

Health and Community Care Committee

13th Meeting, 2001

Wednesday 2 May 2001

The Committee will meet at 9.30 am in Committee Room 1

1. **Budget 2002/03:** The Committee will take evidence from—

The Public Health Institute Scotland

Scottish Association of Health Councils

2. **Regulation of Care (Scotland) Bill:** The Committee will consider the Bill at Stage 2 (Day 3)

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Room 2.5

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The following papers are attached for this meeting:

Agenda Item 1

[Equal Opportunities and The Scottish Budget](#) – Research note RN 01-45

HC/01/13/1

Agenda Item 2

Marshalled list and groupings to follow when available.

The Scottish Parliament

Agenda item 1

Health & Community Care
Committee
25 April 2001

The Information Centre

HC/01/13/1
RN 01/45
19 April 2001

Research Note

EQUAL OPPORTUNITIES AND THE SCOTTISH BUDGET

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This note looks at some of the issues involved in considering the equal opportunities impact of spending allocations in the Scottish Budget. It has been produced to assist the Equal Opportunities Committee in their consideration of the Scottish Budget at Stage 1.

Measuring the impact of budgets on equality groups has concentrated on gender analysis. One of the major challenges will be how to extend the knowledge that has built up on gender proofing budgets to equality proofing budgets. However, even gender proofing of budgets is at the very early stages. Although there has been a significant amount of work to identify how it might be done, there are only a few countries where it has been put into practice. A key issue is that gender impact assessment has been developed within a feminist analysis and it has yet to be shown how this can be extended to other 'equality' groups.

This note therefore takes a brief look at some of the issues firstly on gender before looking at issues in extending impact analysis to other groups. The final section lists explicit equalities spending and aims in *Scotland's Budget*.

EQUALITY STRATEGY

The Scottish Executive Equality Strategy stated that

The Executive will work to assess the equality impact of spending plans and decisions as part of the mainstreaming agenda.¹

The Equality Strategy also set actions and target completion dates for initiatives including consideration of spending plans.²

Action	Target date	Outcome
Develop mechanisms for equality impact assessment of budgets and spending plans	First phase: Autumn 2001 Pilot phase: Winter 2002	Systems and tools for the equality impact assessment of budgets and spending plans

The Scottish Executive have established an Advisory Group on Equality and Budgets, whose membership includes the statutory equality groups, the Scottish Executive Equality Unit and the Engender Women's Budget Group³. In addition the Business School at Glasgow Caledonian University fund a part-time researcher to investigate methods of gender assessment in national budgets.

GENDER ANALYSIS OF BUDGETS

The forward to South Africa's Women's Budget emphasises that budgets are not neutral in terms of equalities:

'The budget reflects the values of a country – who it values, whose work it values and who it rewards.. and who and what and whose work it doesn't.'⁴

Proponents of the need for a gender analysis of budgets argue that the budget is not gender neutral but gender blind. This feminist analysis considers the way in which the budget impacts differently on men compared with women. Underpinning this is the recognition that women and men's impact on the economy is affected by the different social expectations placed on them such as the expectation that women will do the majority of caring work within a household. It considers that economic and domestic activity are heavily 'gendered', for example certain activity such as low paid part time work or unpaid caring work is predominately done by women. Examples of a gender difference are:

21% of the labour force are women working part time.

5% of the labour force are men working part time.⁵

Men earn more than women in all occupational groups.⁶

¹ Scottish Executive (2000) Equality Strategy p. 17

² Scottish Executive (2000) Equality Strategy p. 17

³ The Scottish Women's Budget Group was formed in May 2000 as a sub-group in Engender.

⁴ Budlender 1996:7 quoted in Prof Diane Elson, (1999) *Gender –Neutral, Gender-Blind or Gender Sensitive Budgets?* p.11, Commonwealth Secretariat

⁵ Labour Force Survey, ONS quoted in Scottish Executive (2001) Men and Women in Scotland – A Statistical Profile.

⁶ Scottish Executive (2001) Men and Women in Scotland – A Statistical Profile.

