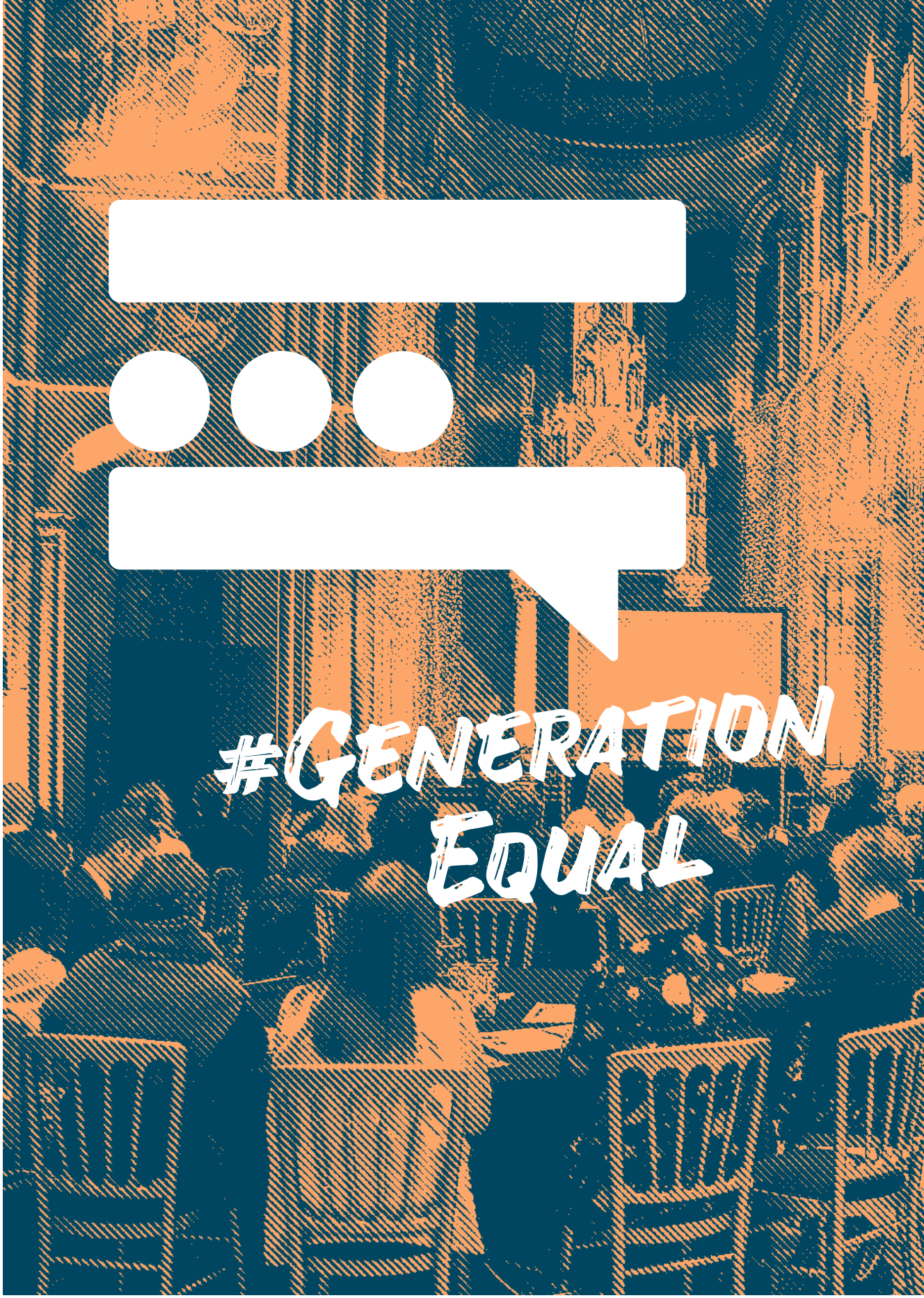

First Minister's National Advisory Council on Women and Girls

2018 First Report and Recommendations

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Our Manifesto

For generations, our history
has been written by one gender.

One perspective, one vision,
one half of the population.

Half of history is missing.

For years, we've been striving for change.

But now is the time to change for good.

To design a future where gender inequality
is a historical curiosity.

With the voice of everyone we want
to create a Scotland where we're all
equal – with an equal future.

Together, we are generation equal.

#GENERATION EQUAL

Extract from Hopscotch by Nadine Aisha Jassat

At the June 2018 Circle Event the NACWG showcased a powerful and emotive poem by Scottish poet Nadine Aisha Jassat entitled 'Hopscotch'. This writing explores the racist, sexist/misogynistic, and Islamophobic words that men have said to Nadine on the street:

'Your Mum's a Paki lover.'

I am 14.

'Slut.'

She was 43.

'Slag.'

This isn't just me.

These words, they're like Tuesdays,
there's one every week.

The NACWG: Summary of Recommendations

Leadership

- Create a 'What Works?' Institute to develop and test robust, evidence-led inclusive and representative approaches to changing public attitudes in Scotland to girls and women's equality and rights.
- Legislate for local and national candidate quotas for all parties by the 2021 election.
- Carry out a thematic gender review of the new National Performance Framework as a catalyst for system analysis and change.

