



Government
Equalities Office

Putting equality at the heart of government

**Autumn
Performance
Report 2008**

December 2008



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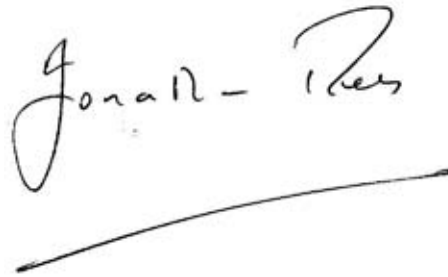
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Introduction

I am pleased to introduce GEO's second performance report as a separate department. Over the last six months, we have continued to make good progress on our key tasks notably the preparation of a major new Equality Bill, delivering an ambitious and far-reaching PSA, and working across Government to champion the Ministers for Women priorities. We have also sought to strengthen the evidence base underpinning our work, and to engage widely and openly with our stakeholders. This report also covers our final assessment of the gender equality PSA, which was largely the work of GEO predecessor's departments. The picture on this is mixed, and we are determined to learn from it: both its successes and areas for improvement.

I should also note the good progress made in establishing GEO as a Department with more financial certainty, agreed terms and conditions and new governance arrangements in place including the first meetings of our new Board including 3 Non Executive Directors.

Finally I should like to pay tribute to the expertise and dedication of all the staff in GEO.

A handwritten signature in black ink that reads "Jonathan Rees". The signature is written in a cursive style and is positioned above a long, thin horizontal line that serves as a signature separator.

Jonathan Rees
Director-General and Accounting Officer
Government Equalities Office

Narrative Report

This Autumn Performance Report provides an update on the progress the Government Equalities Office has made towards achieving its Departmental Strategic Objective (DSO) and Public Service Agreements (PSAs).

In the past few months GEO has published:

- Its first Annual Report and Resource Accounts 2007-08, which has been scrutinised by the Communities and Local Government Select Committee;
- The Government response to consultation on the Equality Bill;
- A report on the Government's progress on delivering the 3 Ministers for Women Priorities; and
- A summary of delivery plans for the Equality Public Service Agreement (PSA15).

The Queen's Speech on 3 December 2008 also confirmed the Equality Bill as a major part the Government's legislative programme for the 2008-09 Parliamentary session. We have published a factsheet setting out key details and next steps, including ongoing work with stakeholders and some further consultation.

New Ministers, Maria Eagle MP (Parliamentary Under Secretary of State at the GEO and at the Ministry of Justice, who is sponsor Minister for the Equality and Human Rights Commission (EHRC), and GEO's better regulation champion) and Vera Baird QC MP (Solicitor-General, leading on the Equality Bill) have joined the GEO team

headed by Rt Hon Harriet Harman QC MP (Lord Privy Seal and Minister for Women and Equality).

GEO and its Ministers have also:

- Launched the National Equality Panel, led by Professor John Hills, to provide the Government with an authoritative analysis of inequality in Britain by the end of 2009;
- Continued to prepare the Equality Bill, leading on negotiations for a new EU Directive and engaging widely with stakeholders through a new monthly Senior Stakeholder group, holding 4 regional events, and dozens of speaking engagements;
- Worked with other Government departments on equality issues, for instance with the Home Office on its new strategy on Violence against Women and new proposals on prostitution;
- Announced with Cabinet Office a new approach to improving diversity of public appointments; the remit of the Commissioner for Public Appointments has been widened to cover diversity, and new targets will be published shortly;
- Reconvened the Women and Work Commission under Baroness Margaret Prosser to review the recommendations they made;
- Continued to support the work of the Black and Asian Minority Ethnic (BAME) Women Councillors Taskforce led by Baroness Pola Uddin, holding 4 outreach events across Great Britain with 13 more planned;

- Strengthened the Women's National Commission, appointing 10 new members and a new director;
- Provided additional funding of £700,000 to Rape Crisis Centres.

