporting Welsh speakers.

**Specifically Priorities 1 and 3**, although this impact is present across the Operational Programme.

The 2014-2020 Ireland Wales Programme offers substantial opportunities to explore and promote interventions that inter-link the Welsh language and the vitality of the Welsh economy.

Actions include:

- Utilising existing strengths in terms of creative and cultural heritage to deliver benefits in terms of economic growth including supporting the expansion or start-up of businesses in these areas.
- Developing hubs or clusters for innovative businesses and sectors.

<sup>91</sup> Economic Development and the Welsh Language. A Programme of Action. Welsh Assembly Government [Undated].

<sup>92</sup> Task and Finish Group to the Minister for Economy, Science and Transport (2014) Report of the Welsh Language and Economic Development, available at: <http://wales.gov.uk/docs/det/publications/140130wleden.pdf>

Area of impact:

- This impact is likely to apply to Wales only.

## 11.4 Priority Axis 2: Climate Change

No specific impact has been identified for Welsh or Irish speakers as a result of this Priority Axis.

## 11.5 Priority Axis 3: Cultural and Natural Resources

### 11.5.1 Opportunity: Safeguarding the Welsh language through conservation development and community regeneration

A review of the role of the housing system in rural Wales commissioned by the Welsh Government noted that the scale of in-migration (particularly during the 1980s and 1990s) from England had led to concerns about culture and the Welsh language.<sup>93</sup>

The Ireland Wales Programme contains a number of measures focused on community regeneration through sustainable development and job creation based on cultural and natural heritage – particularly focusing on rural communities. This includes the promotion and development of cultural heritage initiatives. This, in turn, may lead to *indirect* benefits for the Welsh language and Welsh speakers, for example by providing opportunities to learn and/or use the language in informal settings outside of the classroom. This is recognised as a key priority within A Living Language:

‘We need to provide children and young people with a wide range of social opportunities to use their Welsh outside school, so that they associate the language not only with education, but also with leisure and cultural activities and, above all, with pleasure and entertainment. Providing further opportunities of this nature should lead to increased use of the language by the individual, in addition to instilling enthusiasm and a positive attitude towards the language’.<sup>94</sup>

## Priority 3: Cultural and Natural Resources

### Specific Objective 3

Actions include:

- Community regeneration through sustainable development and job creation based on cultural and natural heritage.
- Engaging communities in the conservation of their natural and cultural heritage.

<sup>93</sup> Equality and Human Rights Commission (2009): ‘Equality Issues in Wales: A Research Review’, p.178.

<sup>94</sup> Welsh Government (2011): ‘A living language: a language for living. Welsh Language Strategy 2012-17’, p.29



- Use traditional and cultural strengths to improve an area and make it a more attractive place to live, relocate, work and visit.

#### Area of impact

- As it is focussed on the medium of Welsh, this impact is likely to be felt in the Welsh part of the Programme area only.

### **11.5.2 Opportunity: Supporting Irish speakers through economic development activity based on cultural and natural heritage**

Wales and Ireland are historically linked due to movement across the Irish Sea. They form part of a shared Celtic culture, which includes the use of Celtic languages. UNESCO Atlas of the World's Languages in Danger classed Irish as 'definitely endangered'.<sup>95</sup> It is the oldest spoken literary language in Europe and is the main community and household language of 3% of the country's population.<sup>96</sup> As the Irish language is unique to Ireland, it is of crucial importance for the identity of Irish people and World Heritage. The programme can help support the preservation this cultural asset, through engaging with communities in the conservation of their natural and cultural heritage.

#### Priority Axis 3: **Cultural and Natural Resources** Specific Objective 3

##### Actions include:

- Development of entrepreneurial activity, SMEs and micro-enterprises active in the natural heritage and cultural heritage sectors.
- Utilising existing strengths in terms of creative and cultural heritage to deliver benefits in terms of economic growth.
- Promotion and development of cultural heritage initiatives with emphasis on supporting economic development.

#### Area of impact

- As it is focused on the medium of Irish, this opportunity is likely to be realised in the Irish part of the Programme area only.

95 Moseley C. (ed.). 2010. Atlas of the World's Languages in Danger, 3rd edn. Paris, UNESCO Publishing. Online version:

<http://www.unesco.org/culture/en/endangeredlanguages/atlas>

96 Government of Ireland (2010) 20 year strategy for the Irish language 2010-2030, available at: <http://www.ahg.gov.ie/en/20-YearStrategyfortheIrishLanguage2010-2030/Publications/20-Year%20Strategy%20-%20English%20version.pdf>



## 11.6 Conclusions

There is some potential for positive impacts across the Ireland Wales Programme on Welsh and Irish speakers. However, there is very little evidence to support direct disproportionate impacts on this group.

There are no **specific** measures within the Ireland Wales Programme that actively seek to target Welsh and Irish speakers and hence the potential to maximise positive impacts for these linguistic communities might not be realised.

## 11.7 Recommendations for implementation

The following measures are recommended to ensure that the positive impacts of the Priorities are realised by Welsh and Irish speakers:

- The Programme should explore how interventions can be tailored to the characteristic and the specific circumstances of Welsh speakers in Wales and Irish speakers in Ireland. This should be a key priority in terms of focusing the Ireland Wales Programme resources in appropriate (direct and indirect ways) to assist with measures that aim to support the continued growth in Irish and halt and reverse the decline in the number of Welsh speakers in rural areas highlighted by the 2011 census data.
- In Wales, providing services in Welsh, or providing an option to interact with delivery organisations in Welsh, will be the core means by which Priorities within the Ireland Wales Programme can support those choosing to conduct themselves in Welsh. The Themes of building capacity to improve innovation performance for SMEs and community regeneration in particular have scope to further support those seeking to do business in Welsh. The overall impact, however, will be determined primarily by the way in which each Priority is implemented.
- In Ireland, support for Irish speakers, within and beyond Gaeltacht regions (including Ring), through positive promotion of the language and opportunities to use the language in public life should also be pursued.
- Proactive steps should be taken to identify and build on good practice under the 2007-2013 Ireland Wales Programme in relation to interventions that focus on promoting the opportunities and inter-relationships that exist between economic development and the Welsh and Irish languages. In Wales, it should also refer to the recommendations made by the Welsh Language and Economic Development task and finish group, and implement these where relevant.
- It will be important to ensure that the capability to offer support bilingually, particularly in Wales where this is a legislative requirement is made available in those areas where it is most likely to be required.
- All projects and project information will need to be developed bilingually where appropriate to ensure that the benefits are open to English, Welsh and Irish speakers alike.

## 12. Conclusions and Recommendations

### 12.1 Overview

This final chapter draws together the findings of the research undertaken as part of this EIA. It provides:

- a **summary** of the impacts by protected characteristic (including the Welsh and Irish languages) and by Priority Axis;
- a set of **conclusions** across all protected characteristics regarding the 2014-2020 Ireland Wales Programme as a whole; and
- a series of **recommendations** designed to support the further development and implementation of the Programme and ensure that equality of opportunity is maximised.

### 12.2 Summary of impacts

This section provides a summary of impacts on people with each of the protected characteristics covered by the Equality Act 2010, as well as on the Priority Axes of the proposed Ireland Wales Programme – it is designed to summarise where impacts will be felt and by whom.

The table below summarises the impacts and opportunities of each Priority Axis on each protected characteristic covered within this report. Impacts are coloured in red and opportunities in green.

