



PROGRAMME FOR GOVERNMENT

Equality Impact Assessment

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Section 1: Defining the aims of the policy

The Programme for Government articulates its aims by setting out a 'Purpose', 14 'Outcomes' and 48 'Indicators', constituting a wellbeing-focused Outcomes Framework, as follows:

Purpose: Improving wellbeing for all – by tackling disadvantage and driving economic growth

Outcomes and related indicators:

- We prosper through a strong, competitive, regionally balanced economy

Related indicators:

- Private sector NICEI
- External sales
- Rate of innovation activity (% of companies engaging in innovation activity)
- Employment rate by council area
- % change in energy security of supply margin

- We live and work sustainably – protecting the environment

Related indicators:

- % all journeys which are made by walking/cycling/public transport
- Greenhouse gas emissions
- % household waste that is reused, recycled or composted
- Annual mean nitrogen dioxide concentration at monitored urban roadside locations
- % water bodies at 'good' status
- Biodiversity

- We have a more equal society

Related indicators:

- Gap between highest and lowest deprivation quintile in healthy life

expectancy at birth

- Gap between % non-FSME school leavers and % FSME school leavers achieving at Level 2 or above including English & Maths
- % population living in absolute and relative poverty (before housing costs)
- Employment rate of 16-64 year olds by deprivation quintile
- Economic inactivity rate excluding students
- Employment rate by council area

- We enjoy long, healthy active lives

Related indicators:

- Healthy life expectancy at birth
- Preventable mortality
- % population with GHQ12 scores ≥ 4 (signifying possible mental health problem)
- The proportion of babies born at a low birth weight
- % people who are satisfied with health and social care
- Gap between highest and lowest deprivation quintile in healthy life expectancy at birth

- We are an innovative, creative society where people can fulfil their potential

Related indicators:

- Rate of innovation activity (% of companies engaging in innovation activity)
- Proportion of premises with access to broadband services at speeds at or above 30Mbps
- % engaging in arts/cultural activities in the past year
- Self-efficacy
- % school leavers achieving at least level 2 or above including English

and Maths

- We have more people working in better jobs

Related indicators:

- Economic inactivity rate excluding students
- Proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above
- Seasonally adjusted employment rate (16-64)
- A Better Jobs Index
- % people working part time who would like to work more hours
- Employment rate by council area
- Proportion of local graduates from local institutions in professional or management occupations or in further study six months after graduation

- We have a safe community where we respect the law and each other

Related indicators:

- Prevalence rate (percentage of the population who were victims of any NI Crime Survey crime)
- A Respect Index
- % the population who believe their cultural identity is respected by society
- Proportion of criminal cases processed within guideline time limits
- Reoffending rate

- We care for others and we help those in need

Related indicators:

- % population with GHQ12 scores ≥ 4 (signifying possible mental health problem)
- Number of adults receiving personal care at home or self directed

support for personal care as a % of the total number of adults needing care

- % care leavers who, aged 19, were in education, training or employment
- % population living in absolute and relative poverty (Before Housing Costs)
- Average life satisfaction score of people with disabilities
- Number of households in housing stress

- We are a shared society that respects diversity

Related indicators:

- A Respect Index
- % who think all leisure centres, parks, libraries and shopping centres in their areas are “shared and open” to both Protestants and Catholics
- % of the population who believe their cultural identity is respected by society
- Average life satisfaction score of people with disabilities

- We are a confident, welcoming, outward-looking society

Related indicators:

- A Respect Index
- Self-efficacy
- Total spend by external visitors
- % of the population who believe their cultural identity is respected by society
- Nation Brands Index

- We have high quality public services

Related indicators:

- % of people who are satisfied with health and social care

- % of schools found to be good or better
 - Usage of online channels to access public services
- We have created a place where people want to live and work, to visit and invest

Related indicators:

- Prevalence rate (percentage of the population who were victims of any NI Crime Survey crime)
 - Total spend by external visitors
 - % of the population who believe their cultural identity is respected by society
 - Nation Brands Index
 - A Better Jobs Index

- We connect people and opportunities through our infrastructure

Related indicators:

- Average journey time on key economic corridors
 - Proportion of premises with access to broadband services at speeds at or above 30Mbps
 - % of all journeys which are made by walking/cycling/public transport
 - Overall Performance Assessment (NI Water)
 - Gap between the number of houses we need, and the number of houses we have

- We give our children and young people the best start in life

Related indicators:

- % babies born at low birth weight
 - % children at appropriate stage of development in their immediate pre-school year
 - % schools found to be good or better

- Gap between % non-FSME school leavers and % FSME school leavers achieving at Level 2 or above including English and Maths
- % school leavers achieving at Level 2 or above including English and Maths
- % care leavers who, aged 19, were in education, training or employment

Section 2: Consideration of available data and research

The Programme for Government provides a mechanism for the measurement, reporting and investigation of differential experiences of people based on their identities, both at a population level in respect of their experience of the outcomes set out in the PfG Framework, and at a performance or project level based on the impact of strategies, policies, projects and programmes directly on their subjects.

The indicator set that will be used to measure progress on the achievement of Programme for Government Outcomes has been constructed from official and national statistics, providing a robust, accurate and transparent public assessment of progress.

In addition, this data, when published, is generally disaggregated on the basis of Section 75 identities. There is, additionally, a commitment in the Programme for Government to invest in increasing the power of the data available, so that more detail and in more areas can be disaggregated, increasing understanding of the differential experiences and key inequalities affecting people in respect of each of these important measures. All of this data will be publicly available in real time.

What this enables is:

- Assessment by the Executive of the differential experiences and key inequalities experienced by people based on their identity and active management of the set of policies and programmes aimed at delivering Programme for Government Outcomes in support of achieving better equality outcomes at a strategic level not previously possible.
- Effective scrutiny by the Assembly, the media, statutory advisory and scrutiny bodies and the public of the progress being made by the Executive in supporting achievement of targeted outcomes, and on ensuring that the benefits of progress are shared by everyone.
- More effective evaluation at a strategic, population level of the work of the Executive to achieve its targeted outcomes, by those working in government, and by those seeking to hold it to account.

Management of progress on outcomes and of action to address inequalities at this population level will not rely only on the particular data sets set out in the Programme

for Government Framework, nor will it be solely data driven. Population level management of the achievement of Programme for Government Outcomes will take appropriate account of all relevant information and evidence from all available sources, both qualitative and quantitative, to promote greater progress and to address key inequalities.

Furthermore, the Executive's commitment to an outcomes-based approach to the development and implementation of its Programme for Government includes a commitment to performance level, as well as population level accountability.

This means that, in establishing policies and programmes to make progress on the achievement of population level outcomes, and in particular in the development and implementation of Delivery Plans, Government Departments will establish performance level evaluation methodologies that will enable a direct assessment of the impact of policies and programmes directly on their participants, including any differential impact on different individuals and groups based on their identity.

Just as the collection, disaggregation, reporting and analysis of information at the population level will enable management and scrutiny of the work of government at that level to take direct account of outcome level impacts, including equality impacts, the performance-level evaluation systems will enable the more effective management and scrutiny of policies and programmes at a performance level based on a thorough understanding of their impacts, including in equality terms.

These new outcomes-focused systems, at the population and performance levels, will significantly enhance understanding of how the activities of government support wellbeing and quality of life improvements for citizens, and of the particular issues and barriers experienced by people that arise from different aspects of their identity, and will enable more effective management, at population and performance levels, of the achievement of outcomes and of efforts to address key inequalities. It is anticipated that this outcomes-focused approach has significant potential, therefore, to support the achievement of better outcomes, and of greater equality of impact across Section 75 categories.