Accountability

- Create a 'Gender Beacon Collaborative' – made up of Scottish Government, a Local Authority, a public body, a third sector agency and a business to take a holistic and systemic approach to gender equality and work.
- Improve access to justice for women and girls experiencing men's violence by:
    - Creating a world-leading process for complainers of sexual violence.
    - Criminalise serious misogynistic harassment, filling gaps in existing laws.
    - Create a consistent and inclusive model to ensure that women experiencing domestic abuse have sufficient access to expert legal advice and legal aid.
- Create a resourced media body in Scotland to hold the media to account and provide guidance on gender equality.

Creating Conditions

- Incorporate the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) into Scots Law.
- Create a Commission on Gender Equality in Education and Learning, covering Early Years, Primary and Secondary Education and Learning, tasked with providing bold and far-reaching recommendations on how gender equality can be embedded in all aspects of learning (from teacher training, to school behaviours/cultures, to the curriculum and CLD practice).
- Provide 50 hours per week of funded, good quality and flexible education and childcare for all children between six months and five years old.
- Create two 'Daddy months' of use-it-or-lose-it paid paternity leave in Scotland, using existing and additional powers transferred by UK Government.
- Embed gender sensitive approaches in all work relating to programmes developed through the new Scottish Government 'Scottish Approach to Service Design' model.

Glossary

- **Feminist –** an advocate of women's rights on the grounds of equality of the sexes.
- **Gender –** refers to the socially constructed roles, behaviours, activities, and attributes that a given society considers appropriate for men and women. (We understand gender is not limited to only two identities, but for the purposes of this report we will at times refer to a gender binary, not because we believe this to be a reflection of Scotland but because the systems in which we are working are structured in the binary).
- **Gender sensitive/gender competence –** refers to the skills, knowledge and analytical capability to develop policy that is well gendered that takes into account of the socially constructed differences between men's and women's lives and experiences.
- **Intersectionality –** a framework for understanding how multiple categories of identity (such as gender, race and class) interact in ways that create complex systems of oppression and power.
- **Misogyny –** dislike of, contempt for, or ingrained prejudice against women.
- **Patriarchal –** relating to or denoting a system of society or government controlled by men.

Foreword from the Chair

"PROGRESS IS NEVER PERMANENT, IT WILL ALWAYS BE THREATENED, AND IT MUST BE REDOUBLED, RESTATED AND REIMAGINED IF IT IS TO SURVIVE."

Zadie Smith

I want to begin this report by paying tribute to all those organisations and individuals who have joined with us in our first year of our work to find ways to make gender inequality in Scotland a historic curiosity.

From national and local feminist organisations across Scotland and beyond who have been committed to this vital work for decades – who have welcomed the Council and provided us with in-depth expertise and knowledge – to cross-sector organisations and businesses both national and local who have shared their insight and want to take steps beyond tick box lists and platitudes: we collectively recognise that the time for bold action is now. The demand for mainstreaming gender equality is urgent. All recognise that the pace of change needs to speed up because our women and girls – and boys and men – deserve nothing less. Gender inequality harms everyone. Gender equality benefits everyone.

Our vision is for Scotland to be recognised as a leading nation in the pursuit of gender equality. Gender equality is a must-have for Scotland – not a distant dream. Our view as a Council is that it will be achieved through systemic change – and that change needs to be a story of agency and hope. We absolutely believe that gender equality is possible – through our common endeavour. It is up to all of us to set the expectation that we CAN do this and create a movement that demands change for the greater good.

The barriers and issues we have encountered as a Council are wide and deep – from day-to-day misogyny, harassment and violence; to valuing women's work; to the disproportionate impact of austerity; to access to elected office; childcare; poverty; health; education; business; the shameful lack of participation, visibility and voices which many women experience as a result of discrimination in reaction to their intersecting identities e.g. women of colour and disabled women... the list goes on.

But fundamentally – this is about power. Who has it. Who doesn't. Who is willing – and who is unwilling – to share it and to give it up.

I also want to recognise here that there is excellent work already underway in Scotland – at national and local level via Scottish Government; Local Authorities; Public Bodies; Business and the Third Sector. The new commitment for all future Programmes for Government to be gender sensitive; the Equally Safe Strategy and Action Plan; the soon to be published Gender Pay Gap Action Plan; the First Minister's Advisory Group on Human Rights and Leadership and the new National Performance Framework with its whole-of-Scotland approach all

offer ambitions; tools and frameworks for improvement across a wide range of areas.

However, aspiration is not the same as implementation, so as a Council we want to both commend this work but also call for an unrelenting focus to ensure that all they promise turns into practical, measurable and sustainable impact that is felt in communities across the country.

Given the work underway, ensuring the Council did not duplicate effort felt vital. We were also tasked with bringing a revolutionary lens to the work. So early on we agreed that we would focus on systemic change – that changing the system would lead to changing behaviours and that changing behaviours leads to changes in attitudes and culture.