Table 12.1: Ireland Wales Programme Impacts by Protected Characteristic and Priority Axis

Protected Characteristic	Priority Axis 1: Innovation	Priority Axis 2: Climate Change	Priority Axis 3: Cultural and Natural Resources
Age		Impact: reducing the impact of climate change on older people	Impact: enhancing labour market opportunities for younger people
		Impact: reducing the impact of climate change on children	Impact: enhancing labour market opportunities for older people
		Opportunity: Supporting employment in the energy sector for young people	
Disability		Impact: reducing the impact of climate change on disabled people	Impact: Support for disabled entrepreneurs
Gender reassignment			
Marriage and civil partnership			
Pregnancy and maternity			
Race and ethnicity	Opportunity: Capitalising on untapped potential in BAME communities		Impact: Supporting SMEs owned by members of BAME communities
Religion and belief			Impact: Supporting SMEs owned by people from some minority religious communities
Sex	Impact: Promoting STEM subjects amongst women and girls		Impact: Supporting women in business
Sexual orientation			Opportunity: Support for LGB businesses

Protected Characteristic	Priority Axis 1: Innovation	Priority Axis 2: Climate Change	Priority Axis 3: Cultural and Natural Resources
Irish and Welsh Language	Impact: Supporting Welsh speakers through economic development activity		Opportunity: Supporting Irish speakers through economic development and cultural activity
			Opportunity: Safeguarding the Welsh language through conservation development and community regeneration

### 12.2.1 Impacts by protected characteristic

It is not anticipated that there will be any disproportionate negative impacts on any of the characteristics protected by the Equality Act 2010, as a result of the 2014-2020 Ireland Wales Programme. The Programme is directed towards improving economic competitiveness (an area in which many members of equality groups struggle) through improved innovation, measures to tackle climate change, and maximising the benefits of cultural and natural resources. Therefore, while it is far from the case that every measure proposed within the Priority Axes and the Specific Objectives of the Programme will have explicit **positive** equality impacts; effects are likely to be beneficial overall.

This EIA has identified that some protected characteristics are particularly likely to be beneficiaries of the Programme. Within the Programmes, there is some scope for enterprise support to be used to improve the numbers of women, disabled people, and some BAME and LGB people running SMEs.

It is, however, equally likely that, without appropriate focus and targeting of resources at particular groups (such as disabled people, people from BAME groups, religious groups, LGB people and trans people), there will be a number of missed opportunities around equality. This is particularly the case for those characteristics for which there is very little evidence from which to direct Ireland Wales Programme-funded activity, such as gender reassignment and sexual orientation. The situation is similar with the other Structural Fund Programmes and is discussed further in the recommendations below.

### 12.2.2 Impacts by Priority Axis

The key impacts of the Ireland Wales Programme are outlined below:

#### 12.2.2.1 Priority Axis 1: Innovation

Impacts under Priority Axis 1 are limited. The primary impact of this Priority Axis is focussed on the scope that it provides for further positive impacts as a result of maximising the use of previously untapped resources within particular community or groups (such as women or BAME groups) who may experience barriers to engaging with this kind of activity.

#### 12.2.2.2 Priority Axis 2: Climate Change

Priority Axis 2: Climate Change is likely to have long term positive effects on the health and wellbeing of those groups most likely to be affected by climate change and the weather events that are associated with it, including greater extremes of heat and cold, changes in air quality and risks of flooding and tidal incursions. Additionally, indirectly, expanding growth in this sector has the scope to increase jobs available in Wales and Ireland which may help to alleviate issues such as youth unemployment.

### 12.2.2.3 Priority Axis 3: Cultural and Natural Resources

Priority Axis 3 contains measures that may support employment opportunities for a range of groups, both through broadening the accessibility of certain labour markets for older and younger people, as well as supporting enterprise for a range of groups. Many people with protected characteristics face barriers to starting a business, business expansion, or engaging in other enterprise activity. The Priority therefore has the scope to have positive impacts on various groups including women, people from BAME communities, and LGB people.

## 12.3 Conclusions

The conclusions outlined below consider particular aspects of the Ireland Wales Programme including: contribution to strategic goals; integration of equality considerations and the importance of implementation.

### 12.3.1 Overall assessment of impact

The Operational Programme outlines plans for investment in research and innovation, climate change adaptation and investment in socio-economic resources. It is the conclusion of the EIA team that the Ireland Wales Programme for the 2014-2020 period will result in broadly positive impacts for people with protected characteristics. Some of these impacts will fall on all eligible people in the Programme areas (including people with protected characteristics), and others will fall disproportionately on certain protected groups.

In addition, a number of areas of activities within the Programme have an explicit social focus. For example:

- ToA 3 of Priority Axis 1 is entitled 'delivering societal benefits through innovation' and includes measures such as 'designing and demonstrating products for populations which are excluded or at risk of exclusion'. This is likely to disproportionately benefit the majority of protected characteristics, many of whom face some risk of exclusion.
- ToA 4 of Priority Axis 2 is entitled 'developing and implementing adaptable solutions' and includes measures to develop capabilities to identify the risks of climate change impacts on economic development and social inclusion – two areas where people with a range of protected characteristics experience disadvantage.
- ToA 7 of Priority Axis 3 is focussed on 'community regeneration through sustainable development and job creation' to support local economic development. Again, a range of groups who experience disadvantage and exclusion in these areas are likely to benefit from appropriately targeted initiatives in this area.

In tandem with this, it is our view that there are unlikely to be any disproportionate negative impacts on people with protected characteristics.

However, it is also our view that the benefits of the Programme to certain groups are not always apparent. In particular, some potential impacts will not be felt unless measures are taken as part of Programme and project implementation to ensure appropriate focus and adequate accessibility.



### 12.3.2 Contribution to policy and strategic goals

The Ireland Wales Programme has the capacity to contribute to the achievement of European, UK and Welsh, and Irish ambitions regarding equality – including the broad aims of the UK PSED to tackle discrimination, promote equality of opportunity and (to a lesser extent) foster good relations between social and demographic groups.

There are a number of measures focussed on business and sector support within the Programme that can have direct positive impacts on labour market and enterprise participation for certain groups. In addition, climate change adaptation measures within Priority Axis 2 have the potential to have less direct positive benefits on people with protected characteristics. If implemented appropriately they *could* address a range of health issues facing these groups and as such result in long term positive impacts. When combined the impacts may help to address inequalities in the delivery of public services, and support people with protected characteristics to become economically engaged.

In this way the Programme also has the potential to contribute to the achievement of the Europe 2020 goals by supporting the European platform against poverty, which is designed to ensure economic, social and territorial cohesion, guarantee respect for the fundamental rights of people experiencing poverty and social exclusion, and enabling them to live in dignity and take an active part in society. It can achieve this by supporting four of the Thematic Objectives set by the European Union for the Structural Funds for 2014 – 2020 namely:

- (1) strengthening research, technological development and innovation
- (3) enhancing the competitiveness of small and medium-sized enterprises
- (4) supporting the shift towards a low-carbon economy in all sectors
- (9) promoting social inclusion and combating poverty<sup>97</sup>

### 12.3.3 Integration of the Horizontal Themes

A key way of delivering equality through the 2014-2020 Programmes is via the Horizontal (or Cross Cutting) Themes. The Themes are mandatory and set by the European Commission.

At the time of writing the Horizontal Themes have not yet been integrated into the Ireland Wales Programme document. Therefore it should be noted that there remains significant further scope to integrate them more fully into the essence of the priority axes. As such, further impacts as a result of the Programme may be possible further down the line.

### 12.3.4 Implementation arrangements

It is the view of the EIA team that the Programme has the potential to realise benefits for some equality groups. However, in the vast majority of cases, the positive impacts are also reliant to a great extent on the way in which they are delivered.

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97 See: <http://www.estlat.eu/2014/thematic-objectives/>

WEFO has, in the past, recognised that it was at the implementation phase that delivery on equality ambitions was most lacking. Implementation, therefore, will be one of the most important areas to consider in terms of equality.