Harriet Harman has also led Government support for a Speaker's Conference, which will consider and make recommendations on how to improve representation of women, disabled people, and people from an ethnic minority in the House of Commons, so that it better reflects society. The Government expects the Conference to consider other issues such as Sexual Orientation as part of their discussions. It will operate like a Select Committee and consist of 17 MPs from across the political parties.

GEO has also:

- Completed final performance reporting for the 2004 Gender Equality PSA (Annex 2);
- Adopted its own staff Terms and Conditions, based on those of Communities and Local Government (CLG), with support from staff and trade unions;
- Made progress on GEO's Single Equality Scheme which we expect to publish shortly;
- Revised our Better Regulation Simplification Plan;
- Continued to strive for value for money through shared services, securing accommodation and IT facilities in CLG's Eland House building until 2012, human resources support from CLG and DWP, accounting support from DWP, private office support from the Ministry of Justice for Maria Eagle, and Parliamentary branch support from Cabinet Office;
- Secured an exchange of programme budget for administration with DWP, ensuring GEO has the right kind of money to fulfil its remit in 2008-09; and for the following 2 years;
- Sponsored and supported the Equality and Human Rights Commission as it moves into its second year of operation, with greater emphasis on delivery of its work programmes and projects across all equality strands, and on achieving value for money and accountability in its business; and
- improved our web presence at www.equalities.gov.uk where further information on all of the Department's work on policy and strategy can be found.

Departmental Strategic Objective

The GEO is responsible for the Government's overall strategy and priorities on equality issues. Its work includes leading the development of a more integrated approach on equality across Government to increase opportunities for all and integrating work on disability, age, race and religion or belief into an overall framework.

The GEO's Departmental Strategic Objective (DSO), published in March 2008, is as follows.

To address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief by:

- **Ensuring progress against the Ministers for Women priorities;**
- **Developing and supporting delivery of the Government's equality strategy;**
- **Narrowing the gender pay gap;**
- **Increasing disabled people's choice and control;**
- **Addressing inequalities in civic participation;**
- **Tackling discrimination in employment; and**
- **Understanding and addressing unfair treatment.**

Successfully delivering against the equalities agenda spans right across Government and includes key areas such as education, health, employment, criminal justice and social services – which is why equality is also part of a number of other Departments' DSOs.

The work of the GEO is focused on this strategic objective, through:

- the Equality PSA;
- work on the Equality Bill package;
- the Ministers for Women priorities (progress report published in July); and on
- improving the evidence on equalities, so that policy making can be properly targeted.

In each of these areas we have already seen significant progress.

To deliver its wider objectives GEO works at a strategic level with other central Government Departments, the devolved administrations and local government, key stakeholders (e.g. through the Equality and Diversity Forum), and not least with the EHRC.

GEO is resourcing and has oversight of two major strategic projects which underpin delivery of our DSO:

- with EHRC on a new measurement framework for inequality;
- the National Equality Panel led by Professor John Hills of the London School of Economics, bringing together leading academics to provide Government with strategic analysis of inequality by the end of 2009 (GEO programme funding of £200k in both 2008-09 and 2009-10).

We also operate at a strategic level through:

- two new management Boards established to co-ordinate work on equalities across Government and drive delivery of the Equality PSA;

- work on the Equality Bill including a senior stakeholder group;
- with CLG on race and faith equality, cohesion and civic participation;
- with the Office for Disability Issues on disability equality and the wider Department for Work and Pensions on age equality; and
- with BERR on better regulation and equality in the workplace including flexible working;
- with Cabinet Office, in particular, on diversity in public appointments and the civil service.

The GEO Board including three non-executive Directors also monitors progress on the DSO, for example through business planning, programme management, and a research board.

Equality PSA

The Government's performance framework for the three years to 2011 includes, for the first time, a PSA (15) which seeks to address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief. The priorities identified within this PSA are:

- Narrowing the gender pay gap;
- Increasing disabled people's choice and control;
- Addressing inequalities in civic participation;
- Tackling discrimination in employment; and
- Understanding and addressing unfair treatment.