The current availability of differentiated data by Section 75 identity is as follows:

Section 75 category	Data availability
Religious belief	<p>Data is currently gathered in relation to the differential experiences of people with different religious beliefs in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of population with GHQ12 scores ≥ 4 (signifying possible mental health problem) • The number of households in housing stress • % of care leavers who, aged 19, were in education, training or employment • % of school leavers achieving at level 2 or above including English and Maths • Gap between % of school leavers and % of FSME school leavers achieving at level 2 or above including English and Maths • The proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • % of population living in (absolute / relative) poverty (BHC) • % of all journeys which are made by walking/cycling/public transport • % engaging with arts/cultural activities in the past year • % who think all leisure centres, parks, libraries and shopping centres in their areas are 'shared and open' to both Protestants and Catholics • The employment rate of 16-64 year olds by deprivation quintile • % of people working part time who would like to work more

	<p>hours</p> <ul style="list-style-type: none"> • Employment rate by geographic area (areas to be defined) • % of the population who believe their cultural identity is respected by society • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Political opinion	<p>Data is currently gathered in relation to the differential experiences of people with different political opinions in respect of:</p> <ul style="list-style-type: none"> • % of population living in (absolute / relative) poverty (BHC) <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Racial group	<p>Data is currently gathered in relation to the differential experiences of people from different racial groups in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of care leavers who, aged 19, were in education, training or employment • % of school leavers achieving at level 2 or above including English and Maths • Gap between % of school leavers and % of FSME school leavers achieving at level 2 or above including English and Maths • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the</p>

	<p>management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Age	<p>Data is currently gathered in relation to the differential experiences of people of different ages in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of population with GHQ12 scores ≥ 4 (signifying possible mental health problem) • The number of households in housing stress • The proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above. • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • % of population living in (absolute / relative) poverty (BHC) • % of all journeys which are made by walking/cycling/public transport • % engaging with arts/cultural activities in the past year • Total spend by external visitors • % who think leisure centres, parks, libraries and shopping centres in their areas are 'shared and open' to both Protestants and Catholics • The employment rate of 16-64 year olds by deprivation quintile. • % of people working part time who would like to work more hours • Employment rate by geographic area (areas to be defined) • % of the population who believe their cultural identity is respected by society • Reoffending rate • Proportion of local graduates from local institutions in work

	<p>or further study six months after graduation</p> <ul style="list-style-type: none"> • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Marital status	<p>Data is currently gathered in relation to the differential experiences of people with different marital statuses in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of population with GHQ12 scores ≥ 4 (signifying possible mental health problem) • The number of households in housing stress • The proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • % of population living in (absolute / relative) poverty (BHC) • % of all journeys which are made by walking/cycling/public transport • % engaging with arts/cultural activities in the past year • % who think all leisure centres, parks, libraries and shopping centres in their areas are 'shared and open' to both Protestants and Catholics • The employment rate of 16-64 year olds by deprivation quintile • % of people working part time who would like to work more hours • Employment rate by geographic area (areas to be defined) • % of the population who believe their cultural identity is respected by society

	<ul style="list-style-type: none"> • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Sexual orientation	<p>Data is not currently gathered in relation to the differential experiences of people with different sexual orientations in respect of any Programme for Government indicator.</p> <p>Potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Men and women generally	<p>Data is currently gathered in relation to the differential experiences of men and women generally in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • Gap between highest and lowest deprivation quintile in healthy life expectancy at birth • Healthy life expectancy at birth • Preventable mortality • % of population with GHQ12 scores ≥ 4 (signifying possible mental health problem) • The number of households in housing stress • % of care leavers who, aged 19, were in education, training or employment • % of school leavers achieving at level 2 or above including English and Maths • Gap between % of school leavers and % of FSME school leavers achieving at level 2 or above including English and Maths • The proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above

