

# Equality Monitoring Guidance



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## Leeds City Council's Mission Statement

“To bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds.”

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## Our Values



### Looking after Leeds

We are committed to improving the quality of life in Leeds and want to inspire pride in our city and communities. We will work with our partners, build on our success and protect our city for future generations.



### Putting customers first

We will make sure our services meet the needs of our customers and communities. We will communicate clearly and work hard to find out and respond to our customers' needs. We are committed to providing excellent services that are value for money.



### Treating people fairly

We value the diversity of our communities and strive to ensure that everyone shares in the city's success. We will tackle discrimination and improve access to our services - especially to those with the greatest need.



### Valuing colleagues

We know that the good work of our colleagues is key to providing excellent services. We will support colleagues and encourage them to work creatively.

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## **Useful information**

**For more copies or enquiries about the Equality Monitoring Guidance please contact the Equality Team as below.**

E-mail: **equalityteam@leeds.gov.uk**  
Telephone: **0113 247 4190**  
Text: **07891 270162**

Write to:  
**Equality Team**  
**Leeds City Council**  
**Ground Floor, Civic Hall**  
**Leeds LS1 1UR**

Website:  
**[www.leeds.gov.uk/equality](http://www.leeds.gov.uk/equality)**

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This information is available in Large Print, Braille, on Audio Tape and on Computer Disk.

If you need this information in another language, please phone **0113 247 4190**.

If you need to speak to us in a language other than English, please state the language and we will put you on hold while we contact an interpreter.

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## Introduction

Equality, diversity, cohesion and integration are integral to the work of the whole council and are embedded within the Leeds Strategic Plan and our Business Plan. Our core values of 'Putting Customers First', 'Treating People Fairly' and 'Valuing Colleagues' relate directly to putting equality into action in all areas of our work.

Equality monitoring is central to ensuring that we continually improve our service delivery by enabling services to know who their customers are and to ensure that their customer base is representative of the wider population. In relation to employment equality monitoring enables us to establish

whether we are recruiting a diverse workforce that is representative of the communities of Leeds.

This Equality Monitoring Guidance is intended to help you understand the principals of equality monitoring and provide you with information that will assist you to monitor your customers and staff as easily and effectively as possible.

More support and advice about carrying out equality monitoring is available from your service performance management/equality representative or the Equality Team.

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## What is equality monitoring?

Equality monitoring is the process of gathering equality information in relation to customers or staff and analysing the data in order to identify areas for improvement that will ensure equality of access both in terms of service delivery and employment opportunities. Equality monitoring should include gathering data in relation to race, gender, disability, sexuality, religion or belief and age. It may also include collecting data on relationship status and residency details.

By having appropriate and sufficient equality monitoring information this will assist you to:

- Provide benchmarks with which to set targets for improvement
- Compare results with targets
- Identify the need for new or changed services

- Show how your policies are promoting equality
- Use this information to promote cohesion and integration
- Reveal discrimination
- Highlight satisfaction levels by different communities
- Highlight if any of your policies are not complying with equality legislation
- Identify if any of your policies are adversely affecting people from different communities
- Show the numbers of particular communities using services and what outcomes they experience
- Measure the effectiveness of service changes

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## Why monitoring is important

We have some important Equality Legislation that demands that we have sound monitoring systems in place including the Race Relations (Amendment) Act 2000, the Disability Discrimination Act 2005 and the Equality Act 2006.

The Audit Commission and the Government Inspectors have made it clear that they will be closely monitoring the council's performance on equality issues. Both will require evidence that you know who your customers and communities are. You also need to show that you have consulted and involved customers in order to establish what their needs are.

By collecting monitoring information you will be able to provide evidence that you are reaching the people that need your service and identify when you are not. This will enable you to set realistic targets, for instance, in your service plan or equality action plan, on how you are going to tackle under-representation of diverse communities.