Consequently, we make no apology that this report may seem to lack direct solutions. This work is about creating conditions – shifting tectonic plates rather than flashy lightning displays – that will also act as a catalyst to enable others to act; persuade; demand and implement.

This will need deep, creative and long-term commitment and collaborations. It will need leaders – at all levels, public and private – to be held to account. It will need all spheres of government to become proactive, visible models of good practice. It will need business in Scotland – blue chips and SMEs – to wholly embrace the economic advantage and profound positive impact of gender equality on sustainable inclusive growth without delay.

There are recommendations in this report relating to evidence-led best practice; childcare; improved legal support for those who experience sexual violence; gender sensitive service design and 'hothousing' innovation in whole system approaches amongst others. We are also extremely mindful of the importance of robust data collection; procurement and commissioning.

In particular, time and again, our Circle told us that education and learning is key to creating change. I am acutely aware from my work with young people that we sometimes run the risk of educators being tasked with finding solutions to problems to which society has no answer. But it is clear that there is a powerful – and as yet untapped – potential in challenging gender inequality more systemically through co-designing gender sensitive learning models with women and girls in the lead.

Throughout this first year of the Council, there have been occasions, due to events local and global – ranging from seismic shifts to wearying repetitive behaviours online and beyond - that the gains of gender equality have felt fragile. That things have stalled or have even gone backwards.

But we have also witnessed – through our Circle of girls and women, men and boys – the power of storytelling and the power of the conversation. They have shown us that curiosity and courage creates community – and that community creates change.

We are grateful to the First Minister for giving us this opportunity to be part of helping shape a gender equal society – we are fortunate that in Scotland we have such committed leadership across the political spectrum and beyond, impatient for the profound benefits we know it will bring to all citizens.

As well as the specific recommendations in this report we are also calling on everyone in Scotland to ACT differently. Because this is not just about WHAT we do – but HOW we do it. Each of us taking personal responsibility and committing to no longer being a bystander whenever we encounter gender inequality. As a Council, we believe this is one of the most urgent fundamental issues of our time. And we also believe every one of us can make a difference.

No-one has the 'right answer' - but we will find solutions faster together.

Louise Macdonald OBE
Independent Chair

The NACWG Council Members

Independently Chaired by Louise Macdonald OBE, CEO of national youth information charity Young Scot, the NACWG has 16 members aged 16-plus, with three aged 21 and under. All members are passionate about tackling gender inequality and are drawn from a range of disciplines. The NACWG meets three times a year face-to-face to work on our strategy and in between meetings they work virtually.

Amina Ahmed, Scottish Government Fairer Future Codesign Panel

Kara Brown, International Legal Lead, CYPCS

Tressa Burke, CEO, Glasgow Disability Alliance

Catherine Calderwood, MA Cantab. MBChB FRCOG FRCP Edin, Chief Medical Officer

Sharon Edwards, Chair Women's Committee, STUC

Vicky Featherstone, Artistic Director, London's Royal Court Theatre

Jacqui Ferguson, Non-Executive Director, Wood Group PLC, Tesco Bank and Croda PLC

Dame Anne Glover, President, Royal Society of Edinburgh

Dame Katherine Grainger, Chair, UK Women in Sport

Katie Horsburgh, Volunteer Advocate, Girlguiding Scotland

Baroness Kennedy of the Shaws, QC

Emma Ritch, Executive Director, Engender

Louise Macdonald OBE, Independent Chair

Satwat Rehman, CEO, One Parent Families Scotland

Suki Wan, Chair, Scottish Youth Parliament

Talat Yaqoob, Director, Equate Scotland and Co-Founder, Women 5050

The NACWG Model, Circle Members and Community

The NACWG are supported by a wider group of experts and stakeholders, of all genders within the gender (or specialist) communities and those who wish to make progress on gender equality, who meet with the core Council members three times a year to work on the chosen annual topics. This group of experts and stakeholders is referred to as the **Circle** and membership currently stands **at over 530**. The Circle have been involved with NACWG from the beginning, with a wide reaching invite circulated to attend the inaugural meeting on 6 December 2017, the outputs of which helped to formulate the NACWG initial three year strategy.

The focus is on inclusion, and the Circle membership continues to grow and members are encouraged to pledge to this movement and spread awareness of the NACWG and gender inequality, both through their professional and personal environments. New Circle members are provided with information, guidance and assets to support them and all members receive monthly updates, providing gentle reminders to engage with the movement and ensuring that they keep up-to-date even if they miss a Circle session.

Growth in Circle Members from May – November 2018

The Community – Digital Platform and Monthly Spotlights

Further and extensive community engagement takes place via the NACWG's digital platform, which launched on **1 June 2018** with **#GenerationEqual**. Monthly Spotlights on the broad range of diverse and complex issues that affect women and girls are explored with the public and feedback sought. A key purpose of the Spotlights are to spread awareness and offer the opportunity to explore a topic in depth, understand the 'State of the Nation' with a research snapshot by Scottish Government analytical services; generate conversation with provocation articles; as well as shine a light on projects and activity taking place in Scotland related to the subject. This channel and those who engage with it are referred to as the **Community**.