Responsibility for delivery is shared across Government. The Office for Disability Issues in the Department for Work and Pensions leads on delivery of the commitment to increase disabled people's choice and control, co-ordinating action across several Departments. The Department for Communities and Local Government similarly leads and co-ordinates work across Government on the commitment to address inequalities in civic participation.

The GEO leads on the remaining three commitments and on overall programme management of the PSA, including monitoring progress on statistical indicators and reporting on delivery. A summary of the delivery plans in place for PSA 15 were published on the GEO website in September 2008.

It is still early to assess performance against this PSA. Baselines for indicators 2-4 will not be established until early 2009, and data relating to the gender pay gap is only available on an annual basis. More information about these indicators can be found at Annex 1. We will report more

fully in our next Departmental report, which will be published in Summer 2009.

A full estimate of the costs related to PSA has not yet been made. The GEO's expenditure primarily relates to staff costs, along with some expenditure relating to research projects on understanding fair treatment and discrimination at work, and for the BAME Women Councillors Taskforce and the Women Take Part project. We will be undertaking more work to assess the full costs related to this programme of work in the coming months.

Table 1 – GEO resources 2008-9 committed to PSA 15

Programme office staff costs	£160,500
Staff costs (gender pay gap)	£340,100
Programme costs (gender pay gap)	£355,000
Staff costs (civic participation)	£135,250
Programme costs (civic participation)	£231,000
Research (discrimination and fair treatment)	£105,000
TOTAL	£1,316,850

Looking Ahead

We face a challenging work programme over the next few months. We will continue to use our website to update stakeholders on both on GEO's performance and on policy developments. Our next performance report will be published in mid 2009.

Annex I

Public Service Agreement 15 (Spending Review 2007): Equality

Definition: To address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief.

Progress: Not yet assessed. It is still too early to assess performance against this PSA. Baselines for indicators 2-4 will not be established until early 2009, and new data relating to the gender pay gap will not be available until November 2009.

Quality of data systems: The data systems underpinning this PSA are currently being audited by the National Audit Office. There are some data limitations to data available via the Citizenship Survey, particularly in respect of sexual orientation where the sample sizes are too small to support effective disaggregation.

Indicator	1: Narrow the gender pay gap
Lead Department	GEO
Assessment	Not yet assessed
Notes	Source: Annual Survey of Hourly Earnings. The target is a reduction of at least 0.8 percentage points from a baseline of 12.8% in 2008.

Indicator	2: Tackle barriers that limit people's choice and control
Lead Department	DWP
Assessment	Not yet assessed
Notes	Source: ONS Omnibus Survey, with 8 months aggregated yearly to provide robust statistics. Significant changes are estimated to be in the range of 2 to 3%. Official baseline figures will be available in January 2009. Government is considering the outcome of a peer review of this indicator by a leading academic which may lead to a change in the way performance is measured.

Indicator	3: Address inequalities in civic participation
Lead Department	CLG
Assessment	Not yet assessed
Notes	Source: Citizenship Survey. The baseline year is 2007-08, for which data was released in June 2008. We will set the baseline once we have completed work to develop a robust methodology for measuring the indicator. An initial assessment of progress will be made in April 2009.

Indicator	4: Tackle discrimination in employment
Lead Department	GEO
Assessment	Not yet assessed
Notes	Source: Citizenship Survey. The baseline year is 2008-09, with first data having become available in October 2008. We will set the baseline once we have sufficient data to be robust.

Indicator	5: Understand and address unfair treatment
Lead Department	GEO
Assessment	Not yet assessed
Notes	Source: Citizenship Survey. The baseline year was set as +0.2% in 2007-08; however, the finding that there are no significant gaps between groups in perceptions of unfair treatment conflicts with other evidence on this issue. The GEO are now taking forward a research project to examine the theoretical concepts, data and thinking associated with perceptions of unfair treatment, and to develop a better approach to measurement.