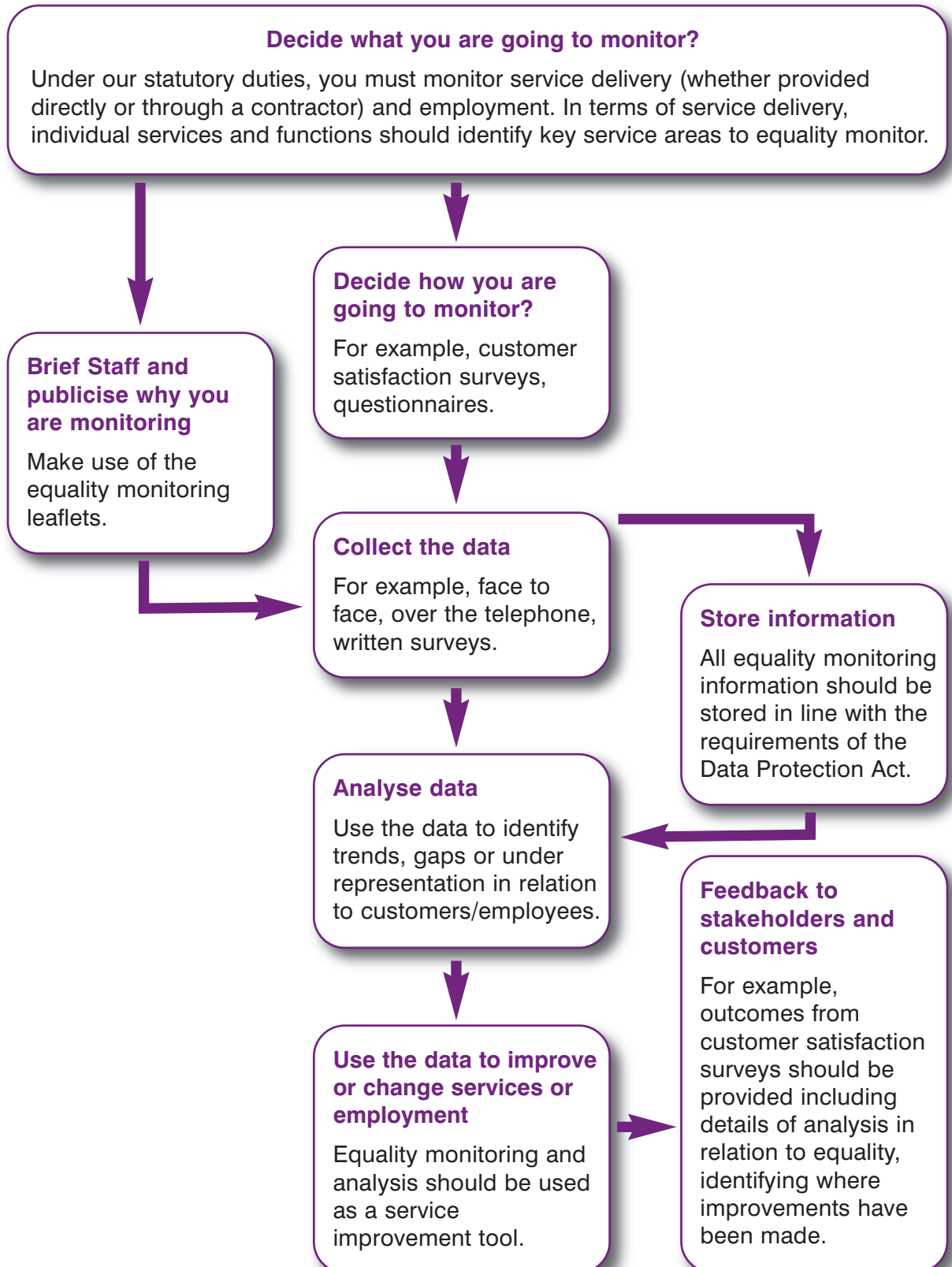
It is becoming increasingly important for you to monitor who your customers are, and to find out why certain people are not using your service. If you know who your customers are, you will know if for example black and minority ethnic people, disabled people, asylum seekers and refugees, older people, people belonging to different religions, and lesbians, gay men and bi-sexual communities are using your service equally or if they are not accessing services.

Equality does not mean providing the same service for all your customers or treating them all in the same way. It is about adapting the service, when and where appropriate or possible, to meet the needs of diverse communities.

Equality monitoring in employment enables you to ensure that your workforce reflects the diversity of Leeds and highlights areas for improvement when you are not. In relation to procurement equality monitoring enables you to ensure that contracts are delivered in a way that promotes equality of opportunity.



## The Equality Monitoring Journey



## What information should you collect?

### Gender

Gender monitoring is important to make sure that men and women are treated equally in employment, vocational training, education and the provision of goods and services.

For more information visit the Equality and Human Rights Commission website: [www.equalityhumanrights.com](http://www.equalityhumanrights.com).

In respect of trans monitoring this is considered a very sensitive area. Press for Change, the main UK organisation lobbying on behalf of trans people, suggests the following equality monitoring question if you have identified a clear purpose to include trans monitoring:

**Is your gender identity the same as the gender you were assigned at birth?**

Yes  No

Questions on gender identity should always be in their own section on the equality monitoring form and monitoring should not take place if it is not anonymous.