There are 236,000 men and 389,000 women providing care in Scotland.⁷

An essential idea in the gender analysis of budgets is an alternative economic model which takes into account the domestic sphere. Two key principles which differentiate a gender analysis from traditional economic analysis are:

- The inclusion of unpaid work as a positive contribution to the economy, and
- Analysis on an individual rather than household level. This is based on research in developing countries which identified that income is not equally pooled between family members and that where extra money, such as child benefit is given to the woman rather than the man, it is more likely to be spent on the whole household.⁸

This alternative model will highlight for example, the effects of cuts in public expenditure on the unpaid care economy. These effects might have been invisible using a more traditional idea of what constitutes the economy. This creates the possibility of predicting the impact of budgetary measures on a part of the economy which is predominately female and traditionally not considered in economic terms. The Office for National Statistics is currently developing a 'satellite account' to measure the value of unpaid work in the economy.⁹

The feminist analysis holds that developing a gender analysis is the first step to developing a generic equalities analysis, partly as work is more developed in this area and also because women represent more than half the population.

REVENUE RAISING BUDGETS

The above approach to economics is particularly useful when considering revenue raising and benefits/tax credit payments. The Women's Budget Group¹⁰ in London suggest policies which use the tax credit, benefit system and employment law to create greater economic independence within households and encourage work/life balance on an equal basis for women and men. It is relatively easy to identify the beneficiaries when considering tax and social security benefits which makes impact analysis more straightforward. Policy recommendations include further development of the childcare strategy, improved parental leave and

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⁷ Scottish Executive (2001) Men and Women in Scotland – A Statistical Profile. Table 6.19

⁸ Susan Himmelweit . 'The Purse or the Wallet? Proceedings of a seminar 12th February 1998, Womens Budget Group. quoting Dwyer and Bruce, (1988) *A Home Divided: Women and Income in the Third World*' Stanford CA: Stanford University Press, Sen (1990) *Gender and co-operative conflicts* in Tinker, I ed *Persistent Inequalities: Women and World Development*, Oxford, Oxford University Press, and Folbre (1997) *Gender Coalitions: extra family influences on intrafamily inequality* in 'Alderman, H., Haddard, L., and Hoddinott, L. (eds) *Intrahousehold Allocation in Develeoping Countires*, Baltimore: MD John Hopkins University Press

⁹ See Short, (2000) 'Time Use Data in the Household Satellite Account' in Economic Trends October 2000. pp47-55

¹⁰ The Women's Budget Group is a think tank of economists and social policy experts – from Universities, NGOs and Unions whose main focus is gender analysis of the UK Budget.

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extension of the New Deal to those who are not in employment but not registered unemployed. These measures are predominately ones which affect revenue raising and transfer of payments within the system and are applicable almost exclusively at a UK level.

ASSESSING THE IMPACT OF EXPENDITURE PLANS

The majority of research internationally has been on expenditure plans and predicting the impact of policy.¹¹ Unlike the UK Budget which details revenue raising and benefits payments, the Scottish Budget details expenditure plans.

Gender Impact Assessment is a tool for mainstreaming which can be applied to budgets. It is particularly useful for assessing the impact on women of measures not specifically designed to tackle gender inequality:

Gender impact assessment is done to clarify the likely consequences of a reform or policy measure for women and men respectively. It should also analyse how it affects the relationship between women and men.

[...]

(It) does not concern reforms aiming primarily to promote gender equality. It is concerned with general policies, where other goals are the primary aim.¹²

There are three main methods which have been developed to analyse budgets in terms of gender impact.¹³

1. Gender Disaggregated Public Spending Incidence Analysis

This method of analysing expenditure plans compares spending on different groups by comparing the level of use of services. The net annual cost of providing a service is divided by the number of users. For example the number of school places or hospital beds. The pattern of use by different groups is then analysed. For example the number of school places taken by girls, or the number of hospital beds taken by those on a low income. This approach has been developed for income group - Incidence of Public Expenditure by Income Group and a gender analysis has been developed based on the same principle.

Although this can provide a useful tool for monitoring, there are difficulties with using this approach. The data for service users may not be disaggregated by gender or other equality group, the nature of the service may not lend itself to unit-cost analysis, the expenditure may not relate to an identifiable service or the expenditure may not be allocated at central government level.

2. Gender Aware Policy Appraisal

Where expenditure cannot be broken down in terms of a cost to an individual, it is suggested that policy can be considered according to whether it is likely to reduce

¹¹ See Women's Budget Group in Australia, Office for the Status of Women in Canada and Gender Budget Initiative by the Commonwealth Secretariat.

