

Towards Equal Life Chances

The Mayor's Annual Equalities Report 2008/09

March 2010

Foreword by Richard Barnes, the Deputy Mayor

I welcome the publication of this report, which sets out the arrangements in place in 2008/09 to ensure the GLA was fulfilling its legal duty to have due regard to the principle of equality of opportunity for all people.

The report covers an unprecedented period for the Authority. 2008/09 was a highly unusual year, as May 2008 saw a change of political administration in the Mayoralty for the first time since the GLA was set up. This led to a new set of objectives and a fresh approach to the delivery of the equality of opportunity duty and I was very pleased to take responsibility for equal life chances on behalf of the new Mayor. During November 2008, the Mayor launched the draft equality framework *Equal Life Chances for All*. The new draft framework presented the Mayor's vision for London in the context of three key challenges: a changing, growing population, an increasingly competitive world economy and climate change. It set out a fresh approach to equalities with the aim of improving the life for everyone who lives, works and studies in London, seeking to bring Londoners together, rather than dividing them.

During 2008/09, the Mayor was also developing a range of new initiatives, most notably a programme of action for equipping young people for the future and preventing violence, launched in *Time for Action* in November 2008; development of, and consultation on, a new violence against women strategy (published as *The Way Forward* in March 2010); and an *Economic Recovery Action Plan*, launched in December 2008, to help London through the downturn. At the same time, the statutory strategies were being reviewed and updated, including the London Plan, the spatial development strategy, and in July 2008 the Mayor published *Planning for a better London*, setting out his approach to planning issues, and explaining the key areas he wanted to address.

I look forward to producing a report for 2009/10 which will be able to comment more comprehensively on how we have ensured there is equality of opportunity in all these new activities and refreshed strategies, set in the framework of *Equal Life Chances for All*.

1. Introduction

This report sets out the GLA's arrangements in the financial year 2008/09 in pursuance of the duty to have due regard to the principle that there should be equality of opportunity for all people. This report covers a period when there was a change of political administration in the Mayoralty, for the first time since the GLA was set up in 2000, which led to a review of all activities and the development of a new equalities framework. The year also saw the start of a programme to review and reorganise the staff functions supporting the Mayor's new priorities, known as *Organising for Delivery*, which was completed in 2009/10.

There were also London Assembly elections in May 2008. The Assembly holds the Mayor to account by directly questioning him and his advisors about his activities, strategies and decisions. It examines the Mayor's spending and investigates issues on behalf of London and Londoners in order to help achieve improvements for the city.

Since a new equalities framework was being developed, with a new set of objectives and indicators, the effectiveness of the past arrangements has not been measured in this report. It does give some examples of work concerned with equalities issues in the financial year. In the next report, on the 2009/10 financial year, it will be possible to give a more comprehensive account of the new arrangements and their effectiveness.

The GLA Act

The GLA Act sets out the statutory powers and duties of the Mayor and the GLA. The Mayor's responsibilities are wide-ranging, embracing the police, transport, fire and emergency planning, regeneration, sustainability, planning, environmental issues, cultural affairs, health concerns and equality issues, as well as the general promotion of London. Statutorily, all policies must contribute to the health of Londoners, promote equality of opportunity and be sustainable. While the GLA does not provide services directly to the public in these areas, it works closely with the four members of the GLA group (often known as functional bodies) – Transport for London, London Development Agency, London Fire and Emergency Planning Authority and the Metropolitan Police Authority – and other public bodies in London, which have responsibility for front line services.

Requirements of the Greater London Authority Act

Section 33(1) of the GLA Act (1999 and 2007) requires the Authority to make appropriate arrangements with a view to securing that –

- (a) in the exercise of the power conferred on the Authority under section 30 (of the Act),
 - (b) in the formulation of the policies and proposals to be included in any of the strategies mentioned in section 41(1) (and additional strategies in the 2007 GLA Act), and
 - (c) in the implementation of any of those strategies,
- there is due regard to the principle that there should be equality of opportunity for all people.