This is reflected in the individual chapters, the conclusions of which urge careful consideration of the requirements of people with different protected characteristics when delivering the actions under each Priority Axis. Attention also needs to be drawn towards areas where protected characteristics intersect (for example older LGB people, young disabled people, or BAME women), which may result in multiple barriers to economic engagement, and with the Ireland Wales Programme itself.

## 12.4 Recommendations

Based on the findings of the EIA and the analysis undertaken in compiling this report we propose the following recommendations for the further implementation of the Ireland Wales Programme for the 2014-2020 programming period.

### 1. Recognise the need for a range of approaches for people with protected characteristics in the further development of the Programmes.

There are a range of different challenges facing the various social groups covered by this EIA. Where possible, therefore, interventions should be able to be tailored to the particular protected characteristics and the specific socio-economic circumstances in question.

Many of the interventions proposed within the Programmes will only deliver disproportionate positive impacts for equality groups if measures are tailored to accord with needs of different protected characteristics. Tailoring access to enterprise support services to meet the differing needs of younger people, older people, BAME groups and disabled people, for example, will be pivotal to ensure that, for example, Priority Axis 3 is underpinned by diversity. Failure to address these group-specific barriers will result in the risk that entrenched challenges and comparative economic exclusion persist.

Account should also be taken of those instances where protected characteristics intersect, and it should be recognised that responding to diverse and often multiple needs may require a variety of approaches.

### 2. Develop and maintain a rigorous monitoring and evaluation strategy with specific equality objectives and indicators for measuring progress against them.

In order to ensure that the diverse needs of people with protected characteristics are taken into account a regime of monitoring and evaluation is strongly recommended which should include clear guidelines and performance indicators drawn from the development of a logic model and evaluation framework in the first instance.

It will firstly be essential for the managing authority to establish a clear set of equality objectives alongside a set of guidelines for achievement that relates directly to the

implementation of the Programmes, as well as the projects that are funded. WEFO may wish to ask for evidence on the part of implementation bodies (including project sponsors and delivery organisations) that demonstrates awareness of the additional challenges faced by certain groups in securing employment or in accessing learning, accompanied by a plan to demonstrate how they intend to work to overcome those barriers within the project.

WEFO, as the managing authority for the Programme, will also need to give further thought to the establishment of a clear set of indicators for measuring delivery against those objectives within specific interventions. Requiring projects to define a clear set of their own objectives regarding delivery to equality groups, and proposals for measuring them would provide a means of better holding sponsors, developers and delivery organisations to account, and more closely link strategy with delivery at a Programme level. A rigorous monitoring and evaluation strategy underpinned by equality disaggregated data will increase the likelihood that projects will actively pursue equality aims.

### 3. Maximise Programme accessibility through a targeted and tailored communication strategy.

A range of actions should be considered and focussed around the development of a communications strategy that incorporates equality considerations.

**Information format:** Information about the Programmes needs to be available in different languages and formats in order to ensure accessibility for, for example:

- some disabled people, for example, as Braille or through British Sign Language, or as Easy Read, to ensure it is accessible, particularly for people with varying literacy levels; and
- some members of BAME groups for whom English is not their first language

The publication of (or readiness to provide as required) materials in relevant languages demonstrates readiness to support people in the language of their choosing. The accessibility of websites, printed materials, meeting venues, and other key points need to be accessible to a range of groups. Such information also needs to be culture proofed to ensure that the information is relevant to people from different cultural backgrounds.

Additionally all information pertaining to the Programme should be provided in Plain English and Cymraeg Clir<sup>98</sup> to maximise accessibility.

**Information dissemination:** It will secondly be essential to consider how different groups access information (and the barriers that they face in doing so). Reaching older people, disabled people, certain minority ethnic groups and also the LGB and trans

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98 See, for example:

<http://www.senedd.assemblywales.org/mglIssueHistoryHome.aspx?lId=6522>

population can sometimes be more challenging and mechanisms will need to be developed to ensure these groups are engaged.

Use of a range of media is recommended to achieve this and while the internet is a valuable tool, it may not be accessible to all groups, or the most effective method of communicating. The use of social media may have a greater impact amongst younger people, while the niche press may reach other groups (for example, the Pink Press has a niche LGB and trans audience). Representative organisations should be consulted to identify the most appropriate method for dissemination.

#### **4. Actively engage with equality organisations and groups representing those with protected characteristics.**

As well as working with representative, third sector and equality organisations as part of a wider communication strategy, there is a need to further engage on Programme content and project delivery as the Programmes are finalised and launched.

Further work may need to be undertaken to ensure that the members of equality groups, and those who represent their interests (such as community forums, religious organisations, charities and support groups), are engaged over the content and objectives of the Programme.

#### **5. Use existing networks and resources to support delivery on equality of opportunity.**

Programme delivery processes could also make use of a range of existing networks and it is recommended that all existing resources and local authority equality networks are used to support Programme delivery.

In addition, the networks and resources of the third sector could also be utilised to enable project sponsors to support equal access for people with all protected characteristics.

#### **6. Expand equality training provision to cover project sponsors and delivery organisations.**

The potential for equality failings as a result of inadequate knowledge or experience is also a risk. Project providers will need to be equipped with the skills and knowledge to deliver inclusive Programmes and deal with any equality related issues sensitively to maximise the benefits to participants. It is therefore recommended that WEFO provide a Programme-wide suite of equality training to minimise the barriers to access for beneficiaries. Training could accommodate a range of issues from design of communications and beneficiary research to addressing discrimination and hate crime.

#### **7. Encourage delivery bodies, project sponsors and other interfacing organisations to develop their own equality credentials.**

There is scope for WEFO and the Irish Government to positively engage with the organisations who will contribute to the delivery of the Programme to encourage them to develop their own equality and diversity policies. WEFO (as managing authority) may wish to consider developing a supplier policy that includes specific requirements regarding provision for people with protected characteristics. Equality Advisors within WEFO should continue to reinforce a 'culture of equality analysis', where undertaking an assessment of activity to explore the impact on people with protected characteristics is fully normalised, and part of project review and evaluation processes.

## **12.5 Summary**

The Welsh Government has a strong track record in integrating equality into its European Programmes. This has already been recognised by the European Commission. Focus on the Ireland Wales Programme must now be on ensuring that the projects that are delivered drive towards its ambitions for closing the gap between different equality groups. If that can be achieved, the Ireland Wales Programme for 2014-2020 has the capacity to deliver the sustainable and innovative growth, climate change management and maximisation of resources required to the benefit of all within the Programme area.

# Appendices

Appendix A. \_\_\_\_\_ Policy Context



# Appendix A: Policy Context

## A.1. Introduction

This chapter outlines the equality policy context – at European, UK and/or British, and Welsh administrative levels – for the 2014-20 Structural Fund Programmes and the ERDF Programme in particular. It details the policy and strategy documents, and the goals and objectives set by the different authorities with regard to equality. The delivery of these goals must be supported as part of the implementation of the ERDF Programme in East Wales and in West Wales and the Valleys.

Equality, in Europe, the UK<sup>99</sup> and in Wales, has undergone a transformation from an emerging and poorly defined policy area in the 1970s and 1980s to its current role as a key aspect of the policy-making process. The growing emphasis on equal opportunities as a strategic area of concern has come to be reflected in European funding Programmes, not as a single priority, but as a cross-cutting or horizontal priority, an underlying principle which should be comprehensively embedded into policy, programming and project delivery.

## A.2. European Policy

European policy on social and economic issues is focussed around the Europe 2020 strategy and its various associated documents, detailed below. In terms of equality, EU policy is focussed around the various non-discrimination directives of EU Labour Law. These form part of the legal compliance process regarding employment and are also outlined below.