¹² Ministry of Children and Family Affairs, Norway, 'Gender Mainstreaming in Norway, Guide to Gender Impact Assessment of Government Policy'

¹³ The following relies heavily on Diane Elson, (1999) Background Papers to the Gender Budget Initiative, Commonwealth Secretariat.

gender inequalities. An important aspect of this is consultation with equalities groups in order to assess which objectives are important to certain groups and the perception of success of projects.

3. Scrutinising the Budget Process and Institutions

In addition to considering actual spending, the process of how spending decisions are made can be analysed. For example, are gender and equality issues taken into account as part of the process to develop more 'open government'? Is there an internal budget for ensuring equalities are taken into account and how does this compare with the budget for other economic analysis? Is addressing equal opportunities a criteria for funding local projects?¹⁴

EXAMPLES OF GENDER BUDGET INITIATIVES

Women's Budget Statement

The Australian government have in the past issued a statement on the effect of the budget on women. This highlights spending on areas which are considered to be particularly relevant to women, such as families, childcare, voluntary work and family law in addition to some more general areas such as older people's services, policies aimed at ethnic minorities, sport and education. This approach can give a useful overview but assumptions about which areas to highlight need to be based on a knowledge of service use and a knowledge of whether services are used in a different way by different groups.

South Africa

One model has been developed by the Women's Budget Initiative in South Africa.¹⁵ They are part of the Institute for Democracy's Budget Information Service, which produce briefings on the general budget process and the impact of budget measures on a wider range of groups such as children and people with disabilities. The purpose of the Women's Budget initiative was to argue for changing budget priorities towards women's needs, particularly women experiencing poverty.

Their analysis broadly involves four steps:

- describing the situation of women and men, girls and boys in a particular sector;
- deciding if policy matches that situation;
- seeing if the necessary budget is given to implement gender-sensitive policy; and
- assessing what happens when it is implemented.

¹⁴ For example, in Ireland, projects funded under the National Development Plan are required to conduct Gender Impact Assessment. See p.5.

¹⁵ The Women's Budget Initiative is a joint project of the Parliamentary Committee on the Quality of Life and Status of Women (PCQLSW), the Community Agency for Social Enquiry (CASE) and the Idasa: Budget Information Service (BIS). The project was born with the strong support of Pregs Govender, one of the ANC MPs in the National Assembly and member of the portfolio committee on finance charged with looking after Gender issues.

The Budget Initiative found that a lack of official statistics meant that it was not possible to conduct an accurate line by line public expenditure audit to assess the gender impact of the budget, and they were concerned that policy should guide budgets and not the other way around. The project methodology therefore concentrated on a review of existing government policies towards women and an assessment of the extent to which budgets are sufficient to meet these commitments. The project also concentrated on particular departments' budgets rather than the budget as a whole.¹⁶ This highlights that although Gender Impact Assessment is ideally to be used across all budget headings, in practice it is often used on areas considered to be of particular interest to women.

Ireland

The Irish Justice, Equality and Law Reform Department have developed guidelines for Gender Impact Assessment of their National Development Plan. This is to be applied to consideration of projects developed under the Plan. In addition to the guidelines, training for policy makers in equal opportunities was considered an integral part of the process.

Gender Impact Assessment in the Irish Republic¹⁷

Step 1. Outline of the current position of men and women in the area which this expenditure activity will address.

Who are the current beneficiaries of this area of expenditure activity?. How many are women? How many are men? What data source did you use?

Step 2: What factors lead to women and men being affected differentially in the area being addressed by this expenditure activity?

Step 3: How can the factors which lead to women or men being affected differentially be addressed and changed? How can the policy proposal/ measure respond to the factors identified in Step 2 above? Where considered appropriate, what actions do you propose in this regard?

However, it is unclear from these guidelines how the factors in Step 2 are to be identified. This problem highlights the need for training among the people who carry out Gender Impact Assessment.

EXTENDING METHODS TO OTHER EQUALITIES GROUPS

Assessing the 'invisible' impact of budget measures

One of the key ways in which gender analysis of budgets developed was by identifying areas of economic activity that were predominately female but not included in traditional economic models ie. taking account of unpaid work and using the individual not the household as the basic unit. One of the key challenges in extending this approach to other 'equalities' groups is to establish whether there are similar principles which could be applied to assessing whether there is an 'invisible impact' on other equalities groups and where this might be

¹⁶ Krafchik, W (1998) 'The South African Women's Budget Initiative as an Advocacy Instrument'

¹⁷ Justice, equality and law reform, 2000, 'Gender Impact Assessment Guidelines for the National Development Plan'

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looked for. A brief literature search in the preparation of this note has not been able to establish that any such work is currently being developed.