Annex 2

Gender Equality Public Service Agreement (Spending Review 2004)

At the outset in 2004-05, the former Department of Trade and Industry (DTI) led on delivery of this PSA. CLG then took over responsibility in May 2006 following machinery of Government changes. The GEO inherited responsibility for the last nine months of the reporting period, initially as part of the Department for Work and Pensions and, since October 2007, as a Department in its own right. The GEO therefore only had a limited time in which to progress this PSA.

Overall this PSA was not met despite some significant achievements. In particular, there was an increase in employee awareness of the right to request flexible working, a significant increase in employers providing flexible working, and in childcare facilities. Alongside this, the Government has worked to achieve a substantial increase in the availability of quality childcare.

The PSA would have been met had there been sufficient improvement on indicators 1-4. In practice, targets were met on 1½ of the 4 indicators. Of the other 2½, there were improvements in nearly all areas.

In addition, the PSA undoubtedly brought an improved focus on gender equality to the work of all Government Departments preparing the way for the Gender Equality Duty which came into force in April 2007.

GEO's monitoring does, however, reveal slippage against some important indicators. For example, sub-targets addressing occupational segregation of

women in the labour market were not met, similarly representation at senior levels in public appointments and in the civil service, although better, did not improve by as much as we would have liked.

Although the PSA period is now at an end, action continues to address areas highlighted by this PSA. Indeed, establishing the GEO as a separate Department in 2007 was a key response to the Government's desire for greater progress on many of these equality issues. We are also committed to learning both from the successes and areas for improvement arising from this PSA.

Harriet Harman and other Ministers are driving progress in key areas where this PSA was not met. For example:

- Narrowing the Gender Pay Gap is a key target in the current Equality PSA for the period to 2011 (see Annex 1);
- The Equality Bill, which will consolidate the Equal Pay Act into a single body of discrimination law, includes measures on promoting transparency. As part of the package of measures announced alongside the Bill, the Government committed to working with the TUC and the CBI to gather evidence on the effectiveness of equal pay audits;
- The Government is also taking steps to encourage transparency of pay – for example by banning gagging clauses preventing employees discussing their own pay;

- GEO has contributed £100k to the Government-funded campaign to increase employee awareness of flexible working rights, in the run-up to the extension in 2009 of the right to request flexible working to parents of older children;
- New plans to increase the numbers of women, disabled people and people from ethnic minorities in public appointments were announced by Harriet Harman and Ed Miliband on 14 July 2008;
- Harriet Harman has also been instrumental in supporting establishment of a Speaker's Conference on achieving a more representative House of Commons;
- Harriet Harman has reconvened the Women and Work Commission led by EHRC's deputy chair Baroness Prosser, whose remit includes looking at occupational segregation;
- GEO has funded (£11k) research by Women Like Us, a leading practitioner for women returning to the labour market, flexible working and self-employment.

The Cabinet Office have also launched a new Civil Service-wide Diversity strategy which incorporates the gender balance of the Senior Civil Service (SCS) as part of a mainstreamed approach to further improving equality and diversity. Permanent Secretaries in each Department take personal responsibility for delivering diversity, accountable to the Cabinet Secretary, with the Permanent Secretary at Defence acting as champion. GEO's Director-General contributes to this work through regular briefing of Permanent Secretaries and as a member of the new cross Civil Service Delivery Board.

In GEO, the majority of the Senior Civil Servants are women, as are 80% of staff in SCS feeder grades. The majority of GEO's non-executive directors and public appointments are women. The EHRC director-general and over 60% of the commissioners are women. This gives a strong lead for other larger Departments to follow.

All of these initiatives carry forward work from the Gender PSA.

The next section sets out our final assessment of progress in delivering this PSA with an entry for each of the statistical indicators used for this PSA.

Public Service Agreement 9 (Spending Review 2004): Gender Equality

Definition: By 2008, working with other departments, to bring about measurable improvements in gender equality across a range of indicators, as part of the Government's objectives on equality and social inclusion.