### A.2.1. Europe 2020

Europe 2020 is the European Union's growth strategy for this decade. It is based around delivering growth that is:

- smart, through more effective investments in education, research and innovation;
- sustainable, with a move towards a low-carbon economy; and
- inclusive, with a strong emphasis on job creation and poverty reduction.

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<sup>99</sup> Throughout this report the terms United Kingdom (UK), and Great Britain, or Britain (GB) are used to describe the policy, strategy and intervention activity being undertaken at the 'Nation State' level. Equality policy in the UK, while it has been radically simplified in many ways, remains complex due to the on-going process of devolution occurring in Scotland, Wales and Northern Ireland. While the focus of this EIA report is equality policy and practice in Wales, national policy is enacted covering a range of levels including 'England and Wales', Great Britain (including England Wales and Scotland) and the UK (including Northern Ireland). Frequently the terms are used interchangeably and this report has been developed to avoid any ambiguity wherever possible.

Inclusivity is key tenet of equality, particularly when it comes to tackling structural challenges, and public bodies including the Welsh and UK Governments as well as various local authorities refer to them interchangeably.

Within Europe 2020, ‘inclusive growth’ has a number of targets, the overall aim being to raise the European employment rate, with particular focus on increasing jobs for women, young people and older workers. Its core aims include helping people of all ages with access to skills and training, modernising labour markets and welfare systems and ensuring the benefits of growth reach all parts of the EU. By 2020, the aim is for 75% of 20-64 year-olds to be employed, the school drop-out rate to be below 10%, at least 40% of 30-34 year-olds completing third level (higher or degree level) education and for there to be at least 20 million fewer people in or at risk of poverty and social exclusion – conditions closely linked to inequality.

There are two key EU initiatives which are linked to these targets.

- The first is an agenda for new skills and jobs, for individuals to acquire new skills and adapt to the changing labour market and modernising labour markets to raise employment levels, reduce unemployment, raise labour productivity and ensuring the sustainability of Europe’s social models.
- The second initiative is a European platform against poverty, ensuring economic, social and territorial cohesion, guaranteeing respect for the fundamental rights of people experiencing poverty and social exclusion, and enabling them to live in dignity and take an active part in society and mobilising support to help people integrate into the communities where they live, get training and help to find a job and have access to social benefits.

Welsh ERDF Programme proposals for Europe 2020 prioritise employment and skills for all citizens, with a strong and specific focus on younger people (primarily on ages 0-3 and 16-24).

### **A.2.2. Youth Opportunities Initiative**

The Youth Opportunities Initiative, run by the European Commission, aims to help young people who are not in employment, education or training (referred to in the UK as NEETs), by providing the means for them to acquire important skills and experience. These may be gained by returning to school, entering training, or gaining work or volunteering experience.<sup>100</sup>

The initiative aims to promote youth employment through:

- greater use of the European Social Fund;
- the implementation of innovative approaches;
- making it easier for young people to find jobs in another EU country;

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100 European Industrial Relations Observatory On-line (2012): ‘Commission Launches Youth Opportunities Initiative’. See:

<http://www.eurofound.europa.eu/eiro/2012/01/articles/eu1201011i.htm>

- stronger partnerships between political authorities, business and trade unions at EU, national, regional and local levels; and
- policy guidance and assistance from the European Commission.

### A.2.3. European Disability Strategy 2010-2020

The European Disability Strategy 2010-2020 was adopted in November 2010. The strategy asserts that persons with disabilities have the right to participate fully and equally in society and the economy and recognises that denial of equal opportunities constitutes a breach of human rights. Yet it also recognises that people with disabilities are generally poorer than other citizens of the EU, fewer of them have jobs, their opportunities to enjoy goods and services such as education, healthcare, transport, housing, and technology are more limited. On-going discrimination as well as physical and attitudinal barriers affect one in six citizens of the EU, or around 80 million people.<sup>101</sup>

As such, the European Commission identified eight key areas for action:

- **Accessibility** to ensure access to goods, services including public services, and assistive devices for people with disabilities.
- **Participation** to enable disabled people to enjoy all the benefits of EU citizenship, remove administrative and attitudinal barriers to full and equal participation and provide quality community-based services, including access to personal assistance.
- **Equality** in order to eradicate discrimination on grounds of disability throughout the EU.
- **Employment** to enable many more people with disabilities to earn their living on the open labour market.
- **Education and training** to increase the number of disabled and severely disabled people in education and training thus promoting inclusive education and lifelong learning for pupils and students with disabilities.
- **Social protection** to promote decent living conditions for people with disabilities.
- **Health** to foster equal access to health services and related facilities for people with disabilities.
- **External action** to promote the rights of people with disabilities within the EU external action, including EU enlargement, neighbourhood and development Programmes.

### A.2.4. Strategy for Equality between Women and Men 2010-2015

On 21 September 2010 the EU published its new five year gender strategy. This sets out five key priorities for EU action in the field of gender equality for the next five years:

- equal economic independence – reconciliation between work and family life;
- equal pay;
- equality in decision-making;
- an end to gender based violence; and
- gender equality in foreign policy.

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<sup>101</sup> European Commission (2012): Breaking down barriers for disabled people - 15/11/2010', See: [http://ec.europa.eu/news/justice/101115\\_en.htm](http://ec.europa.eu/news/justice/101115_en.htm)

### **A.2.5. EU Labour Law**

The EU has an established body of labour law which includes a series of directives aims at promoting equal treatment and removing discrimination.

#### **A.2.5.1. Racial Equality Directive (Directive 2000/43/EC)**

EU Directive 2000/43/EC is the EU's main directive regarding equal treatment between persons, irrespective of race. It forbids all direct or indirect discrimination based on race or ethnic origin, as well as harassment, and any discriminatory behaviour by one person against another.

The Directive applies to all persons and to all sectors of activity, regarding:

- access to employment and to unpaid activities, specifically during recruitment;
- working conditions, including concerning hierarchical promotion, pay and dismissals;
- access to vocational training;
- involvement in workers' or employers' organisations, and in any professional organisation;
- access to social protection and to health care;
- education; and
- social advantages, access to goods and services, particularly housing.

It is of note that the directive does not oppose positive action, such as national measures aimed at preventing or compensating for disadvantages connected with race or ethnic origin.<sup>102</sup>

#### **A.2.5.2. Equal Treatment Directive (2006/54/EC)**

EU Directive 2006/54/EC is the main directive on gender equality as part of EU employment law. The purpose of this directive is to ensure the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation. Specific provisions of the directive prohibit explicitly any discrimination on grounds of sex with regards to pay, treatment in occupational social security schemes and access to employment, vocational training and promotion and working conditions.<sup>103</sup>

#### **A.2.5.3. Employment Equality Framework Directive (Directive 2000/78/EC)**

Directive 2000/78/EC is the main EU Directive, aimed at tackling discrimination on grounds other than race and gender (as addressed in Directives 2000/43/EC and

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102 European Union (2000): 'Council Directive 2000/43/EC'. See: [http://europa.eu/legislation\\_summaries/justice\\_freedom\\_security/combating\\_discrimination/l33114\\_en.htm](http://europa.eu/legislation_summaries/justice_freedom_security/combating_discrimination/l33114_en.htm)

103 European Union (2006): 'Council Directive 2006/54/EC'. See: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:204:0023:0036:en:PDF>

2006/54/EC respectively). It addresses equality of treatment and discrimination on the grounds of disability, sexual orientation, religion or belief and age in the workplace.<sup>104</sup>

### **A.2.6. Common Strategic Framework**

The draft Common Strategic Framework (CSF) sets out a framework for the Structural, Rural and Fisheries Funds that will be delivered by member states and regions. The CSF identifies linkages and priority areas for investment based on the Europe 2020 strategy. It sets out eleven 'Thematic Objectives': all activity across all Programmes in the 2014-2020 programming period will have to relate to at least one of these objectives. It also sets out the two Horizontal Principles that will apply to all funds, and that give rise to the CCTs within the 2014-2020 Programme in Wales.