Statistical Base

In order to avoid stereotypical assumptions in the identification of policies which might have a differential impact an extensive statistical base would be required in order to establish the distribution of, for example gender, ethnicity, people with disabilities etc among the population who use particular services. Introducing multiple equalities groups would need to take into account the inter-relation between them. The Scottish Executive is increasing the availability of statistics disaggregated by gender, race, age and disability through for example, the *Equality in Scotland* booklets and *Men and Women in Scotland*.

Developing Public Spending Incidence Analysis

This method compares the distribution of spending between two groups as described on p.2. For example, between men and women, or between ethnic minorities and all other ethnic groups. It does not necessarily imply that the difference in spending is detrimental – this would have to be assessed by other methods. For example, from the General Household Survey it is known that proportionally less people from ethnic minorities are in public rented housing compared to private rented housing.¹⁸ This would imply that spending on public housing is directed at proportionally more 'white' families than families from ethnic minorities. However, it would still have to be assessed whether there is an equalities impact because of this difference and what the nature of that impact would be. From this it would then need to be assessed whether a difference in expenditure priorities would tackle that problem.

Another issue in the extension of the spending incidence analysis would be the effect of the interrelation of different types of inequality. How, for example would the method take into account women from ethnic minorities, or older people with disabilities?

The incidence analysis also requires that services are broken down to a unit cost. Many areas of budget spending cannot be broken down in these terms. For example in the Scottish Budget, although it would be possible to consider looked after children in terms of gender, or, if statistics were to be collected in terms of ethnicity or disability, the level 3 budget line 'Young People and Looked After Children' is too general to establish what the exact service to be monitored would be.

Equality Aware Policy Appraisal

Part of assessing the impact of expenditure is linking policy objectives to spending. This is part of the much larger area of predicting the equalities impact

¹⁸ Scottish Household Survey Table 2.4. 19% of non-white households are in the public rented sector compared with 27% of white households.

of policy. Work has been developed on Gender Impact Assessments for policy¹⁹ and more recently, work has been developed to cover a wider range of equalities groups. The Irish Government has recently completed research and recommendations on 'Equality Proofing Policy'²⁰ which considers poverty, disability and travellers.

There are very few examples of assessing the impact of expenditure on equalities groups other than gender.

South Africa's Budget Impact Information Service has developed projects looking at expenditure on children and people with disabilities.

The Disabled People's Budget used as their starting point a policy focus on people with disabilities and sought to track whether expenditure plans reflected this policy commitment. Their initial analysis of spending patterns revealed the following

"There is no linkage between policy and budget/management information systems. The preliminary findings reveal the following: An initial survey has indicated that aggregated data on disability programme spending does not exist. The inconsistent location of these programmes within votes, across provinces and between national departments makes such aggregation difficult. Simultaneously the share of mainstream programmes that benefit disabled people can only be derived from in-depth analysis of programme activities as well as analysis of the degree of inclusion of disabled people in health services, schools, welfare programmes, and formal and informal sector employment."²¹

Similar problems might be expected in the analysis of the Scottish Budget in terms of the need for in-depth analysis to ascertain the participation of people with disabilities in many initiatives, and the problem of establishing monitoring systems which are able to link policy objectives to expenditure patterns.

MONITORING EQUALITY IN LOCAL PROJECTS

Part of considering how the process of spending decisions affects equalities is to look at how equal opportunities is monitored in funded projects which are not specifically focused on equalities. An example of such projects are the Social Inclusion Partnerships (SIPs). Apart from the two SIPs focused on racial discrimination – FRAE Fife and Glasgow Anti-Racist Alliance, equal opportunities is not the main focus of the projects. Issues in promoting equal opportunities within local partnerships were highlighted in recent research carried out for the Scottish Executive, 'Women and Local Partnership Working'. The research studied four local partnerships and found that:

¹⁹ See Fiona MacKay and Kate Bilton, (2000) *Learning from Experience – Lessons in Mainstreaming*, Governance of Scotland Forum

²⁰ Dept of Justice, Equalities and Law Reform, (2000) 'Working Group Report on Equality Proofing'

²¹ IDASA, Budget Watch 99 'Spending indicates no real commitment to disabled people' providing research and information services to the Scottish Parliament

“There was little evidence of commitment to target setting in relation to women amongst most board members' own agencies or in partnership work and women specific targets were often viewed as unnecessary or counterproductive. Respondents did, however, think that monitoring by gender might be useful, which seemed to reflect a perception that women's needs were already being addressed by partnership priorities, but that it would be useful to check if this were the case.

