

## Report for Resolution

**Report to** Executive  
9 June 2010  
**Report of** Policy and Performance Team  
**Subject** Gender Equality Scheme

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### Purpose

To meet the council's statutory duty to outline its intended actions to promote gender equality from the 30 April 2007.

### Recommendation:

To approve the interim gender equality scheme for 2010- 2011 for publication

### Financial Consequences

The financial consequences of this report are Nil

### Risk Assessment

If a gender equality scheme is not published, and actions not identified and reported on, the public authority would not be adhering to its statutory duty as detailed in the Equality Act (2006). This is enforced by the Equality and Human Rights Commission.

### Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority "Opportunities for all – communities to be able to access the wide range of services in the city provided by the Council" and the corporate plan priority OFA 5 'Aim to reach the achieving level of the Equalities Framework for Local Government by March 2012'

**Executive Member:** Councillor Waters - Corporate Resources and Governance

**Ward:** All Wards

### Contact Officers

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### Background Documents

Appendix A Gender Equality Scheme 2010/11

## **Report**

### **Gender Equality Scheme (interim 2010-11)**

1. The equality and human rights commission required a focus on the following areas:

- Equal pay
- Domestic Abuse
- Gender power gap in public sector leadership positions and politics
- Discrimination and harassment against transsexual and transgender people

2. Attached as an appendix is the draft interim gender equality scheme for 2010/11 which includes statutory reporting. The scheme is intended as an interim measure in order to tie in with the intended single equality scheme capturing all the equality strands in the wake of the Single Equality Act passed in April 2010.

3. The interim scheme for Norwich identifies that there:

- Are significant concerns around the gender pay gap in Norwich compared to the national picture
- Are some concerns around the percentage of women in the top 5 per cent of earners employed by the council
- Is a need to develop systems to monitor contractors undertaking public functions around the duty to promote equality of opportunity and eliminate discrimination
- Is good work on tackling domestic abuse led by the Housing department
- Needs to be some thought on engaging residents in politics and democratic processes

4. This is an interim scheme intended to identify issues and highlight areas of interest in order to inform actions for the single equality scheme action plan later in the year.



**NORWICH**  
City Council

## **INTERIM GENDER EQUALITY SCHEME 2010-2011**



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## 1. 0 Foreword

Thirty years of legislation has supported public sector efforts to contribute to the elimination of gender discrimination, but it still persists locally, nationally and internationally. Women are paid less than men when doing the same or similar jobs; women are disproportionately affected by domestic abuse, and are under represented in politics and positions of power.

### 1.1 Introduction

Norwich City Council is committed to treating people as individuals and valuing the different contributions each of us can make to society. We will seek to take this approach:

- as a community leader
- as a provider of services
- as an employer.

The council's vision for Norwich is achieving excellence for the people of Norwich through a strong and prosperous city, safe and healthy neighbourhoods, and opportunities for all.

At Norwich City Council, we will ensure that we are proactive in the fair treatment of all people living in Norwich, and encourage a culture of inclusiveness both as an employer and as a community leader.

This is an interim gender equality scheme applicable from 2010-2011, which will contribute to this vision, and it will be incorporated into the intended single equality scheme and strategy for 2011-14. The scheme explains how we will meet our gender equality duty, including general and specific duties.

### 1.2 Legal Framework

**1.2.1** There are several acts which are relevant to gender equality. These will all be combined into the Single Equality Act, which will come into full force in April 2011. Current acts are:

Sex Discrimination act 1975

Sex Discrimination (gender reassignment) Regulations 1999

Equality Act 2006

**1.2.2** The general and specific duties are:

When carrying out all their functions, public bodies have due regard to the need:

- **To eliminate unlawful discrimination and harassment on the grounds of sex**
- **To promote equality of opportunity between women and men.**

Functions include policy-making, service provision, employment matters, and statutory discretion, as well as decision-making. 'Due regard' means that authorities should give due weight to the need to promote gender equality in proportion to its relevance.

Specific duties are

- Prepare and publish a **gender equality scheme**, showing how it will meet its general and specific duties and setting out its gender equality objectives.
- In formulating its overall objectives, consider the need to include objectives to address the causes of any **gender pay gap**.
- **Gather and use information** on how the public authority's policies and practices affect gender equality in the workforce and in the delivery of services.
- To **consult** stakeholders (i.e. employees, service users and others, including trade unions) and take account of relevant information in order to determine its gender equality objectives.
- To **assess the impact** of its current and proposed policies and practices on gender equality.
- To **implement** the actions set out in its scheme within three years, unless it is unreasonable or impracticable to do so.
- **To report** against the scheme every year and **review** the scheme at least every three years.