The first of these Horizontal Principles is entitled 'Promotion of equality between men and women and non-discrimination' and it states that:

'ERDF, ESF and Cohesion Fund Programmes should explicitly specify the expected contribution of these Funds to gender equality, by setting out in detail objectives and instruments. Gender analysis should be included in the analysis of the objectives of the intervention.'<sup>105</sup>

And furthermore that:

'Member States should take appropriate steps to prevent any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation as well as to ensure accessibility during the preparation and implementation of Programmes and operations co-financed by the CSF Funds.'<sup>106</sup>

Finally, it also emphasises the involvement of statutory and non-statutory equality bodies, stating that:

'The involvement of equality bodies or other organisations active in combating discrimination is strongly recommended in order to provide the necessary expertise in the preparation, monitoring and evaluation of the Funds.'<sup>107</sup>

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104 European Union (2000): 'Council Directive 2000/78/EC'. See: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0078:en:HTML>

105 European Commission (2012): 'Elements for a Common Strategic Framework 2012-2020', p.10. See: [http://ec.europa.eu/regional\\_policy/sources/docoffic/working/strategic\\_framework/csf\\_p\\_art1\\_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/working/strategic_framework/csf_p_art1_en.pdf)

106 European Commission (2012): 'Elements for a Common Strategic Framework 2012-2020', p.10. See: [http://ec.europa.eu/regional\\_policy/sources/docoffic/working/strategic\\_framework/csf\\_p\\_art1\\_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/working/strategic_framework/csf_p_art1_en.pdf)

107 European Commission (2012): 'Elements for a Common Strategic Framework 2012-

The CSF sets the wider context for the ERDF Programme, and as such its objectives must be reflected in Programme design, and in particular, within the Cross Cutting Theme concerning equality.

### A.3. United Kingdom / Great Britain Policy

Investigating the impacts of policies, Programmes and projects on different social groups is a statutory responsibility in Britain originating from the Race Relations (Amendment) Act 2000 and the Disability Discrimination (Amendment) Act 2005. These placed requirements on public authorities to assess and consult on the likely impact of proposals on race and disability equality respectively. Existing alongside them for many years was a large body of legislation designed to secure the equality of a variety of social groups – from women, through the Sex Discrimination Act 1975, to religious belief, sexual orientation and age through the Employment Equality Regulations of 2003 and 2006.

The simplification of this raft of policy, regulation and guidance became a government priority in the mid-2000s. The Equality Act 2006 established much of the current strategic context for undertaking Equality Impact Assessment (EIA) and made provision for a single strategic body – the Equality and Human Rights Commission (EHRC) to oversee equality in Britain. But the most substantial step was taken with the introduction of a new Equality Act in 2010.

#### A.3.1. The Equality Act 2010

The introduction of the Equality Act 2010 replaced this plethora of legislative instruments with one piece of legislation covering a wide range of different characteristics. The Act was given Royal Assent in April 2010 and the vast majority of its legal instruments were brought into force in October 2010. The Act streamlined and simplified the law to make it easier to understand and use, in order to tackle persistent inequalities.<sup>108</sup>

The Act codified the need to systematically assess the likely or actual effects of policies and development on different sections of society. The process which can, but does not necessarily have to incorporate an EIA, must be applied to the following protected characteristics:

- **Age** (which may include children aged under 16, younger people aged 16-24, and older people aged 65 and over);
- **Disability** (which may include people with sensory impairments, mobility impairments, learning disabilities and mental wellbeing disabilities);
- **Gender reassignment** (including persons who are at any stage of gender reassignment therapy);
- **Pregnancy and maternity** (including pregnant women and nursing mothers);

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2020', p.11. See:

[http://ec.europa.eu/regional\\_policy/sources/docoffic/working/strategic\\_framework/csf\\_part1\\_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/working/strategic_framework/csf_part1_en.pdf)

108 Government Equalities Office (2010): 'Equality Act 2010'



- **Race and ethnicity** (which may include ethnic or national origins, colour or nationality);
- **Religion or belief** (which may include all religion, faith or belief groups, including lack of belief);
- **Sex** (including both women and men);
- **Sexual orientation** (including lesbians, gay men and bisexual people); and
- **Marriage and civil partnership** (with a focus purely on discrimination on the basis of whether someone is married or in a civil partnership – single people are not covered by this characteristic).

The objective of assessing equality impacts is to identify opportunities to promote equality more effectively or to a greater extent, as well as identifying negative impacts, which need to be removed or mitigated to prevent any unlawful discrimination or disproportionate negative effects.

### **A.3.2. The Public Sector Equality Duty**

A key element of the Equality Act involved a restructuring of the duties placed upon public bodies with regard to equality. In April 2011 a new Public Sector Equality Duty (PSED) came into force as part of the Equality Act, replacing the existing duties concerning race, disability and gender.

The PSED, at section 149 of the Equality Act, requires public bodies to consider all individuals when carrying out their day to day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities.

The Duty is intended to support good decision making – it encourages public bodies to understand how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people's needs. By understanding the effect of their activities on different people, and how inclusive public services can support and open up people's opportunities, public bodies can be more efficient and effective. The PSED therefore helps public bodies to deliver the Government's overall objectives for public services.

The PSED is comprised of a 'general duty' which is in turn underpinned by a number of 'specific duties'.

The general duty requires that government departments and public authorities (and those responsible for delivering public functions) have due regard to the following three aims:

- eliminating unlawful discrimination, harassment and victimisation;
- advancing equality of opportunity between different groups; and
- fostering good relations between different groups.

The general duty is underpinned by a series of specific duties. The specific duties are legal requirements designed to help those public bodies understand their responsibilities. The specific duties require public bodies to:

- publish equality objectives, at least every four years, with the first published no later than April 2012; and
- publish information to demonstrate their compliance with the Equality Duty, at least annually, and initially by January 2011.

The duty also emphasises that public bodies should consider producing information in alternative formats for disabled people. The Equality Act requires reasonable adjustments to be made for disabled people, including ensuring information is provided in an accessible format.<sup>109</sup>

#### A.3.2.1. The effect of the general duty in England and Wales

In England and Wales the general duty ensures that equality considerations are built into the policies and services offered by public authorities and those carrying out public functions. This general duty covers most public bodies, and applies to both private and third sector organisations where they are carrying out a public function either on behalf of the public or in their own right. It specifies that they should minimise disadvantages experienced by people due to their protected characteristics, take steps to meet the different needs of people from protected groups and to encourage participation from these groups where participation is disproportionately low.

In terms of implementation, the Equality and Human Rights Commission (EHRC) have published an 'essential guide'<sup>110</sup> to aid any public authority covered by the general duty. The guide states that these authorities need to guarantee that:

- all staff and leadership are aware of the duty's requirements;
- the duty arises at the time of or prior to a decision about a particular policy;
- the duty itself is an integral part of the decision making process;
- all necessary information has been acquired for an informed decision to be made;
- the duty is regularly reviewed; and
- even those exercising public functions on behalf of a public body meet the duty.

The PSED through the general duty encapsulates the requirements at the Member State level with regard to equality and all EU Programmes delivered by public bodies must demonstrate compliance with it. EIAs are one way to achieve this.