Progress: Not met. The overall PSA target would have been met if there had been sufficient progress on indicators 1 to 4. In practice, targets were met on the 1½ of the 4 indicators. Of the other 2½ there were improvements in nearly all areas, but not by sufficient to meet the stretching targets. For this reason, our assessment is this has not been sufficient for the PSA to be met in its entirety. The table below gives the position for each indicator as at December 2008.

Quality of data systems: Poor. Final data for some sub-targets is still to be published and some is unlikely to be available until 2009.

Indicator	1 (i) A statistically significant increase in employee awareness of the right to request flexible working arrangements
Assessment	Not met, but improved
Notes	The target was 60% from a baseline of 52% in 2003. The latest figures available (<i>The Third Work-Life Balance Employee Survey</i> , published March 2007) show that employee awareness of the right to request flexible working arrangements was 56% and, on this evidence, the target has not been met. However, the positive trend over the spending review period together with the increasing profile of flexible working suggests that there will have been a further improvement in awareness over the spending review period.
Indicator	1 (ii) A statistically significant increase in the percentage of employers who provide two or more flexible working time arrangements to their employees
Assessment	Met
Notes	The target was 40% from a baseline of 36% in 2003. The latest figures available (<i>The Third Work-Life Balance Employer Survey</i> , published November 2007) show that 42% of employers provide two or more flexible working time arrangements to their employees and the target has therefore been met.
Indicator	2 Increase from 8% to 16% the number of employers who provide childcare facilities or who provide other arrangements
Assessment	Met
Notes	The target was 16% from a baseline of 8% in 2003. The latest figures available (<i>The Third Work-Life Balance Employer Survey</i> , published November 2007) show that 18% of employers provide childcare facilities or arrangements and the target has therefore been met.
Indicator	3 An increase to 45% in the number of large organisations that have undertaken Equal Pay Reviews
Assessment	Not met, but improved
Notes	The target was 45% from a baseline of 18% in 2002. Recent research by the Equality and Human Rights Commission (<i>Equal Pay Reviews survey 2008</i> , published November 2008) suggests 32% of organisations with 500 employees or more have undertaken an equal pay review and this target has not therefore been met.
Indicator	4 (i) Ensure that women make up 40% of the representation of Science, Engineering and Technology (SET) related boards and councils
Assessment	Not met, but improved.
Notes	The target was 40% from a baseline of 23% in 2002. The latest information from the UK Resource Centre for Women in Science, Engineering and Technology reveals that, as at March 2007, women make up 26% of the representation of SET related boards and councils.

Indicator	4 (ii) A statistically significant increase in the proportion of newly self-employed people who are female.
Assessment	Not met, but improved
Notes	The target was a statistically significant increase from a baseline of 32.4% in 2004. Data drawn from the ONS <i>Labour Force Survey</i> shows this increased to 33.1% in 2008; however, this increase is not statistically significant and the target has therefore not been met.
Indicator	4 (iii) Reverse the serious under-representation of women in Information Technology Electronics and Communication (ITEC) jobs and bring their share up to the level of our competitors.
Assessment	Not met
Notes	The target was a statistically significant increase from a baseline of 23% in 2002. The latest figures available (obtained from the ONS <i>Labour Force Survey</i> by e-skills UK) show the proportion of women in ITEC jobs fell to 19% in 2006 and the target has not therefore been met. Performance against this sub-target has been measured against domestic figures only because direct comparisons with international data proved inconclusive.
Indicator	5 (i) To achieve a statistically significant increase in boys and girls where under-represented (Level 2 and 3 NVQs in childcare)
Assessment	Not known
Indicator	5 (ii) To achieve a statistically significant increase in boys and girls where under-represented (Level 2 and 3 NVQs in healthcare)
Assessment	Not known
Indicator	5(iii) To achieve a statistically significant increase in boys and girls where under-represented (Level 2 and 3 NVQs in construction).
Assessment	Not known
Notes	Due to changes in the classifications for vocational qualifications, it is not possible to assess how gender representation has altered over the spending review period.
Indicator	6 A clear majority of departments should have over 40% of women in public appointments for which they are responsible.
Assessment	Not met, but improved
Notes	The target was for a clear majority of Departments to have over 40% of women in public appointments for which they are responsible. The baseline was set in 2002 when six Departments had over 40% of women in public appointments. Latest published information (<i>Public Bodies 2007</i> , March 2008) reveals that, as at March 2007, only one Department (Home Office) had over 40% of women in public appointments, despite a small increase overall in the proportion of public appointments that are held by women. The target has therefore not been met.