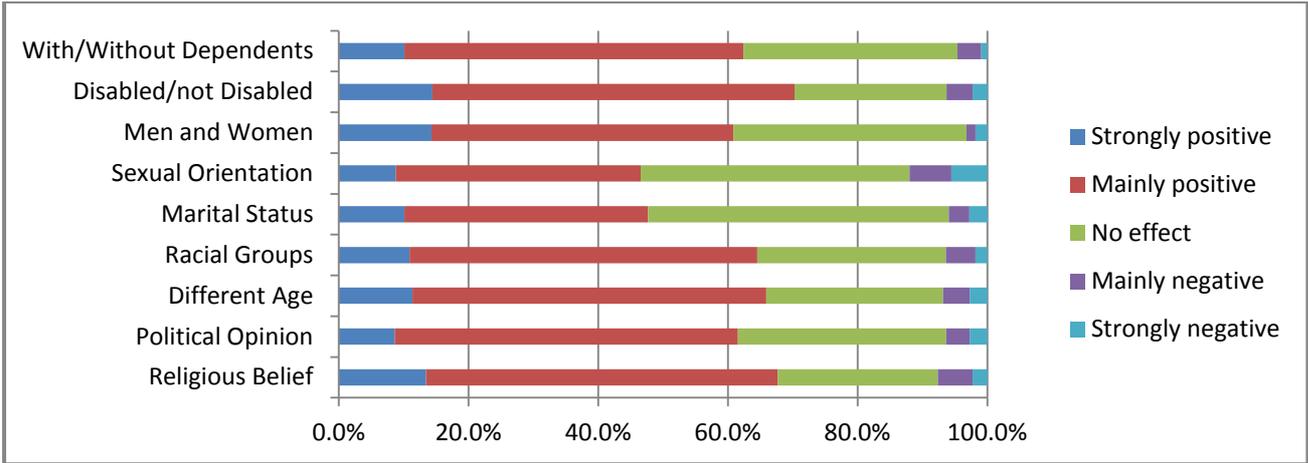
	<ul style="list-style-type: none"> • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • % of population living in (absolute / relative) poverty (BHC) • % of all journeys which are made by walking/cycling/public transport • % engaging with arts/cultural activities in the past year • Total spend by external visitors • % who think leisure centres, parks, libraries and shopping centres in their areas are 'shared and open' to both Protestants and Catholics • The employment rate of 16-64 year olds by deprivation quintile • % of people working part time who would like to work more hours • Employment rate by geographic area (areas to be defined) • % of the population who believe their cultural identity is respected by society • Reoffending rate • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Disability	<p>Data is currently gathered in relation to the differential experiences of people with disabilities and people without in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of care leavers who, aged 19, were in education, training or employment

	<ul style="list-style-type: none"> • % of school leavers achieving at level 2 or above including English and Maths • Gap between % of school leavers and % of FSME school leavers achieving at level 2 or above including English and Maths • The proportion of the workforce in employment qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • % of population living in (absolute / relative) poverty (BHC) • % of all journeys which are made by walking/cycling/public transport • % engaging with arts/cultural activities in the past year • The employment rate of 16-64 year olds by deprivation quintile • % of people working part time who would like to work more hours • Employment rate by geographic area (areas to be defined) • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
Dependants	<p>Data is currently gathered in relation to the differential experiences of people with dependents and people without in respect of:</p> <ul style="list-style-type: none"> • Prevalence rate – percentage of the population who were victims of any NI Crime Survey crime • % of care leavers who, aged 19, were in education, training or employment

	<ul style="list-style-type: none"> • Proportion of local graduates from local institutions in work or further study six months after graduation • Average life satisfaction score of people with disabilities • Percentage of the workforce qualified to level 1 and above, level 2 and above, level 3 and above, and level 4 and above • Seasonally adjusted employment rate (16-64) • Economic inactivity rate excluding students • Percentage of the population living in absolute/relative poverty • Percentage of the population engaging in arts/cultural activities in the past year • Percentage of people working part time who would like to work more hours • Employment rate by council area <p>These differentials will be monitored and analysed in the management of the Programme for Government at the population level, and other potential differentials will be explored through the data development agenda for the Programme for Government.</p>
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Additional information in relation to potential equality impacts was gathered through the consultation exercise on the draft Programme for Government Framework during May-July 2016.