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109 The Office for Disability Issues provides information about how to make information accessible to disabled people. See: [www.odl.gov.uk/formats](http://www.odl.gov.uk/formats)

110 Equality and Human Rights Commission (2011): 'The essential guide to the public sector equality duty'. See: [http://www.equalityhumanrights.com/uploaded\\_files/EqualityAct/PSED/essential\\_guide\\_update.pdf](http://www.equalityhumanrights.com/uploaded_files/EqualityAct/PSED/essential_guide_update.pdf)

### A.3.2.2. The effect of the specific duties in Wales

The specific duties contained within the PSED differ depending on the nature of the public body, the functions they perform and whether they are part of one of the devolved UK administrations.

As such, the Equality Act confers powers on Welsh Government Ministers in relation to the imposition of specific duties in order to help them meet the general duty. In Wales, the specific duties outline the steps that bodies performing public functions are required to follow in order to pay due regard to the general duty and meet statutory equality requirements:

- Bodies must publish, revise and maintain equality objectives and outline steps of how to meet them, targeting each protected characteristic.
- Strategic Equality Plans must be drawn up, revised and maintained, outlining how public authorities plan to meet the general duty.
- Representatives of one or more protected groups who have an interest in how an authority carries out its functions must be engaged in activity relating to the fulfilment of the general duty.
- The impact of, and reviews of, proposed policies on ability to comply with the general duty must be assessed and reports of Equality Impact Assessments published where appropriate.
- Bodies in Wales must ensure relevant equality information retained or required is identified particularly regarding any differences in pay between employees with a protected characteristic and those without.
- On an annual basis all public bodies (and other organisations carrying out public functions) in Wales must collect and publish the number of people employed by the authority on 31st March each year by protected characteristics, the number of men and women and information on their job, grade, pay, contract type and working pattern.
- Knowledge of the general and specific duties should be promoted amongst employees through training.
- All information pertaining to equality as outlined above should be published, and reviewed and revised periodically, outlining on-going steps to address equality challenges. Effectiveness of measures implemented needs to be monitored.
- Public bodies in Wales must take all necessary steps to ensure all documents and/or information is published in a format that is accessible to people from all protected groups.

### A.3.3. Guidance and support

The Equality and Human Rights Commission (EHRC) has released several publications providing non-statutory guidelines on how to follow the specific duties in Wales.<sup>111</sup> In addition the Government Equalities Office (GEO – a part of the UK Home Office) has

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111 Equality and human Rights Commission (2011): 'New Equality Act Guidance'. See: <http://www.equalityhumanrights.com/advice-and-guidance/new-equality-act-guidance/>

also released a general ‘Quick start guide for public sector organisations’<sup>112</sup> which again breaks down the implications of the Equality Act 2010 to make it easy for authorities to comply with their duties.

In particular, ‘The essential guide to the public sector equality duty: An overview for listed public authorities in Wales’ highlights how a listed body in Wales must assess the likely impact of any policies and practices on protected groups and the body’s ability to comply with the PSED.

#### **A.4. Welsh Equality Policy**

The Welsh Government, elected by the people of Wales, is responsible for making laws in a wide range of policy areas including education, language, health, culture and public services. As a result of this, Wales retains a distinctive equality agenda, premised upon the underlying belief that no-one should be denied opportunities because of their race, ethnicity, disability, gender, sexual orientation, age, religion or belief, and that the principles of human rights should underpin all the Government does. Key documents on equality of the Welsh Government are described below.

##### **A.4.1. Strategic Equality Plan and Equality Objectives 2012-2016**

The Welsh Government has been working to support different equality groups since Welsh devolution in 1999. The Strategic Equality Plan and Objectives 2012-2016 set out the Welsh Government’s aims for this period, using a range of different legislation and initiatives. The Plan ties in with several other key policies, including the Strategy for Older People in Wales and the Refugee Inclusion Strategy and Action Plan. The Plan details the actions, timescales and responsible bodies for each of eight specified Equality Objectives. These are:

1. To strengthen advice, information and advocacy services to help people with protected characteristics understand and exercise their rights and make informed choices.
2. To work with partners to identify and address the causes of the gender, ethnicity and disability pay and employment differences.
3. To reduce the numbers of young people not in education, employment or training (NEET).
4. To reduce the incidence of all forms of violence against women, domestic abuse, ‘honour’ based violence, hate crime, bullying and elder abuse.
5. To tackle barriers and support disabled people so that they can live independently and exercise choice and control in their daily lives.
6. To put the needs of service users at the heart of delivery in key public services, in particular health, housing and social services, so that they are responsive to the needs of people with protected characteristics.
7. To improve the engagement and participation of under-represented groups in public appointments.

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112 Government Equalities Office (October 2011): ‘Equality Act 2010: Specific Duties to Support the Equality Duty – What do I need to Know?’ See:

[http://www.pfc.org.uk/pdf/specific-duties%20Nov%202011%20\(2\).pdf](http://www.pfc.org.uk/pdf/specific-duties%20Nov%202011%20(2).pdf)

8. To create a more inclusive workplace that promotes equality of opportunity for staff with protected characteristics through improved employee engagement and increase awareness of learning and development opportunities that are accessible to all staff.

#### **A.4.2. Inclusive Policy Making**

The Welsh Government recognises the importance of having a diverse and integrated population and encourages officials to act in a way that is consistent with United Nation Treaties and the Human Rights Conventions, embracing the values of dignity, equality, fairness and respect.

Inclusive Policy Making (known as IPM) is the Welsh Government's preferred approach to assessing the impact of its activities on different parts of society; it is used to ensure that all policies, strategies, action plans and practices actively contribute to an environment free from discrimination. The IPM process is used for most changes in key policy or practice and responsibility for undertaking IPM lies with officials in each department.

IPM guidance is designed to help officials to:

- Assess current and new policies and practices to ensure they:
  - Eliminate unlawful discrimination.
  - Advance equality of opportunity for all.
  - Promote good relations.<sup>113</sup>
- Ensure policies address inequalities experienced by different groups in relation to disability, race, gender and gender reassignment, religion and belief or non-belief and sexual orientation.
- Consider policies and practices and the exercise of functions against the principles of human rights; fairness, respect, equality and dignity.
- Make strong links to the policy making process.
- Build in a clear feedback mechanism that will ensure that IPM is seen as a living process that will allow the Welsh Government to develop and deliver improved policies and practices. It is not a 'tick box' exercise or a last minute check. Plans for policies and practices should include time to make changes as identified by IPM.<sup>114</sup>

#### **A.4.3. Economic Renewal: A New Direction**

The Welsh Government released 'Economic Renewal: A New Direction' in July 2010. Recognising the impact of the recession on the Welsh economy, the report highlights several economic challenges (adverse skill mix, absence of a major conurbation, and relatively high proportion of people who are of retirement age) which must be taken into account in order to promote economic growth.

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<sup>113</sup> Here IPM directly correlates with the content of the PSED

<sup>114</sup> Welsh Government (2010): 'Working for Equality in Wales: inclusive Policy Making Second Edition Guidance', p.3. See; <http://wales.gov.uk/docs/dsjlg/publications/equality/100607ipmrev2en.pdf>

There are a number of key priorities set out in the report and many have both direct and indirect implications in terms of equality. In particular, these include:

- Investing in high quality and sustainable infrastructure, including by providing broadband across all parts of Wales. The digital divide remains a reality for many parts of Wales limiting access to services and opportunities for many groups including older people and younger people.
- Making Wales a more attractive place to do business, potentially removing barriers to different types of business person – for example, women, older people, young people, and different faiths, ethnicities, and sexual orientations.
- Broadening and deepening the skills base, supporting young people to succeed and prepare for the world of work, stepping up efforts to help those who are disengaged and reducing economic inactivity and unemployment.