Traffic is driven to the digital platform by social media channels and Circle member communications, and feedback on monthly Spotlights is anonymously turned into summary reports and shared. The NACWG closely monitor this valuable feedback. We have seen a very healthy increase in participation since launch and apply a continuous improvement approach to ensure our processes ensure the end user experience is the best it can be. Spotlight topics during 2018 included:

June: Sexual Harassment – provocation piece by Laura Bates and case studies from: Rape Crisis Scotland; White ribbon Scotland and Girlguiding Scotland.

July: Poverty – provocation piece by Emma Revie and case studies from: CFINE; Close the Gap and Smart Works Edinburgh.

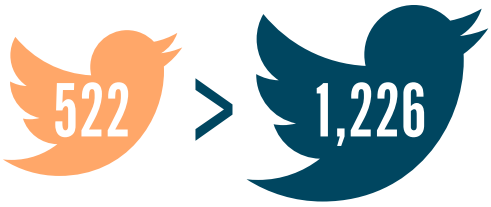
August: Enterprise – provocation piece by Margo Thomas and case studies from: Amina Enterprise Project; Women Enterprise Scotland and GrowBiz.

September: Masculinity – provocation piece by Owen Sheers and case studies from: National Sexual Violence Prevention Programme; Police Scotland and Locker Room Talk.

October: Sport – provocation piece by Laura Craine and case studies from: Bikes for All; Leap Sport Scotland and Cricket Scotland – the Wee Bash.

November: STEM – provocation piece by Mel McKendrick and case studies from: Improving Gender Balance Programme; Girl Geek Scotland and Careerwise Scotland.

December: Participation – provocation piece (tbc) and case studies from: Inclusion Scotland; Girlguiding Scotland and MsMissMrs.

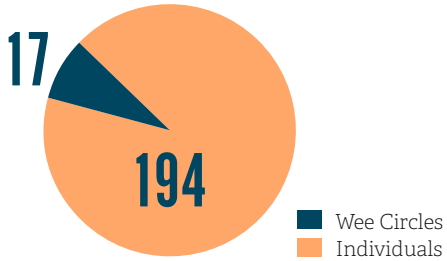


Growth in twitter followers from May – November 2018

Partnership Working

The NACWG have also taken advantage of partnerships with established and respected organisations in Scotland, such as the Scottish Women's Convention, which allows us to communicate to over 30 thousand women across Scotland. This is an extremely important channel direct to women and girls in diverse grassroots communities across Scotland and as well as providing an awareness about gender inequality, these women and girls are encouraged to get involved via the digital platform and participate in Spotlight Wee Circles.

The NACWG's digital platform sees an average of 633 visits per month. 194 individuals and 17 'Wee Circles' have contributed to feedback on Monthly Spotlights to date. It is estimated that around 100 people have contributed through 'Wee Circle' feedback.



PR

Positive PR coverage of the NACWG and #GenerationEqual has had a total reach of 4.6 million so far with features in publications such as the Metro, The Scotsman, The Times and The Guardian.

NACWG: Our Story So Far

A commitment was made in the Scottish Government Programme for Government (PfG) 2016/17 to establish a National Advisory Council on Women and Girls and Louise Macdonald was announced as the independent Chair in March 2017. Inspiration to having a NACWG in Scotland came from the White House Council on Women and Girls, established by President Obama. However, instead of being internal and only considering policies and legislation, the desire from the outset was that the Scottish NACWG would be external, independently Chaired, considerations would be wider and delivered on an inclusive co-design model with communities across Scotland. The First Minister was keen to understand what it was like to be a girl or woman in Scotland, just as much as she wanted to know if policies and legislation worked and what improvements needed to be made. Membership was sourced over summer 2017 and following a further commitment in the PfG 2017/18 membership was announced on 19 November 2017.

Dedicated Scottish Government support for the NACWG was in place from September 2017 and the inaugural NACWG meeting took place on 6 December 2017. This full day meeting of the NACWG and our wider Circle produced outputs, which helped to develop our initial three year strategy.

The NACWG are working to calendar years and the chosen annual topics will be the focus of our end of year reports:

- **2018: Attitudes and Culture Change –** in public life; in work and in learning systems.
- **2019: Policy Coherence –** how is policy made and do policies work against each other.
- **2020: Creating an Intersectional Gender Architecture –** the status of women in Scotland, structures and intersectionality.

Over the three large scale meetings of 2018 (March, June and September), the NACWG have been concentrating on our 2018 topic with our Circle of over 530 members, moving from introducing the topic, to deeper exploration and then final thoughts, expertly facilitated by volunteers from across Scotland. These events have all been very well attended by cross-sector organisations, senior leaders and stakeholders and have included senior officials such as the Permanent Secretary, who attended and spoke at the meeting in June, making very clear her commitment to this agenda. The First Minister attended two out of the three meetings of 2018, providing her insight and clear ask to the NACWG on both occasions.

Satellite Wee Circles were tested to coincide with the September meeting and were taken forward in Dundee. Two community events hosted by Dundee International Women's Centre explored the same questions asked of Circle members at the main event, and outputs from these events fed into the main ones.