(Taken from the equality and human rights commission Overview of the gender equality duty, February 2007)

### 1.3 How we intend to fulfil the duty

**1.3.1** The sponsorship equalities group chaired by the Deputy CEO drives the equality agenda at Norwich City council by overseeing and monitoring performance across the organisation. There is also a lead member for equalities from the executive committee, who champions equalities in Norwich and is regularly apprised of progress made by the organisation. And there are diversity champions in the organisation who have received training on completing diversity impact assessments (DIAs) and support on understanding and championing equalities in their service areas.

**1.3.2** Gender equality commitments are primarily found in the gender equality scheme, whose action points are monitored by the sponsorship equalities group. Equality objectives from the scheme and DIA action points will feed into strategic priority plans in order for performance to be effectively monitored. All of this will inform the annual corporate plan and the refreshed sustainable community strategy.

### 1.4 Diversity Impact Assessments

**1.4.1** DIAs take a holistic approach to identifying and rectifying the potential for indirect discrimination in policies and functions in our daily work. As such it

is important that each service area carries out their assessments and seeks to achieve equalities objectives identified.

**1.4.2** Norwich City Council has a three year programme of DIAs for existing policies and functions (2009-11) available on the website.

**1.4.3** There is a DIA toolkit for use in conjunction with a consultation toolkit and diversity monitoring guidance, all of which are available via the intranet for service managers and diversity champions to refer to as needed.

## 2. The council as a community leader

### 2.1. Employment

**2.1.1** A consistent area of concern nationally and internationally is one of equality in pay between men and women. Outlined below are statistics collated by our economic development team, who monitor a range of activities regarding the economy in Norwich.

**2.1.2** The Office of National Statistics note that there is no set way of collecting statistics on the extent of the gender pay gap, and that providing several sets of information would be useful. This is worth bearing in mind when considering variations in data. Two general rules of thumb seem to be that the median earning provides the best reflection, and that gross pay is the starting point.

**2.1.3** The difference between male and female median workplace (people who work but don't necessarily live, in Norwich) earnings is greater in Norwich than regionally and nationally.

A male full time worker in Norwich earns <b>20 per cent</b> more than a female full time worker
A male full time worker who is a resident of Norwich earns almost <b>12 per cent</b> more than his female counterpart
A male full time worker nationally earns <b>14 per cent</b> more than a female full time worker

A male part time worker Norwich earns <b>7 per cent</b> more than a female part time worker
A male part time worker who is a resident of Norwich earns <b>14 per cent</b> more than his female counterpart
A female part time worker nationally earns <b>2 per cent</b> more than a male part time worker

Local statistics may be less reliable due to a smaller sample size and therefore more reliance on estimates.

**2.1.4** Given the large difference between male resident and workplace median earnings in Norwich reported above, it is interesting that the difference

between workplace and resident median earnings for a female full-time worker is less than 3 per cent (and for part-time 7 per cent).

**2.1.5** Since 2007, growth in full-time female earnings in Norwich at **19.6 per cent** has been stronger than at the national level (national 9 per cent). Growth in male full time earnings has been weaker (6 per cent, national 8 per cent). The latter statistics may in part be due to the recession which currently impacts on male employees more significantly.

**2.1.6** These figures indicate that there is some way to go towards closing the equal pay gap between men and women in Norwich, particularly around the value of part time work.

### **3 The council as a service provider**

#### **3.1 Politics and participating in the democratic process**

**3.1.1 36 per cent** of councillors in Norwich District are female (2010); this is 5 per cent higher than the last set of national figures from the LGA which was 31 per cent in 2008. This is somewhat higher than in Norfolk, where currently only 19 per cent of councillors are female. A properly representative council would have half of all councillors as female, so although Norwich has higher than average figures, there is still some way to go to recruit and retain female councillors.

**3.1.2** There are other ways in which to get involved in the democratic process, and decision making in general. Norwich city council is committed to improving local participation in decision making, and neighbourhood teams based in the neighbourhoods are available to encourage vulnerable and disadvantaged residents to take part in the democratic and decision-making process.

#### **3.2 Domestic abuse**

**3.2.1** The United Nations states strongly that a persistent barrier to gender equality is gender based violence against women and girls. This is violence which disproportionately affects women, and is regarded as a human rights issue by European convention. It also impacts on the rights of children; therefore child protection is also a key consideration. The definition of violence is not only physical as psychological and emotional abuse is also included.