#### **A.4.4. The Equality and Human Rights Commission**

The Equality and Human Rights Commission in Wales protects, enforces and monitors equality across the nine protected characteristics.

##### **A.4.4.1. Strategic Plan 2012-2015**

The EHRC's Strategic Plan for 2012-15 was written to promote equality across the United Kingdom, and is underpinned by the values of respect and fairness. The Strategic Plan is based around three strategic priorities:

- The first is focussed on the economy. In an economy emerging from recession the EHRC have outlined three key goals:
  - To tackle the structural causes of the pay gap and ensure, as a minimum, that there is no regression.
  - To assess the impact of the changing economy on different groups and ensure that there is widening of employment gaps.
  - To ensure governments make fair decisions through the age of austerity.
- The second strategic priority is based around public services. Priorities here include: promoting fair access to public services; ensuring the specific duties deliver better outcomes in Wales; encouraging, monitoring and reporting on Britain's compliance and progress to Parliament and the United Nations; and building the capacity of the voluntary sector to improve equality and human rights performance across all their functions.
- The final strategic priority is based around people's safety and wellbeing. Priorities include promoting dignity and respect, and safeguard people's safety, reducing bullying in schools and workplaces, reducing the incidence of hate crime and promoting human rights issues in criminal justice and immigration settings.

#### **A.5. Strategic context for the Welsh language**

Following the Welsh Language Act in 1993, there have been a series of initiatives and strategies designed to promote the use of the Welsh language, both in professional environments and in day-to-day life. Since the creation of the Welsh Language Commission in 2011, the focus has been on treating the Welsh language no less



favourably than the English language and giving people the opportunity to live their lives through the medium of the Welsh language if they choose to do so.

#### **A.5.1. The Welsh Language Act 1993**

The Welsh Language Act (1993) is an act which recognises the Welsh language as equal to the English language in Wales with regard to the public sector. It gives Welsh people the right to speak Welsh in court proceedings and requires all public sector organisations to provide public services in both Welsh and English. Furthermore, the act created the Welsh Language Board, which has now been replaced by the Welsh Language Commissioner.<sup>115</sup> The Welsh Language Commissioner aims to ensure that the Welsh language is treated no less favourably than the English language in Wales and that Welsh-speaking persons should be able to “live their lives through the medium of the Welsh language if they choose to do so”.<sup>116</sup>

#### **A.5.2. The Welsh Language (Wales) Measure 2011 and the role of the Welsh Language Commissioner**

The Welsh Language (Wales) Measure was introduced in March 2010 by the Minister for Heritage. The Measure introduced the Welsh Language Commission, headed by the Commissioner, to replace the Welsh Language Board, which had existed since the introduction of the Welsh Language Act in 1993.

The Commissioner’s aim, as set out in the Measure, is to promote and facilitate the use of the Welsh language and to promote equality between Welsh and English. Since 2011, Meri Huws has been the Welsh Language Commissioner. The Commission is an independent body, aiming to promote and facilitate the Welsh language. The Commission’s strategic priorities for 2012-2013 are:

- Compliance and enforcement;
- Implementation of the Measure and the Welsh Language Act;
- Listening and responding to the views and concerns of any persons;
- Scrutinising policy for Welsh language considerations;
- Instigating inquiries (under the Measure); and
- Facilitating a supportive infrastructure for the Welsh language.

The Commissioner has the authority to require organisations comply with relevant language requirements and can impose a civil penalty should requirements not be met.<sup>117</sup>

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115 Welsh Language Commissioner, (2013): ‘Welsh Language Act 1993’

116 Welsh Language Commissioner, (2013): ‘Aims of the Welsh Language Commissioner’

117 Welsh Language Commissioner (2012): ‘The Commissioner’s role’

<http://www.comisiynyddygydraeg.org/English/Commissioner/MeriHuws/commissionersrole/Pages/commissionersrole.aspx>

The Welsh Language Measure also allows for the development of 'standards' covering the integration of the Welsh language in the development and delivery of services to the public by a range of organisations and which will, over time, replace Welsh language schemes. The Commissioner is also responsible for dealing with complaints from Welsh speakers who believe that their freedom to use Welsh with one another has been interfered with.

Finally, the Measure aims to modernise the existing legal framework regarding the use of the Welsh language in the delivery of public services. The duties placed on organisations in the form of standards will lead to rights for citizens to receive services in Welsh.<sup>118</sup>

### **A.5.3. Welsh Language Strategy 2012-2017**

This is the Welsh Ministers' strategy for the promotion and facilitation of the use of Welsh language. It has been prepared in accordance with Section 78 of the Government of Wales Act 2006. The Government's vision is to see the Welsh language thriving in Wales. To achieve that, the strategy aims to see an increase in the number of people who both speak and use the language.

This is a five-year strategy, from 1 April 2012 to 31 March 2017, which supersedes the Iaith Pawb Action Plan published in 2003.<sup>119</sup>

### **A.5.4. Welsh Language Scheme 2011-2016**

This is a revised scheme which shows the Welsh Government's commitment to the promotion of the Welsh language. It provides Welsh-speaking customers with a clear indication of the service they can expect.

The scheme sets out how the Welsh Government and the civil servants covered by it will:

- deliver Welsh language and/or bilingual services to the public; and
- reflect Welsh language considerations in policy areas.<sup>120</sup>

### **A.5.5. Welsh-Medium Education Strategy**

This Strategy sets the Welsh Government's national strategic direction with regards to education in the medium of Welsh. It also sets the direction for making improvements in the teaching and learning of Welsh as a language, including, in particular, Welsh second language.

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118 Welsh Government (2011): 'Welsh Language (Wales) Measure 2011'

<http://wales.gov.uk/legislation/programme/previouslegislation/assemblymeasures/welshlanguage/measure/?lang=en>

119 Welsh Government (2012): 'A living language: a language for living- Welsh Language Strategy 2012-17' <http://wales.gov.uk/docs/dcells/publications/122902wls201217en.pdf>

120 Welsh Government (2011): 'Welsh Language Scheme 2011-2016'

<http://wales.gov.uk/docs/drah/policy/20110331wlseng.pdf>

In 2007 the Welsh Government committed to 'creating a national Welsh-medium Education Strategy to develop effective provision from nursery through to further and higher education, backed up by an implementation Programme'. In response to this commitment the Welsh-medium Education Strategy was launched in April 2010.<sup>121</sup>

## **A.6. Equality Policy in the Republic of Ireland**

Equality policy in Ireland is led by the Government's Department of Justice and Equality. The Department's mission is to maintain and enhance community security and to promote a fairer society in Ireland. Relevant legislation and other public bodies that shape the equality directives for Ireland are detailed in this section.

### **A.6.1. Irish Human Rights and Equality Commission Bill 2014**

In March 2014, Minister for Justice, Equality and Defence Alan Shatter TD published a Bill to merge the Equality Authority and the Human Rights Commission.<sup>122</sup> The new Commission's enhanced powers and wider mandate will positively impact its capacity to address discrimination and promote equal treatment on all grounds, and to protect human rights in Ireland.

This will include the introduction of a new positive duty obliging public bodies to have regard, in the performance of their functions, of the need to eliminate discrimination and promote equality of opportunity and treatment. The new Commission will be explicitly empowered to further support public bodies in meeting their obligations under this positive duty, such as advising on the development by public bodies of performance measures, operational standards and preventative strategies. This new power reflects a commitment in the Government's Programme for National Recovery 2011 to 2016.

The Commission will have a power of public inquiry in situations where there is evidence of a serious violation of human rights or equality of treatment obligations or a systematic failure to comply with human rights or equality treatment obligations and the matter is of serious public concern.