Going forward Satellite Wee Circles will be scaled up, the ambition being that numerous communities across Scotland will be considering the same questions and feeding into the NACWG annual topic and strategy.

As well as establishing and delivering a successful operating working model, 2018 has also been significant for the NACWG with our proposal for inclusion in the Scottish Government's Programme for Government (PfG) 2019 being accepted, with a commitment that **the Scottish Government would put in place a robust system to ensure that the next and PfGs going forward are gender sensitive**. Put simply, this means that gender will be considered in the conception of policy, prior to the Equality Impact Assessment considerations as policy is developed.

Legal Framework, Policy and Gender Equality

Legal framework

Women and girls in Scotland have legal equality with men and boys. The Sex Discrimination Act (1975) and Equal Pay Act (1970) protected women and girls from discrimination in employment, and in access to goods, facilities, and services, for decades until they were consolidated into the Equality Act (2010). These laws, which are underpinned by European law, have given individual women and girls formal redress in the employment tribunal or in the courts if they are directly or indirectly discriminated against. Many workplace norms around maternity leave and pay, recruitment, sexual harassment, and flexible working come from cases that individual women have taken.

Although these legal protections are important, they provide remedy when things have gone wrong and employers or service-providers have already discriminated against women and girls. In 1995, the UN World Council on Women in Beijing committed to gender mainstreaming as the best possible tool for states and public authorities to stop discrimination before it starts and build equality in to all of their activities. In Scotland, the practice of gender mainstreaming has been a live requirement on public bodies since 2007, when the gender equality duty came into force. The obligation on most public authorities in Scotland to proactively reduce gender discrimination and advance gender equality is now contained within the public sector equality duty, which was created by specific Scottish regulation in 2012.

Although the ambition of the public sector equality duty is for a transformation in equality for women and girls, this has yet to be realised. The NACWG is keeping a watching brief on the review of the public sector equality duty that Scottish Government is undertaking.

Creating anti-discrimination law, along with law on maternity and parental leave and other employment law, is reserved to Westminster. However, the distinct criminal justice system in Scotland has provided opportunities for the criminal law to reflect our shared understanding of violence against women as a cause and consequence of women and girls' inequality. This is evident in the Scottish criminal justice response to coercive control within our world-leading Domestic Abuse (Scotland) Act (2018), and to the response to the abusive use of intimate personal images in the Abusive Behaviour and Sexual Harm (Scotland) Act (2016).

Legal protections for women and girls, whether criminal or civil, have not rendered equality in Scotland. This is for a number of reasons, including barriers to access to civil and criminal justice. Part of the change we want to see in attitudes and culture sits within the legal system in Scotland itself.

Policy framework

Scotland does not currently have an overarching gender equality strategy. The two key gender equality policy frameworks within Scottish Government are *Equally Safe*, the violence against women strategy that Government co-owns with the Convention of Scottish Local Authorities (CoSLA), and Scotland's first pay gap action plan, which is forthcoming.

Each of these represents a step forward in co-ordinated activity across Government and with stakeholders to do ambitious work to bring about equality and rights for women and girls. Together they span a number of policy domains: criminal and civil justice, early years and childcare, pre-16 education, post-16 education and skills, employability, labour market, social security, procurement, and economic development. They include women and girls' human rights, and especially those

set out in two international obligations that are binding in Scotland: the UN Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) and the International Covenant on Economic, Social, and Cultural Rights (ICESCR).

Outside of these frameworks, gender equality considerations are unevenly reflected in policy. This includes areas where the rights of disabled women and Black and minority ethnic women are set out in international treaties, including the UN Convention on the Rights of Disabled People and the International Convention on the Elimination of All Forms of Racial Discrimination. Some pieces of policy work, like the child poverty delivery plan, *Every Child Every Chance*, are extremely well gendered. Others simply do not reflect the huge differences in lived experience between men and women, boys and girls, and do not take advantage of the opportunity to close the gaps in equality of access to resources, power, and safety.

The importance of gendered policy making to how Scottish Government does its work cannot be overstated. NACWG will be considering this further in 2019, but we believe there is currently an opportunity to ensure effective alignment with key policies and activities such as the Fairer Scotland Duty and the Fair Work Delivery Plan, as well as the Enterprise and Skills Strategic Board Strategic Plan.

United Nations sustainable development goals

GOAL 5: ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS

While the world has achieved progress towards gender equality and women's empowerment under the Millennium Development Goals (including equal access to primary education between girls and boys), women and girls continue to suffer discrimination and violence in every part of the world.

Gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous and sustainable world.

Providing women and girls with equal access to education, health care, decent work, and representation in political and economic decision-making processes will fuel sustainable economies and benefit societies and humanity at large.

Scottish Government National Performance Framework

In 2007, the Scottish Government launched its first National Performance Framework (NPF), a ten year vision through which to measure our national wellbeing beyond GDP. The sixteen National Outcomes contained in the framework provided a focus and direction for policy action across the public sector as a whole. Progress towards achieving this vision was measured through a range of economic, health, social and environmental Indicators. Importantly, the NPF transformed the way public services were delivered in Scotland into an outcomes based approach.