##### **3.2.2 Local Statistics**

- statistics available show that in the two years between 2007-2009, 5.51 per cent of all recorded crime in Norfolk had a 'believed domestic indicator'
- 43.79 per cent of offenders were believed to have been under the influence of alcohol at the time of the incident.
- At ward level, the highest numbers of Domestic Violent crimes were committed in Heartsease and Thorpe Hamlet, and Mile Cross and Catton.

- Police community support officers will be encouraged to ensure message to minority communities are conveyed to encourage reporting of incidents which is currently very low at less than 3 per cent of reported DV crimes in Norfolk.
- In 2009 (from January to January), 94 people presented themselves to the council as homeless due to domestic violence.

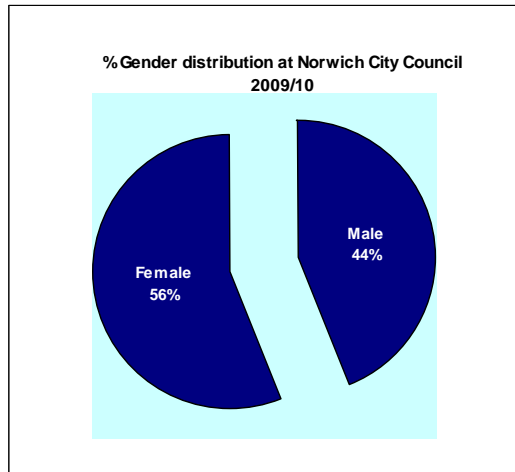
### **3.3 Contracts**

The council recently undertook a major contract procurement process and ensured that equality and diversity was part of the evaluation criteria. The next step is to ensure that equalities are embedded into the monitoring of contracts so that those organisations carrying out public functions promote equality of opportunity and eliminate discrimination.

#### 4. The council as an employer

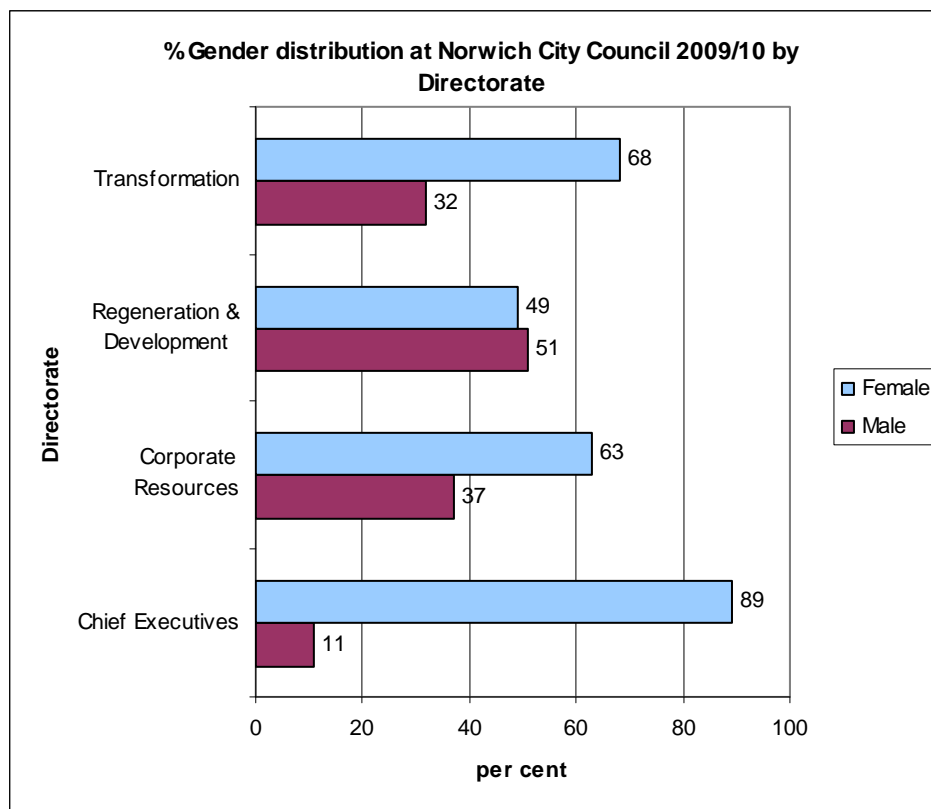
**4.1** The council employed **968** people in 09/10. This figure is a significant decrease from 1001 people employed in 08/09. 56 per cent of employees are female. 54 per cent of new employees in 09/10 were female. It is evident that public sector services are contracting, which impacts on the opportunities to apply wide reaching recruitment strategies.