Respondents to the online survey were asked whether they felt the PfG would have either a positive or negative impact on a range of different groups across our society. A large proportion of respondents reported that the Programme for Government may have no effect for groups of a different marital status or sexual orientation. Very few responses expressed the view that any group would be impacted negatively. The chart below illustrates that the majority of respondents felt that all groups (except marital status and sexual orientation) would be positively impacted by the Programme, and that only a small minority of respondents identified a potential negative impact in respect of any Section 75 category.



Section 3: Assessment of the impacts

The strategies, policies, projects and programmes that will be implemented to progress the achievement of Programme for Government outcomes are set out in the Delivery Plans prepared by senior responsible owners of Programme for Government Indicators, and are assessed for equality impact at the appropriate level.

Commitments to particular strategies, policies, programmes, projects and activities set out in the Programme for Government document are restatements of commitments given elsewhere, most particularly of commitments given in Delivery Plans.

The impact of the Programme for Government, in equality terms and more generally, is wholly mediated through Delivery Plans.

Furthermore, a key principle of the outcome-based approach that the Executive has adopted to the development of its Programme for Government is that it is the commitment to the achievement of the outcomes in the Programme for Government Framework that is paramount. Commitments to particular courses of action in support of the achievement of those outcomes, in Delivery Plans or elsewhere, are contingent rather than absolute. That is, in the event that circumstances change, or where new evidence becomes available with the consequence that the committed course of action is no longer the most effective way to achieve the Outcomes, the plan will change – commitments will change – in order to achieve the best outcome in wellbeing terms.

Of course such decisions entail policy choices, and policy choices entail potential equality impacts, and therefore where policy decisions are taken to support more effective achievement of outcomes, the impacts of these decisions will be assessed, at the appropriate, performance, level.

The Programme for Government also provides a mechanism for the measurement, reporting and investigation of differential experiences of people based on their identities at a population level in respect of their experience of the outcomes set out in the PfG Framework.

The indicator set that will be used to measure progress on the achievement of Programme for Government Outcomes has been constructed from official and national statistics, providing a robust, accurate and public assessment of progress.

In addition, this data, when published, is generally disaggregated on the basis of Section 75 identities. There is a commitment in the Programme for Government to invest in increasing the power of the data available, so that further disaggregation can be made, in more detail and in more areas, increasing understanding of the differential experiences and key inequalities affecting people in respect of each of these important measures. All of this data will be publicly available in real time.

What this enables is:

- Assessment by the Executive of the differential experiences and key inequalities experienced by people based on their identity and active management of the set of policies and programmes aimed at delivering Programme for Government Outcomes in support of achieving better equality outcomes at a strategic level not previously possible.
- Effective scrutiny by the Assembly, the media, statutory advisory and scrutiny bodies and the public of the progress being made by the Executive in supporting achievement of targeted outcomes, and on ensuring that the benefits of progress are shared by everyone
- More effective evaluation at a strategic, population level of the work of the Executive to achieve its targeted outcomes, by those working in government, and by those seeking to hold it to account.

Management of the achievement of outcomes and of inequalities at this population level will not rely only on the particular data sets set out in the Programme for Government Framework, nor will it be solely data driven. Population level management of the achievement of Programme for Government Outcomes will take appropriate account of all relevant information and evidence from all available sources, both qualitative and quantitative, to promote greater progress and to address key inequalities..