Ten years later, and with the outcomes approach placed in statute through the Community Empowerment Scotland (2015) Act, there was a public review of the National Outcomes for Scotland. The Scottish Government asked the public, practitioners and experts what kind of Scotland they would like to live in, and developed a new set of National Outcomes which reflected this vision.

This, completely revised NPF, has been developed together with the people of Scotland to reflect our values as a nation and the aspirations we hold for our future. It has also been formulated to link with and promote our commitment to the United Nation's Sustainable Development Goals which are aimed at improving wellbeing across the world.

Gender Equality: The Current Picture in Scotland

Care and childcare

Due to the high cost of childcare, 25% of parents living in absolute poverty in Scotland have given up work, a third have turned down a job, and a further 25% have not been able to take up education or training.[1]

Unpaid carers, around 60% of whom are women, save Scotland an estimated £10.8bn per year, which amounts to over a third of the budget.[2] Women are four times as likely to give up paid work due to multiple caring responsibilities, and are more likely to be in low-paid, part-time employment than male carers.[3] Carers are twice as likely to suffer from ill health.[4]

Gender stereotypes

Gender stereotypes persist. 52% of people said they would buy a toy truck for a girl without saying anything, while 14% said they would make her put it back and pick a toy more common for girls. 33% would buy the truck, but first try to get her to pick another toy more common for girls.[5]

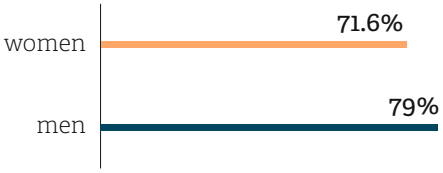
Sexual harassment in schools

In 2015, 75% of girls and young women reported anxiety about experiencing sexual harassment, with 25% of 11 to 16 year olds saying that it made them consider whether to speak out in class.[6] Sexual harassment and fear of boys' behaviour mean that girls opt out of male-dominated classes such as physics.[7]

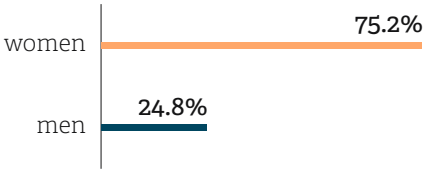
67% of girls leave school with at least one qualification at SCQF level 6 or better, compared to 56% of boys.[8]

Women in the labour market

Women fare worse in the labour market. 71.6% of women aged 16–64 in Scotland were employed as of June 2018, compared to 79% of men.[9] This represents a gender employment gap of 7.4 percentage points:



Women are over-represented amongst part-time employees: they account for 75.2% of part-time employees in Scotland:



Women also tend to be concentrated in lower paid occupational sectors and the lower grades within an organisation. 46% of employed women over 16 work in the public admin, education and health sector, compared to just 17% of men.[10] More women than men who are in employment are in administrative and secretarial occupations (16% vs 4%) while fewer women than men are in skilled trades occupations (2% vs 19%).[11] Almost a fifth of the Scottish workforce is paid below the living wage, and 64% of these workers are women.[12] 40% of low-paid workers are women working part-time.[13]

The **gender pay gap** – the difference in median hourly earnings for full-time employees in Scotland – is currently **5.7** percentage points.[14] When all employees are included, this rises to **15** percentage points. 22.4% of employed women earn less than the Living Wage, compared to 16% of men.[15]

Participation in political positions and public life

Women are under-represented in elected political positions and in public life. 35% of Members of the Scottish Parliament (MSPs) are women.[16] In local government, 29% of councillors are women.[17] In 2016, men occupied 73% of the 3029 'positions of influence' Engender identified across business, judiciary, political institutions, transport bodies, universities and colleges, trade unions, and media and culture. This means that there are 703 women 'missing' from positions of power.[18] Women of colour, working class women, women carers and disabled women specifically are missing from decision making and access to power.

Participation in culture and community

Women are more likely than men to say that they have a very strong **feeling of belonging** to their community (38% vs 31%).[19] More women (86%) than men (83%) attend **cultural events or places** and more women also take part in **cultural activities** (83% of women and 73% of men). More women (30%) than men (26%) **volunteer** for groups or organisations. Women are drastically underrepresented within the leadership of production companies, national arts and culture bodies, and as directors of major museums and art galleries.[20]

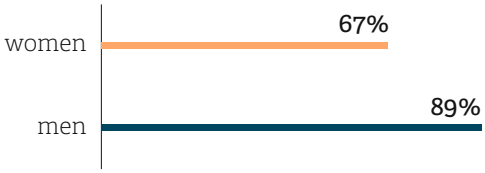
Participation in physical activity

Women are significantly less likely than men to meet **physical activity** guidelines; just 59% of women do the recommended amount of activity per week, compared to 69% of men.[21] Only 14% of CEO positions across Scotland's national governing bodies are held by women.[22] 99% of sponsorship investment and 95% of media coverage is dedicated to men's sport.[23]

Crime and domestic abuse

Women commit much less violent crime, and suffer the majority of domestic abuse. Where gender information is recorded, 79% of all incidents of domestic abuse have a female victim and a male accused.[24] Women are also much less likely to feel safe walking alone in their neighbourhood after dark (67% vs 89% of men).[25] The vast majority (84%) of violent crimes are committed by male offenders only.