##### **4.1.1**



**4.2** As is evident below, the gender distribution in the organisation favours women, with only regeneration and development reflecting the population. This is however, in line with the national picture which according to an Office of National Statistics report from 1997 to 2006 indicates that there were nearly twice as many women (**65 per cent** in 2006) as men (35 per cent) working in the public sector. This position is reversed in the private sector.

### 4.2.1



### 4.3 BVPI11a Top 5 per cent earners who are female:

02-03	03-04	04-05	05-06	06-07	07-08	08-09	09-10
24	30.3	35.2	37.55	39.81	35.42	33	29.9

**4.3.1** It is worth noting that the number of employees at the level scrutinised is quite low, so it will be significantly impacted by minor employment shifts. However, this is still a low figure, particularly proportionately when 56 per cent of employees are female. And the Local Government Association workforce strategy identified that in the workforce survey of 2009, an average of 40 per cent of the top five per cent of earners in councils were women.

### 4.4 Equal Pay for Employees

**4.4.1** The median annual salary for full time staff, both male and female, is equal at JE5, point 27. The median annual salary for part time staff is not reflective of the take home salary, as it is impacted by how many hours an employee works. However, it is possible to compare statistics by hourly rate to get a better picture, and comparatively, women who work part time at the council earn only **0.04** per cent more than men who work part time at the council.

This evidence suggests that there is no significant pay gap for employees at Norwich city council and we are confident that the current methodology for awarding pay is fair.

## 4.5 Recruitment, retention and redeployment

Recent national events have had an impact on the recruitment and redeployment of employees, with a significantly lower number of recruitments compared to last year:

### 4.5.1

#### JOINERS

Directorate	2008/2009				2009/2010			
	Fem ale	Ma le	Tot al	Proportio n female	Fem ale	Ma le	Tot al	Proportio n female
Chief Executives	12	1	13	92.31 per cent	0	3	3	0.00 per cent
Corporate Resources	44	20	64	68.75 per cent	2	2	4	50.00 per cent
Regeneration & Development	38	44	82	46.34 per cent	16	11	27	59.26 per cent
Transformation	5	1	6	83.33 per cent	1	0	1	100.00 per cent
<b>Totals</b>	<b>99</b>	<b>66</b>	<b>165</b>	<b>60.00 per cent</b>	<b>19</b>	<b>16</b>	<b>35</b>	<b>54.29 per cent</b>

### 4.5.2

#### LEAVERS

	2008/2009		2009/2010	
	Female	Male	Female	Male
Career break leaver	2	0	0	0
Compulsory retirement 65+	1	3	3	0
Death in service (not on duty)	0	1	0	0
Dismissal stage 3 sickness	0	0	2	0
Early voluntary retirement 50 to 60	0	1	0	0
End of temporary contract	8	4	5	3
Leaver dismissal	1	0	2	1
Leaver external secondment	0	0	1	0
Leaver fixed term contract		0	2	0
Leaver ill health	1	1	0	1
Redundancy 50+	3	2	1	2
Redundancy under 50	0	1	2	0
Unsuccessful probation	1	0	0	0
Voluntary resignation	39	25	28	18
Voluntary retirement 60+	9	1	2	2
<b>TOTALS</b>	<b>65</b>	<b>39</b>	<b>48</b>	<b>27</b>

**4.5.3** Redeployment figures are currently unavailable due to a change in methodology. It will be possible to make comparisons for the progress report for the period 2010/11.

## **5. Transgender**

Norwich city council strives for equality for transgender residents and employees. We are currently reviewing our policies to ensure that any employees going through transition at work are supported in a consistent way across the organisation. In order to get a clear picture of who is in our community, we will be asking about gender in the 2010 anonymous staff survey and we are also awaiting area statistics for the region in order to inform action that is proportionate to need.

## **6. INTERIM GENDER EQUALITY SCHEME ACTION PLAN 2010-11**

**This action plan is set out in the key areas of concern identified by the equality and human rights commission on gender inequality. Specific, measurable, achievable and time conscious actions based on this plan will be negotiated within the council in preparation for the new single equality scheme for 2011.**

### **6.1 Equal pay**

- Continue to fund and refer clients to Weetu
- Continue to fund and refer to Bizz Fizz, which is more intensive, individual one to one business support
- Explore a targeted approach with the financial inclusion project to help women understand their finances and manage their money
- Explore the Local Strategic Partnership role in promoting equality of opportunity in Norwich.