The power referred to in (a) is to do anything which the Authority considers will further any one or more of its principal purposes, which are set out in section 30(2):

- (a) promoting economic development and wealth creation in Greater London;
- (b) promoting social development in Greater London;
- (c) promoting the improvement of the environment in Greater London

Section 33(2) provides that after each financial year the Authority shall publish a report containing:

- (a) a statement of the arrangements made in pursuance of subsection 33(1) which had effect during that financial year; and
- (b) an assessment of how effective those arrangements were in promoting equality of opportunity.

2. Overview and direction

The Mayor sets the overall direction for work on policies through his priorities. One of the key roles of the GLA is to ensure that, working through the GLA Group and other agencies, the Mayor's vision and priorities for London are delivered as effectively and efficiently as possible, and that the best use is made of the available resources.

The Corporate Plan 2008-11, published under the previous Mayoralty in April 2008, set out how work on the Mayor's priorities would be delivered and the budget and other resources devoted to them. With the change of administration, it was necessary to decide which activities should continue, which would cease and how to deliver new initiatives. During 2008/09, the GLA was preparing its new Strategic Plan, which included the performance management framework for 2009/10 and beyond.

There is a clear decision making framework and a scheme of delegation to officers both to specific officers and/or to the functional bodies (where provided for by the Greater London Authority Act 1999, as amended).

3. Mayor's strategies and policies

3.1 The GLA Act (1999 and 2007) stipulates the statutory strategies the Mayor must produce:

- Spatial Development (The London Plan)
- Economic Development Strategy
- Municipal Waste Management
- Air Quality
- Biodiversity
- Culture
- Transport
- Ambient Noise
- Housing Strategy
- Health Inequalities Strategy

In addition, the Mayor produces non-statutory strategies and policies in line with his

priorities. Each strategy details the aims, objectives and framework within which the Mayor and the GLA will deliver improvement to benefit the lives of Londoners.

3.2 Examples of strategy and policy development in 2008/09

Spatial development - The London Plan

During 2008, the Mayor planned a review of the London Plan and published *Planning for a better London*¹ presenting a more consensual and inclusive approach to planning and detailing the priorities for planning. The report acknowledges the diversity of London 's population and stresses the need for planning that provides the facilities that are required to benefit all Londoners including disadvantaged communities.

Culture and sport

Cultural Metropolis, published in November 2008, proposed ways of addressing the barriers that some Londoners experience in participating or working in the rich and varied culture of the capital.² *Street Athletics* was one of a number of programmes addressing the issue of participation in sport in 2008.

Housing

The Draft Housing Strategy was being developed during 2008/09 with the overall aims of raising aspirations and promoting opportunity. The Mayor's Housing Equalities Standing Group³ advises the Mayor on the equalities implications and aspects of the London Housing Strategy. The Mayor's Housing Forum is another part of the consultation and engagement that advises the Mayor in developing the London Housing Strategy and a sub group of this is the Community Engagement Sub-Group.

Health Inequalities Strategy

During 2008/09, work was carried out on revising the previous draft Health Inequalities Strategy and an integrated impact assessment was commissioned.

Preventing youth crime and violence

Action on youth crime is one of the Mayor's key priorities and the report *Time for Action*, setting out the Mayor's vision for a programme of action for equipping young people for the future and preventing violence, was launched in November 2008.

Violence against women

Consultation on, and development of, the new violence against women strategy began in November 2008, resulting in a draft strategy *The Way Forward* in April 2009 and a final version in March 2010.

Child poverty

In 2008, the Mayor and London Councils agreed to continue to support the London Child Poverty Commission up to 2010 in order to monitor progress on its recommendations, published in *Capital Gains* in February 2008, and work with delivery agencies on action to reduce child poverty in the capital.

Living Wage

The Mayor updated the London Living Wage in 2008 and continued its roll-out in GLA group contracts and promotion with other partners.

Economic Recovery Action Plan

In December 2008, the Mayor published his action plan setting out actions to help businesses and Londoners through the downturn, and to invest in London's infrastructure and skills base to support long-term growth.

4. Arrangements in place

The following sections set out the arrangements in place at the GLA in 2008/09 in pursuance of the duty to have due regard to the principle that there should be equality of opportunity for all people.