Indicator	7 (i) 37% of all Senior Civil Service posts should be filled by women.
Assessment	Not met, but improved.
Notes	The target was 37% from a baseline of 26.4% in 2003. As at April 2008, 32.6% of Senior Civil Service posts were filled by women, and the target has therefore not been met.
Indicator	7 (ii) 30% of SCS top management posts (Director/Pay Band 2 and above) should be filled by women.
Assessment	Not met, but improved.
Notes	The target was 30% from a baseline of 22.9% in 2003. As at April 2008, 25.5% of top management posts were filled by women, and the target has therefore not been met.
Indicator	8 (i) Reducing the proportion of children in households where no one is working by increasing the number of registered childcare places.
Assessment	Met
Notes	The target was to increase the stock of childcare by 10% to 1.21 million registered places. At March 2008, the stock of registered childcare stood at over 1.29 million places, and the target has therefore been met.
Indicator	8 (ii) Reducing the proportion of children in households where no one is working by increasing take-up of formal childcare by lower income families.
Assessment	Slippage
Notes	The target was to increase the number of children in lower income working families using formal childcare by 120,000. Final performance will be assessed using 2008 results from the annual Parent Childcare Survey which will not be available until Summer 2009; however, early indications from the 2007 Parent Childcare Survey showed that we are unlikely to reach the target of 120,000.
Indicator	8 (iii) Reducing the proportion of children in households where no one is working by introducing a successful childcare approval scheme.
Assessment	Met
Notes	The introduction of the Childcare Approval Scheme will be judged as successful if i) milestones were met; ii) it had the ability to provide six week turnaround 80% of the time; iii) the fee is not higher than £125 and iv) 15,000 approvals were achieved in the year ending March 2008. All these requirements have been met or exceeded, and this target has therefore been met.

Indicator 9 By 2008, to increase percentage of reported domestic violence incidents where an arrest is made related to the incident.

Assessment Met

Notes The target was an increase from a baseline of 58% in 2003/04. A change in the law providing the police with the power of arrest for all offences has meant that direct comparisons against the baseline are not possible, but increasing numbers of arrests demonstrate significant progress and our assessment is that this target has therefore been met.

Indicator 10 Increase the coverage of second tier pensions for women

Assessment Met

Notes The target was an increase from a baseline of 53.5% in 2001/02. The latest available figures from the Department for Work and Pensions Lifetime Labour Market Database show the proportion of women with second tier pensions was 69.6% in 2005/6, and this target has therefore been met.

Indicator 11 Deliver improvements to the accessibility, punctuality and reliability of local public transport (bus and light rail) with an increase in use by men and women of more than 12% by 2010 compared with 2000 levels, with growth in every region

Assessment On course

Notes This assessment is based on the following information from the Department for Transport:

- By 2007/08 bus and light rail patronage had increased by nearly 19% from 2000 levels in England.
- Achieving growth in all regions by the end of the target period remains challenging given the background trends in bus usage in some regions.
- On reliability, 99% of bus service kilometres were operated in 2007/08, up from 98.2% in 2000/01.
- A survey on bus punctuality in 2007 showed that 75% of buses in Great Britain outside London were found to operate punctually, compared with 72% in 2005 (there is no published data before 2005). In London, the figure was around 78% compared with 79% in 2005.
- 62% of buses were low floor wheelchair accessible, up from 22% in 2000/01.

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