### **6.2 Domestic Abuse**

- Continue to work in partnership with and provide funding to Leeway
- Continue to support partnership work, and champion the specialist Domestic Violence Court
- Housing Options will continue to fund and develop the three way support programme in partnership with Leeway and Norfolk community law service
- Human resources develop and implement a domestic abuse policy to support employees
- Investigate the potential of a multi agency training course for front line staff in recognising signs of domestic abuse and signposting to appropriate services.
- Continue to support the women's centre one stop shop project led by Stonham Housing

### **6.3 Participation in local democracy**

- The new neighbourhood working model will give neighbourhood teams the opportunity to respond to local people in a targeted way appropriate to need.
- Recent activities included a partnership event with a local charity for people with learning disabilities.
- More events and awareness raising is necessary to encourage women engaging in the democratic process.

### **6.4 The council as an employer**

- Ensure that single status outcomes do not disadvantage female employees
- Ensure that equality impact assessments are undertaken at the outset of any organisation or departmental restructure plans to avoid potential disadvantage
- Develop and implement a gender reassignment policy
- Undertake equality impact assessments on all employment policies and procedures to ensure they are gender neutral

- BVPI 11a improvement target of 40 per cent of top 5 per cent earners at Norwich city council as female.
- Ensure robust redeployment figures are available for the 2010/11 reporting period.
- Ensure that contracts are monitored and that contractors also promote equality of opportunity and eliminate discrimination when providing services and as employers.

## **7. Next steps (How we intend to monitor our progress)**

This is an interim scheme, and is intended to highlight areas to target and potential improvements or innovations that can be made as well as give the community a voice.

Recommendations made by the equalities forum will be taken into consideration when developing the action points to be included in the single equality scheme for the new Norwich council.

We recognise that SMART targets have not been set for this action plan. However, the new performance management software, and the development of a single equality scheme both will ensure that specific actions will be committed to by the new organisation for 2011 onwards. Action points will have specified owners and dates by which they are to be achieved.

Once the single equality scheme is agreed the actions will be monitored by the sponsorship equalities group and directors responsible for service areas as part of the performance reporting process.

## **APPENDIX A**

### **Weetu response 30<sup>th</sup> April 2010**

Main issues surrounding women's equality in Norwich is the availability of well paid part time work and child care at managerial and senior levels.

Due to the lack of availability, women take work for which they are over-skilled and underpaid.

Legislation around pay audits in the public sector may contribute to more transparency around pay in the workplace.

### **Gender Equality Scheme consultation with the equalities forum Tuesday 20<sup>th</sup> April 2010**

The equalities forum is a small group of community members interested in supporting the council in achieving its equality objectives. The forum meets bi-monthly and has been established since 2009.

#### **Equal Pay**

Although the council funds projects like Weetu (Women's enterprise, employment and training unit), it was suggested that more needed to be done to raise awareness and confidence of people who might not feel comfortable approaching Weetu, or even know who Weetu are and make the information available on these schemes more available and accessible.

People felt that one area to tackle in order to address the gender pay gap is the retail industry, and the low wages paid by shops. The minimum wage however, was not considered to be the answer (giving an example of poor cohesion being the result of lowering wages to the minimum wage when it was introduced). The group was interested in narrowing the gap between the highest and lowest paid staff in any organisation, as well as the idea of the living wage.

It was believed that the law changing so that secrecy about pay is forbidden was a positive step towards narrowing the pay gap.

How do we support Migrant workers to know their rights if they are at risk of exploitation and being paid below the minimum wage?

#### **Domestic Abuse**

- In the past, booklets were produced outlining where to access support for women and were very useful

#### **Participating in local democracy and decision making**

The tricky question of why community activists don't choose to take part in the political process was considered. Reasons given were:

- Amount of time required to do a good job
- Don't feel a particular political allegiance, but acknowledge that without party support, people would be less likely to get involved in politics.

## Recommendations

- Events to promote democracy should be held outside of election campaigns
- Hope not hate campaign could be a good campaign to link with
- Encourage people to participate through other ways, not just political processes e.g. become a school governor. Or attend the equalities forum, which doesn't have the formal structures of consultation groups like Norfolk's transport strategy consultation which is so set, there is no flexibility to ask questions or have discussions outside of the authorities control.
- Emphasise democracy, not politics.
- Participating in democracy starts with participating in the community
- Tailored, varied and informal day time workshops would help build and develop people's knowledge about how they might get involved in the community or democracy.
- Need to develop information and promote access to it on how to become a councillor.
- It is important for the council to keep supporting events, as there had been previous events which have been shut down over the years due to health and safety concerns (Victoriana Fair and May Fair)
- Supporting groups through highlighting where they can get public liability insurance and promote themselves might be helpful.
- Arrange networking events for community groups