4.1 Equalities Impact Assessments

Equalities impact assessments (EqIAs) form an important part of the development process of the GLA strategies. EqIAs are conducted to ascertain the impact of strategies, policies and major projects on people from the equality target groups to ensure positive outcomes for all Londoners. Teams across the GLA work together to ensure that all aspects of the impacts on equality are considered in the development of policy, projects and strategies.

The EqIAs that the GLA completes or commissions are available online on the EqIA microsite, which also presents detailed information on the EqIA process.⁴ In 2008/09, two EQIAs were published: the EQIA for the draft Equal Life Chances for All framework in November 2008 and the EQIA for the Mayor's Economic Recovery Action Plan in December 2008.

4.2 Integrated Impact Assessments

In 2008/09, the GLA continued to develop an integrated approach to impact assessment as part of its strategy development process. The approach involves undertaking a single overall assessment or Integrated Impact Assessment (IIA) instead of carrying out separate assessments covering each of the areas of impact: sustainability, health, equalities, climate change, community safety, environment.

4.3 Engagement, consultation and participation

The GLA conducts an extensive programme of consultation that enables London's communities and stakeholders to contribute to policy and strategy development and to provide further evidence of the equalities issues to be addressed. All Mayoral strategies are published as draft versions on which public consultation is sought and invited. Care is taken to ensure that policy development and consultation is undertaken in as inclusive a manner as possible.

The Mayor, Mayoral Advisors and GLA staff meet regularly with organisations and groups of people representing particular aspects of equalities. The Statutory Deputy Mayor, Richard Barnes, has a remit on equality issues and has regular meetings with a wide range of equality-related groups.

The Annual London Survey is a major opinion survey of Londoners, commissioned by the Mayor and the Greater London Authority.⁵ The sample is representative in terms of gender, age and ethnicity and results can be broken down to show any differences in the opinions of these groups. The Survey informs policy making and strategic priorities by collating evidence on the attitudes and opinions of Londoners on a wide range of issues, including the work of the GLA and the Mayor, policing, the environment and transport.

November 2008 saw the start of an extensive three-month consultation process for the draft of the new equalities framework, *Equal Life Chances for All*. The consultation involved roundtable discussions, web-based feedback, focus groups and meetings with stakeholders.

4.4 Information

The GLA makes arrangements to ensure that information is collected on London and its communities and that this information is made readily available to all those who want or need it. All individuals and communities in London have the right to access and understand accurate and timely information in a manner appropriate to their needs in order to be included in, and to benefit on an equal basis from, all the opportunities and services offered in their local communities. The provision of appropriate communication support to users of public services is an issue of equality of opportunity.

The Accessible Communications Policy sets out the requirements for GLA publications. Information offering other formats and languages appear prominently in the document. Publications are available on request in other languages and in Braille and large print, on audio tape, via interpreters and as pdf and rtf files on disc and for the website.

The Data Management and Analysis Team researches and publishes reports on a wide range of 'official' statistics, including Census data, which includes information on ethnicity, gender, age, disability and faith, where available. These are available on the internet. During 2008/09, these included:

- Ethnic Group Population Projections
- A Profile of Londoners by Country of Birth
- London Borough Migration 2001-06
- 2001 Census Profiles: Black Caribbeans in London
- Lone Parents on Income Support by Ethnic Group
- Indices of Deprivation 2007: A London perspective
- London Ward Level Summary Measures for the Indices of Deprivation 2007
- 2001 Census: Ethnic Group Migration Structures
- Social Selection, Social Sorting and Education; "Missing" Children
- Child Poverty In London: 2008 Update

GLA Economics also produces reports on particular aspects of the economy in London which have implications for equalities issues. During 2008/09, these included:

- Food price increases and their impact on London's lowest income groups
- Self-directed adult social care in London

- The evolution of UK and London employment rates, showing that female employment rates are responsible for the continuing divergence of UK employment rates.
- Patterns of low pay in London: How low pay more frequently affects less qualified, young, and black and ethnic minority employees

4.5 Procuring services

The GLA group has a procurement policy called *Responsible Procurement*,⁶ setting out the social, economic and environmental objectives in ensuring best value in procurement. In 2008, the GLA group agreed a new delivery plan setting out commitments within three themes: people, businesses and the city. The aims of the policy are:

- Encouraging a diverse base of suppliers
- Promoting fair employment practices
- Promoting workforce welfare
- Meeting strategic needs and enabling training opportunities
- Community benefits
- Ethical sourcing practices
- Promoting greater environmental sustainability

Each of the GLA functional bodies report quarterly to the Mayor's Office on their performance.⁷ Activity on responsible procurement in 2008/09, including a survey of suppliers, was reported in *Getting Value for London: Using procurement to make a positive difference for our city*, published by the Mayor in April 2009.