Section 4: Additional factors

Measures to mitigate adverse impact

It is anticipated that the impact of the Programme for Government on equality and good relations will be positive. In addition, the approach adopted to the construction of the Programme for Government is considered to present significant additional opportunities for the identification, understanding and resolution of adverse equality impacts of policies, in particular through the effective scrutiny and evaluation of strategies, policies, programmes and other interventions set out in support of the achievement of Framework Outcomes in delivery plans and elsewhere.

The Executive's commitment to an outcomes-based approach to the development and implementation of its Programme for Government includes a commitment to performance level, as well as population level accountability.

This means that, in establishing policies and programmes to make progress on the achievement of population level outcomes, and in particular in the development and implementation of Delivery Plans, Government Departments will establish performance level outcomes-based evaluation methodologies that will enable a direct assessment of the impact of policies and programmes directly on their participants, including any differential impact on different individuals and groups based on their identity.

Just as the collection, disaggregation, reporting and analysis of information at the population level will enable management and scrutiny of the work of government at that level to take direct account of outcome level impacts, including equality impacts, the population-level evaluation systems will enable the more effective management and scrutiny of policies and programmes at a performance level based on a thorough understanding of their impacts, including in equality terms.

This has the potential to be transformative in terms of the effectiveness of efforts to identify and to mitigate potential adverse impacts of strategies, policies, programmes and other interventions by bringing evidence of their impact on citizens in outcome terms to bear directly on policy and other decision making processes.

Alternative policies to better promote equality of opportunity

A key principle of the outcome-based approach that the Executive has adopted to the development of its Programme for Government is that it is the commitment to the achievement of the outcomes in the Programme for Government Framework that is paramount. Commitments to particular courses of action in support of the achievement of those outcomes, in Delivery Plans or elsewhere, are contingent rather than absolute. That is, in the event that circumstances change, or where new evidence becomes available with the consequence that the committed course of action is no longer the most effective way to achieve the Outcomes, the plan will change – commitments will change – in order to achieve the best outcome in wellbeing terms, presenting additional opportunities on an ongoing basis to examine alternative policy options in an informed manner, with a view to improving equality of opportunity, alongside more effective achievement of Framework Outcomes.

Section 5: Consultation

The public consultation on this Equality Impact Assessment will close on 27 January 2017.

Responses are invited to the online survey

https://www.surveymonkey.co.uk/r/PfG_EQIA or directly to the Programme for Government team at PgG@executiveoffice-ni.gov.uk or by post to:

Programme for Government Team
Room 5.06
Castle Buildings
Stormont
Belfast BT4 3SR

Further information can be sought from the PfG Team at PgG@executiveoffice-ni.gov.uk or by telephone to (028) 9052 0584.

Section 6: Decision making and publication of EQIA report

Following the conclusion of the consultation exercise, the Executive Office will review this Equality Impact Assessment, update it in light of evidence presented during the consultation, and publish the updated document alongside the Programme for Government on the Executive's website.

Section 7: Monitoring

In adopting an outcomes-based approach to the development of the Programme for Government, the Executive has set itself a series of challenges, aiming to make positive progress on a range of the most important economic and social issues facing our society.

Progress on these issues at a population level cannot be expected to happen quickly. So while we will track progress at a population level, we also need to know whether the action we are taking is making a difference, and is putting us on the track to long-term success.

To do this we will use performance level evaluation focused on the impact of policies and programmes directly on the people they engage. We will measure this by considering three key questions – How much did we do? How well did we do it? and

Is anyone better off?. In this way, we can understand the effect and contribution each of the programmes and projects we deliver are making towards achieving our population level outcomes.

Performance level evaluation systems will be designed alongside the development of policies and programmes to ensure that intended impacts are effectively captured, and that stakeholders can be appropriately involved. Separate equality impact assessments can be anticipated in respect of each of these policies and programmes.

Detail on the evaluation systems to be used in respect of particular policies and programmes will be included in relevant Delivery Plans as their development continues.

Data and other evidence used to track progress at the population and performance levels will be disaggregated, where possible, by Section 75 identity.