Those who feel safe walking alone in their neighbourhood after dark.



Victim-blaming attitudes

Attitudes endure which at least partly blame women for being raped in certain situations.

Only 58% of people say that a woman wearing revealing clothing on a night out is 'not at all to blame' for being raped, and 60% say the same of a woman who is very drunk. 37% agree that 'rape results from men being unable to control their need for sex'.[26]

Many women and girls face further inequality because of intersecting aspects of their identity or their socio-economic status

For example, the minority ethnic employment gap is much higher for women (23 percentage points) than for men (6 percentage points), while women from the most deprived areas are less likely to meet physical activity guidelines than those in the least deprived areas (51% vs 67%).[27] Women of colour, immigrant women, disabled women, LGBT women and women of different religions can experience gendered bigotry, racism, islamophobia, sectarianism, homophobia, xenophobia and disabilism in a specific way which can expose them to higher levels of or multi-layered violence or abuse.

Disabled women are three times more likely than other women to experience violence including sexual violence; also hate crime and online crime. Disabled women often live in fear of/risk of sexualised violence – partly because of other risk factors such as poverty and care needs being provided for by others. They are perceived as an easy target and have lack of access to safe space at work and in general.

35% of disabled women (and 30% of disabled men) are paid below the National Living Wage in the UK and while disabled men face a pay gap of 11%, disabled women faced a gap twice as large at 22%.[28]

"I THINK IF YOU HAD GOT A GROUP OF MISOGYNISTS IN A ROOM AND SAID 'GUYS, HOW CAN WE MAKE THIS SYSTEM WORK FOR MEN AND NOT FOR WOMEN?' THEY WOULDN'T HAVE COME UP WITH TOO MANY OTHER IDEAS THAN WHAT'S ALREADY IN PLACE." [29]

Professor Philip Alston,
United Nations Special Rapporteur on
extreme poverty and human rights

The NACWG: Our Focus in 2018

Gender inequality is complex and harmful and affects everyone - not just women and girls - collectively as a country. The issues that the members of our NACWG Circle raised at our inaugural event on 6 December 2017 were not new, but collectively indicated that the changing of attitudes, behaviour and culture was the key priority.

Over the course of 2018 we have heard how, following the global take-up of the long-established #MeToo campaign, large scale behavioural change is being pursued in the arts sector, including challenging systemic structures and processes. We have heard from a large intersection of women and girls about the multiple struggles and multifaceted barriers they face daily, and we have learned from organisations who have taken forward culture change initiatives and campaigns about what works and, crucially, what doesn't.

Throughout 2018, the priority task for the NACWG has been to listen.

From that listening, an understanding developed that to change attitudes and culture we must first change behaviour, and that to change behaviour we must change systems: legal and political; public and private; social and economic. Good and tangible examples of how this has recently worked in Scotland are the smoking in public places ban[30] and the plastic carrier bag charge.[31]

"Gender inequality is multi-layered and complex. It can be downright blatant or equally so subtle it can be difficult to identify and articulate. Systems in place perpetuate and germinate this situation, and media, along with society in general prove to be an invisible force that reinforce the structures and sanction those who don't toe the line."

Ref: Systems change - A Guide To What It Is And How To Do It, Lankelly Chase Foundation; NPC, 2015

"I WAS BROUGHT UP ON A SCHEME AND USED TO ONLY SEE SOCIAL ISSUES THROUGH A CLASS LENS, GENDER ISSUES WERE SO NORMALISED AND ACCEPTED THAT I DIDN'T SEE THEM."

Young woman in Status of Young Women in Scotland 2015 report, YWCA Scotland, 2015

Over the course of the year, the NACWG quickly understood that changing attitudes and culture is the end product of changing systems, and key themes cropped up during discussions, including:

- Is gender equality in education currently a missed opportunity?
- Who is accountable and how are they held to account?
- What would "gold standard" gender equality with intersectionality at its heart look like?

The NACWG: Our Key Themes

Over the past year consulting with diverse individuals, groups and organisations across Scotland, a number of issues have been repeatedly raised which we have grouped under three key interconnected themes:

Leadership

Gender inequality is an enduring issue because structures perpetuate it. The Scottish Government; public and third sectors and business need to lead by example and take steps to restructure Scotland to be gender competent to see the desired changes we seek. This is complex and goes beyond training to ensure a gender competent workforce. As well as changing systems and ensuring gender equality is woven into the fabric of current and new workforces, we need to concentrate on parents and carers, including parents-to-be and the most significant service in a child's life: the education and learning system. As well as making this long-established system universally gender competent, we need to ensure there are no conflicting messages and the standards are clear.

Accountability

Following on from providing leadership, new measures need to be in place to ensure that we develop a gender-competent Scotland, where key services are fit for purpose and delivering equal high-quality provision that realises the potential, regardless of gender, of every citizen. Scotland needs to start with the changes to the infrastructure that are required to raise standards, expectations and behaviour, championing this change and putting in place checks to ensure that these high standards are maintained.