A limited review of funding showed major resources being directed to activities of value to women, suggesting some awareness of users and beneficiaries of partnership work, but there was no evidence that development was based on systematic gender analysis or strategy.

Assessing the impact of partnership work on women, men or specific groups of women and men was made particularly difficult because virtually no part of the monitoring system recorded either quantitative or qualitative data disaggregated by gender. Monitoring guidance to SIPs included only limited requirements to record gender information [The Monitoring Framework for SIPs (1999) was not available to partnerships at the time of this study and so references relate to previous guidance (1997). The 1999 Framework specifies compulsory secondary data requirements relating to the age and gender structure of the population including lone parent and single female pensioner households , female long-term unemployment etc. SIPs will also be able to disaggregate survey data by gender in relation to fear of crime; voluntary participation; long-term illness; financial exclusion, Internet access etc.] . Commitment, however, did exist in all areas to develop new monitoring arrangements to enable partnerships to assess progress and reassess strategic direction in this area.”

This research indicates the difficulties in achieving equal opportunities objectives where this is not the explicit aim of the project.

Effective mainstreaming and effective assessment of the impact of spending requires effective monitoring. The Scottish Executive is committed through its Equality Strategy to develop by Winter 2001 a range of performance indicators for itself and the wider public sector.

SCOTLAND'S BUDGET AND EQUALITIES IMPACT

In considering Scotland's Budget, three types of expenditure which need to be assessed can be identified.²²

1. Spending on explicit equalities policies

This is the most straightforward to identify. The relevant areas of the Scottish Budget are listed below.

2. Spending on policies which have an implicit equalities impact

Equality Impact Assessment is designed to monitor all expenditure in terms of its implicit impact on equalities, not just measures designed specifically to tackle inequality. The administrative burden of assessing the impact of this across all equalities groups would be considerable. It would also require a greater level of detail than is presented in the budget and an extensive statistical base.

²² This division was developed in Australia by Rhonda Sharp, an economist influential in establishing the Australian Women's Budget.

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3. *Spending on measures to improve the budget process and administration in terms of how it addresses equality issues.*

The third way of analysing budgets from an equalities perspective is to consider whether there is an equalities bias in the decision making process. Who are the key personnel involved, was there consultation on the way funds are allocated?

Explicit Expenditure and Aims and levels 1,2 and 3 of the Budget

Areas where equalities are explicitly mentioned are spread across different budget areas. Equalities are mentioned more often in aims, and very rarely have actual spending explicitly attached to them. In addition, the level of detail provided at level 3 is rarely sufficient to consider the possible effects of spending on particular groups. There are many initiatives aimed at tackling inequality which do not appear in the Scottish Budget documents – for example measures taken in the police force as a result of the MacPherson report.

Level 1. At this top level there is no explicit equality spending. However there are aims and objectives which are relevant to equal opportunities.

- *Education and Children.* One aim is to ‘*allow all young people to realise their potential to the full*’ p 50
- *Health.* One priority is to improve services for older people (and children) including improvements in the way that vulnerable people are cared for through the new Commission for the Regulation of Care.
- Social Justice budget is ‘*committed to an open and inclusive Scotland where everyone can live free from prejudice and discrimination.*’ P145
- The implementation of European Structural Funds is devolved to the Scottish Executive. A focus of the new programmes is social inclusion and equal opportunities. p229
- A focus of the European Social Fund is assisting people with disabilities to access employment. p.231 A target in Objective 3 funds is for 1,015 assisted organisations to introduce an active equal opportunities policy. p232

Level 2.

At level 2, there are more specific measures, but without looking in more detail at how spending is allocated within these measures, it is difficult to assess what impact they will have.

- *Special Educational Needs* within Specific Grants within Education. £8.4m in 2002/03.
- An aim of SHEFC, within Enterprise and Lifelong Learning is to ‘*improve access to higher education for a wider range of students*’ p.75
- An aim of the Scottish Further Education Funding Council, within Enterprise and Lifelong Learning is to ‘*support a widening access agenda, particularly to students from under represented groups and disadvantaged backgrounds and those with special needs.*’ p77.
- *Social Inclusion Partnerships* within Social Justice are to ‘*reduce inequalities between communities*’ p156 £94.3m in 2002/03.