4.6 Employment monitoring

The GLA employs all staff whether working for the Mayor or the London Assembly. The Chief Executive has overall responsibility for the staff employed.

The GLA monitors its recruitment process and other staff information according to gender, ethnicity and disability. It also monitors figures on staff in post by age, and by faith and sexuality, where these have been supplied by staff on a voluntary basis.

The GLA monitors the recruitment process by gender, ethnicity and disability in relation to numbers of applications, numbers shortlisted and numbers appointed.

The GLA monitors the workforce on the following measures:

Numbers in post, starters, leavers and turnover rate by ethnic group, gender, disability, age, faith and sexual orientation:

Salary levels by ethnic group, gender, disability and age:

Some of the information is analysed by Directorate.

A voluntary exit interview/questionnaire is monitored by ethnicity, gender and disability.

The GLA provides Workforce Reports showing the data on staff and recruitment for scrutiny by the London Assembly Business and Management Committee. Normally this happens twice a year, but because there was an organisational review of staffing arrangements to support the new Mayor's priorities, the usual pattern did not obtain in 2008/09. The Business Management Committee received a report on 16 December 2008 which covered workforce monitoring for April 2008 to September 2008. The second part of the 2008/09 financial year was covered in a report to the Committee on 26 January 2010.

5. Work of the London Assembly

The London Assembly holds the Mayor to account. It does this by directly questioning the Mayor and his advisors about his activities, strategies and decisions. The Assembly examines the Mayor's spending and can amend his total budget when two-thirds of the members agree to do so.

The Assembly carries out its own investigations on important issues on behalf of London and Londoners in order to help achieve improvements for the city. It publishes the findings and recommendations from its investigations and makes proposals to the Mayor and other organisations that have an impact on London life.

In 2008/09, Assembly Members asked the Mayor over 3,000 questions. Those relating to equalities issues included questions on headhunting and recruitment and the Mayor's appointments; domestic violence, rape crisis centres and human trafficking; the Iberian and Latin American community; ethnicity of police officers, stop and search; disabled staff and dial-a-ride.

The Assembly also responds to the Mayor's strategies and policy proposals. In March 2009, the Assembly published a response to the Mayor's draft *Equal Life Chances for All* framework, along with a record of its consultation on the draft with organisations in London.

6. Conclusion

This report has outlined the arrangements in place in 2008/09 to ensure the GLA was fulfilling its legal duty to have due regard to the principle of equality of opportunity for all people. It is short by design, as the year was such an unusual one, with a change in Mayoral administration which meant a review and refresh of all strategies and policies, as well as a review of the administrative and staffing arrangements needed to deliver the Mayor's priorities. In particular, a refreshed approach to the delivery of equality of opportunity was being developed. The draft *Equal Life Chances for All* framework was published in November 2008, and the final version in July 2009. This forms the framework for ensuring equality of opportunity is mainstreamed across the work of the GLA and the GLA group. The next Annual Equalities Report will set out arrangements in the context of the new framework, using the agreed outcome measures and making an assessment of the effectiveness of the arrangements.

¹ <http://www.london.gov.uk/mayor/publications/2008/07/plan-better-london.jsp>

² Cultural Metropolis, November 2008 <http://www.london.gov.uk/mayor/culture/cultural-metropolis/docs/cultural-metropolis.pdf>

³ <http://www.london.gov.uk/mayor/housing/equalities/index.jsp>

⁴ Completed Equality Impact Assessments <http://www.london.gov.uk/eqiaguide/completed.jsp>

⁵ http://www.london.gov.uk/mayor/annual_survey/index.jsp

⁶ <http://www.london.gov.uk/gla/tenders/docs/responsibleprocurementpolicy.pdf>.

⁷ <http://www.london.gov.uk/rp/policy/>