14 members-designate of the new Commission were selected in April 2013 in a process independent of Government and appointed initially to the Equality Authority and the Human Rights Commission on an interim basis so that the two organisations may begin to operate as a cohesive whole.

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121 Welsh Government (2010): 'The Welsh Medium Education Strategy'

<http://wales.gov.uk/docs/dcells/publications/100420welshmediumstrategyen.pdf>

122 Press Release: Shatter publishes the Irish Human Rights and Equality Commission Bill 2014

### A.6.1.1. Strategic Plans

The merged Commission is obligated to prepare and publish a strategic plan for the ensuing three year period as soon as is practicable following its establishment.<sup>123</sup> The strategic plan has not yet been published.

### A.6.2. Irish Human Rights Commission (IHRC)

The Irish Human Rights Commission (IHRC) is Ireland's National Human Rights Institution (NHRI), set up as an independent state body by the Irish Government under the Human Rights Commission Acts 2000 and 2001 and functioning in accordance with the United Nations Paris Principles. The IHRC has a statutory remit to endeavour to ensure that the human rights of all persons in the State are fully realised and protected in the law and practice of the State. One of the functions of the IHRC is to examine legislative proposals and to report its views on the implications of such proposals for human rights, having regard to the Constitution and international human rights treaties to which Ireland is a party. The IHRC is mandated to make recommendations to the Government as it deems appropriate in relation to the measures which the IHRC considers should be taken to strengthen, protect and promote human rights in the State.

#### A.6.2.1. IHRC Strategic Plan

In 2012 the IHRC published a Strategic Statement,<sup>124</sup> pending the merger of the IHRC and the Equality Authority that updated their second Strategic Plan 2007-2011 detailing the functions of the Commission, and strategic goals, supported by a series of objectives and relevant performance indicators for evaluation of success.

In the absence of the joint Commission's strategic plan, this document is the latest statement of equality focus from the IHRC. This document stated that the IHRC would continue to address the strategic priorities identified in its Strategic Plan 2007-2011 Promoting and Protecting Human Rights in Ireland, namely:

- To promote a culture and ethos of respect for human rights in Irish society;
- To promote the centrality of human rights in the formulation and administration of law, public policy and justice;
- To work jointly with the Northern Ireland Human Rights Commission to promote human rights on the island of Ireland;
- To promote a society that values inclusiveness and diversity through respect for human rights;
- To assess and anticipate emerging challenges to human rights;
- To strengthen the organisational capacity of the IHRC to carry out its mandate.

The IHRC agreed to meet additional measures for 2012:

- To continue to carry out strategic human rights work as set out in its Business Plan;

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123 Department of Justice and Equality (2012): 'Heads of Irish Human Rights and Equality Commission Bill 2012'

124 Irish Human Rights Commission (2012): 'Strategic Statement 2012'

- To undertake work focusing on the human rights responsibilities of Non-State Actors and the State's continuing human rights responsibility where functions of the State are privatised;
- To continue to address discrimination against vulnerable and disadvantaged groups;
- To continue to promote its human rights education and training initiatives;
- To monitor the State's implementation of its international human rights obligations including agreed measures under its UN Universal Periodic Review.

### **A.6.3. The Equality Authority**

The Equality Authority is an independent state body set up under the Employment Equality Act 1998. It was established on 18th October 1999. The Equality Authority provides information to the public on the equality legislation. It can, at its discretion, provide legal assistance to people who wish to bring claims of unlawful discrimination.

The Equality Authority replaced the Employment Equality Agency, and has a greatly expanded role and functions. The Employment Equality Act, 1998 and the Equal Status Act, 2000 outlaw discrimination in employment, vocational training, advertising, collective agreements, the provision of goods and services and other opportunities to which the public generally have access on nine distinct grounds.

These are:

- gender;
- civil status;
- family status;
- age;
- disability;
- race;
- sexual orientation;
- religious belief; and
- membership of the Traveller Community.

Discrimination is described in the Act as the treatment of a person in a less favourable way than another person is, has been or would be treated on any of the above grounds.

#### **A.6.3.1. The Equal Status Acts 2000–2008**

The Act has been amended by the Equality Act 2004, the Disability Act 2005 and the Civil Law (Miscellaneous Provisions) Act 2008. They are known collectively as the Equal Status Acts 2000–2008.<sup>125</sup>

The Equality Status Acts aim to:

- promote equality;
- prohibit certain kinds of discrimination (with some exemptions) across the nine grounds protected by the Equality Authority;

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125 Irish Government (2010): 'Guide to the Equal Status Acts 2000–2008'

- prohibit sexual harassment and harassment;
- prohibit victimisation;
- require reasonable accommodation of people with disabilities; and
- allow a broad range of positive action measures.

The Acts apply to those who:

- buy and sell a wide variety of goods;
- use or provide a wide range of services;
- obtain or dispose of accommodation; and
- attend at, or are in charge of, educational establishments.

This legislation acts as a set of rules for public and private sector bodies, and members of the public (listed above) to uphold relating to conduct with Goods and Services, Accommodation, Educational Establishments and Discriminating Clubs.

## **A.7. Strategic context for the Irish language**

### **A.7.1. 20 Year Strategy for the Irish Language 2010-2030**

The Irish Government's policy in relation to Irish is to increase the use and the knowledge of Irish as a community language. Specifically, the Government aims to pay close attention to the Irish language policy in the Gaeltacht (Irish speaking regions), particularly as research has shown that the language is under threat in these areas. Ring is recognised as a Gaeltacht and is part of the Programme Area.

The Government has set two ambitious goals in relation to Irish language to be achieved in 20 years. These are:

- to increase the number of people with a knowledge of Irish from the current 1.66 million to 2 million; and
- to increase the number of daily speakers of Irish from the current level of approximately 83,000 to 250,000.

In order to achieve these objectives the strategy has set a number of objectives:

- increase the number of speakers who speak Irish on a daily basis outside the education system from 83,000 to 250,000;
- increase the number of speakers who speak Irish on a daily basis in the Gaeltacht by 25%; and
- increase the number of people that use State services through the Irish language and can access television, radio and print media through the language.

The Ireland Wales programme could help support these objectives and the Government's long term goals, by supporting Irish speakers in ensuring their needs are considered when developing the Priority interventions.



**A.7.2. The Department of Arts, Heritage and the Gaeltacht<sup>126</sup>**

The primary objective of the Department of Arts, Heritage and the Gaeltacht, with regard to the Gaeltacht, is to support the implementation of the 20 year strategy, and therefore within this context promote Irish as the main language of the Gaeltacht. The department support this through Irish Language Support Schemes and funds various Irish language organisations and initiatives.

The Programme could help support the schemes run by the department and could benefit from guidance and direction in promoting Irish language through the actions of the priorities.

**A.7.3. Ireland's National Recovery Plan 2011-2014<sup>127</sup>**

The Community, Equality & Gaeltacht Affairs department needs to contribute savings of €35 million by 2014. In 2011 the proposed cuts included a reduction in funding for Gaeltacht & Island Development, specifically reducing funding for Gaeltacht schemes/services (€1.4m), and reductions in the promotion and maintenance of the Irish Language with savings across Irish language support programmes (€0.6m). In order to help mitigate the impact of these reductions in funding on Irish speaking individuals and communities, this programme can help to support Irish language activities.

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126 Department of Arts, Heritage and the Gaeltacht. See:

<http://www.ahg.gov.ie/en/AnGhaeltacht/>

127 The Government of Ireland (2010): 'The National Recovery Plan', available at:

<http://www.budget.gov.ie/The%20National%20Recovery%20Plan%202011-2014.pdf>