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Level 3.

At the most detailed level provided in the budget, it is still not possible to assess equalities impact without an in-depth analysis of how the spending is implemented.

- *Refuge Provision for Domestic Abuse* - £1m within Social Justice p.152
- *Travelling People* - £1m p.152 within Social Justice
- *Promotion of equal opportunities* is an aim in Social Inclusion, within Social Justice. P.156. although there is no specific funding identified.
- *Equalities* - £1m within 'Voluntary Sector and Equalities' within 'Social Justice'. p.159. £1m will allow the Executive to '*promote equal opportunities, develop effective communication and consultation with equalities interests and communities, improve data, information and research on equality issues and develop the mainstreaming of equality.*' P.159 *The objective is to: implement the Equality Strategy*
Develop mechanisms and support for mainstreaming equality across the Executive and beyond through the actions specified in the Equality Strategy.
Carry out a study, for completion by winter 2001, to progress the development of a national framework of standards for translating and interpreting services. P.160
- *Police* – new measures and performance indicators are currently under discussion, one area likely to be covered is racist incidents. p.45
- *Pupil support* within 'Schools' within 'Education and Children' provides £14.7m in 2002/03 for measures including promotion of equal opportunities and the inclusion of pupils with special educational needs in mainstream schools.
- *Young people and looked after children* within 'Children and Young People' within 'Education'. This includes the Family Fund Trust to support families of severely disabled children and the Changing Children's Services Fund which prioritises children in disadvantaged areas who also have special needs such as a physical or learning disability. p.64
- *Careers Guidance* within Enterprise and Lifelong Learning. The aim is to offer their service '*regardless of age, background or ambition.*'
- *Health spending* on younger physically disabled is £2 per head of population in 1999/00 p.101
- *Health spending* on geriatric continuing care per head of population has risen from £33 per head of population in 1998/99 to £41 per head of population in 1999/00.
- *Health objective to introduce a fairer system for the allocation of NHS resources based on need.* p.120
- *Services for people with disabilities* to rise from £2,899m in 2000/01, to £2,997m in 2002/03 to £3,045m in 2003/04. p 123
- *Care services for older people* within Community Care within Health include the recommendations of the Sutherland Report on free personal care. p136
- An aim within Social Inclusion is to develop the 'social economy'. P156.
- *Disabled Persons Transport Advisory Group* within 'Other Transport Programmes' within Transport. £0.1m in 2002-03. p166

- Scottish Mobility Group within Other Transport Programmes within Transport. £0.1m in 2002/03
- Concessionary Fares for pensioners and people with disabilities from October 2002. Additional spending for this has been granted to local governments. Amount not specified in the budget documents. p.177
- The Scottish Arts Council within the Sport and Culture budget includes the aim of '*promoting cultural diversity*'. p 203
- Historic Scotland within Sport and Culture. £200,000 to improve facilities for people with disabilities at 40 sites. p205
- Civil Service Reform projects include increasing diversity in the Executive by encouraging the recruitment and progression from traditionally under represented groups – women, ethnic minorities and people with disabilities. p239

SUMMARY

From this very brief review a few issues can be identified as perhaps requiring further consideration. Assessing the impact of funding allocations is one part of general policy appraisal. This can be developed for a range of indicators – and is not necessarily confined to consideration of equalities issues. For example, monitoring the impact of the funding allocations could be undertaken for rural / urban differences or in terms of social inclusion. Any attempt at monitoring will have implications for the administration time required to monitor and the level and type of data required. In addition the issues of explicit and implicit spending allocations would appear to be general to any monitoring. It would be possible to put together a 'budget statement' highlighting the measures aimed at any particular group although this would necessarily concentrate on explicit funds. It would require in-depth analysis to go beyond this to consider the impact of all funding on any particular group or issue, bringing with it the already discussed problems of establishing baseline data and taking account of the interplay between different measures.

This raises the question of what is particular about looking at the equalities impact of spending allocations? In regard to gender it would appear to be the need to take into account the work women do which is 'invisible' in traditional economic analysis. The key challenge then, in order to distinguish equalities impact assessment from a generalised method, would be to establish what the 'invisible impact' are for other equalities groups.

If you have any comments or questions about this Research Note, please contact Camilla Kidner on extension 85190 or camilla.kidner@scottish.parliament.uk.

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