Creating Conditions

We need to ensure that girls and women are supported to participate fully in all decisions affecting their lives, in all personal, educational and professional opportunities that come their way and in the realisation of their rights – especially those who are the most vulnerable. We also need to ensure that they are safeguarded and supported, at all stages and in all communities of place and practice.

The NACWG: Our Recommendations

Focussing on ideas and mechanisms which will lead to deeper SYSTEMIC CHANGE, the NACWG recommends the following:

Leadership

- Create a 'What Works?' Institute to develop and test robust, evidence-led inclusive and representative approaches to changing public attitudes in Scotland to girls and women's equality and rights, including dismantling stereotypes about what girls and women should study, work at, and be. The Institute will be the place where "good learning" happens and where specialist gender support can be accessed that will give public bodies; the third sector and business the tools to act to change the culture on women's equality.

- Legislate for local and national candidate quotas for all parties by the 2021 election.

- Carry out a thematic gender review of the new National Performance Framework as a catalyst for system analysis and change.

Accountability

- Create a 'Gender Beacon Collaborative' – made up of Scottish Government, a Local Authority, a public body, a third sector agency and a business to take a holistic and systemic approach to gender equality and work to having it embedded in all of its activities from employment to strategy to delivery. Supported by gender experts (and the What Works? Institute above) the outcome would be the creation of a model which has been proven to be successful; that creates a pathway for others to follow and will then be replicated across all public bodies.

- Improve access to justice for women and girls experiencing men's violence and the culture of violence against women and girls embedded in the fabric of Scottish society by:

    - Creating a world-leading process for complainers of sexual violence, including trauma-informed forensic medical examination, independent sexual violence advocacy, review of the law on corroboration, and privacy for complainers with regards to the disclosure of their medical records; and

    - Criminalise serious misogynistic harassment, filling gaps in existing laws.

    - Work with Scottish Women's Aid, Scottish Women's Rights Centre, Shakti Women's Aid and the Law Society to create a consistent and inclusive model to ensure that women experiencing domestic abuse have sufficient access to expert legal advice and legal aid.

- Create a resourced media body in Scotland, which will publicly review media which is sexist, misogynistic or bigoted; will provide guidance on what gender equal media can looks like and will strengthen the intersectional voices of women in media.

Creating Conditions

- Incorporate the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) into Scots Law.

- Establish a Commission on Gender Equality in Education and Learning, covering Early Years, Primary and Secondary Education and learning, tasked with providing bold and

far-reaching recommendations on how gender equality can be embedded in all aspects of learning (from teacher training, to school behaviours/cultures, to the curriculum and CLD practice). The Commission should be independent of key bodies such as Education Scotland. The intended outcome is for a radical, evidenced based and gender-competent national strategy, providing much needed coherence and a pathway to safe and nurturing gender-neutral education and learning in all settings.

- Provide 50 hours per week of funded, good quality and flexible education and childcare for all children between six months and five years old.
- Create two 'Daddy months' of use-it-or-lose-it paid paternity leave in Scotland, using existing and additional powers transferred by UK Government.
- Embed gender sensitive approaches in all work relating to programmes developed through the new Scottish Government "Scottish Approach to Service Design" model.

In addition...

Throughout our discussions with the Circle and the Council around systemic change, the following issues came up repeatedly:

- Procurement – the potential of using procurement systems to embed gender equality across supply chains.
- The Scottish Business Pledge – the potential to enhance the pledge to encourage businesses across Scotland to take bolder action.
- Better data and analysis – the potential of more effective collation and intersectional analysis to help us understand the picture in Scotland more clearly and inform policy and decision making.
- Gender budgeting and economics – the potential of the strategic recognition that gender equality can lead to far great inclusive growth.

We understand the complexity and interconnectedness of each of these areas and we also understand that some work is underway through the forthcoming Gender Pay Gap Action Plan and other collaborative work around Gender Budgeting and data etc. We welcome this work.

But as the NACWG we are in no doubt that each of these require bold leadership, with the necessary support infrastructure and political will to go with the action plans being developed. We call on the FM to prioritise the work in these areas.

Next Steps

This report contains the first steps in what the NACWG believe is needed in Scotland to start to proactively address, on a systemic level, the change that is required to begin to undo a patriarchal system and move to a gender-equal Scotland. We ask that the First Minister considers every aspect with care and with a bold spirit.

The NACWG firmly believe that by taking forward the recommendations within this report, that Scotland will begin moving in the right direction toward gender equality with solid foundations and robust accountability.

Following this submission the NACWG will move on to concentrate on our next topic of 'Policy Coherence and Gender Equality'. Ideas about some of the issues we shall explore are already taking shape, including the role of carers, and health and wellbeing.

The NACWG will take forward an event on 30 January 2019 to discuss the content of this report and the recommendations with our Circle. A key aspect of this event will be with us asking our Circle what **they** can do to help achieve these recommendations and them pledging to take action.

In addition, in 2019 we shall convene an **'Accountability Day'** where we shall invite key cross-sector stakeholders and leaders to come together to share the progress they have made in relation to these recommendations and to ensure the core vision and momentum is maintained.

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