In relation to employment, when monitoring numbers of transsexual staff, it is recommended that this is conducted through a neutral organisation under a guarantee of anonymity or if monitoring takes place within usual monitoring arrangements it is essential that trans staff are not identifiable. For example, statistics should not be linked to computer based personnel records that indicate grade or job title as these or other variables may compromise confidentiality.

For more information visit the Press For Change website: [www.pfc.org.uk](http://www.pfc.org.uk)

“The Equal Pay Act means women should be paid the same as men for work that is of equal value, who work for the same employer.”



## Race

As an absolute minimum you need to make sure that where any level of detail is held about the identity of the customer or citizen, this must be consistent with the census classification system. In Leeds, we have introduced an additional local category, Kashmiri (this was approved at Executive Board in 2001).

Taking into account local discussions with gypsies and travellers, their specific needs and advice from the Commission for Race Equality, we have taken the decision to adopt this as an additional category under race.

A local census was conducted in 2004 by the voluntary sector and supported by Leeds City Council, which indicated that there were 1,071 gypsies and travellers living in Leeds. Further details of the findings of this census are available from the Equality Team or from the Travellers in Leeds website: [www.grtleeds.co.uk](http://www.grtleeds.co.uk)

You can ask whether the individual is an asylum seeker, refugee or EU National, not as an ethnic category but as a source of information to ensure that your services are accessible to all communities.

In cases where you want a quick overview of who is or is not using your service you could use the main ethnic monitoring headings:

- White
- Mixed Race
- Asian/Asian British
- Black/Black British
- Other Ethnic Groups

**But remember:** the less detail you collect in your monitoring, the less information the results will give you.

For example, if you only have very broad ethnic monitoring categories, you will not be able to spot if particular communities (Bangladeshi, Irish, and so on) are being missed by your service.

For more information visit the Equality and Human Rights Commission website: [www.equalityhumanrights.com](http://www.equalityhumanrights.com)

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“7.9% of people living in Britain are from a minority ethnic background, nearly half were born in the UK.”

Source: Census, April 2001 for National Statistics



## Disability

You should ask whether people consider themselves to be disabled. You should only monitor the types of impairments that disabled people have in relation to identifying barriers to service delivery or employment or for assessing their satisfaction with such services.

Information gathered about someone's impairment should not be used as a way to find out his or her access needs.

Access needs should not be confused with equality monitoring and should always be dealt with separately. You should never make assumptions about a person's access needs, such as translation or sign language requirements, based on information customers fill in on equality monitoring forms.

For more information visit the Equality and Human Rights Commission website: [www.equalityhumanrights.com](http://www.equalityhumanrights.com)

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**“There is a legal duty to meet disabled people's needs, even if it requires more favourable treatment.”**

Source: The Disability Equality Duty

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## Sexual Orientation

Sexual orientation monitoring is sometimes seen as a particularly sensitive area to monitor, however the reasons for monitoring sexuality are the same as for other equality areas.

There are a number of key issues to consider in relation to sexual orientation monitoring:

- Generally lesbians, gay men and bisexual people welcome the inclusion of sexuality monitoring within service planning and delivery. However, many will not feel safe declaring their sexuality. You will need to ensure that information is collected, collated and stored confidentially.
- People of different generations may use different language to define their sexuality. For example, some older people may define themselves as homosexual rather than lesbian or gay.
- It is important to include heterosexual in order to ensure that all sexual orientations are covered.
- People carrying out monitoring need to do so appropriately and sensitively.

Sexual orientation monitoring should not be asked on surveys of customers under the age of 16.

Currently the national census does not ask sexual orientation as a monitoring question and it is not yet known if it will be included in the next census.

However, Leeds has an unmapped, but anecdotally large lesbian and gay population, who are rarely engaged locally and according to national studies have specific issues and needs. In line with national estimates it is likely that approximately 7% of the population in Leeds are lesbian, gay or bisexual.

You may be concerned that people will object to questions on sexual orientation being asked. Sometimes people do object to any type of monitoring but the option not to fill in any details should be made clear and never just said in reference to sexuality. Evidence from surveys within Leeds City Council undertaken to date indicates that there have been very few customer complaints in relation to equality monitoring questions, despite expectations.

Organisations representing lesbians, gay men and bisexuals, such as Stonewall are good sources of information. For more information visit their website: [www.stonewall.org.uk](http://www.stonewall.org.uk)



## Age

Legislation prevents discrimination in employment on the grounds of age. This has not been extended to prevent discrimination in the provision of goods and services, although this may be brought in by the government at a future date. However, within Leeds we wish to ensure that services are accessible to all and therefore age should be included in the monitoring form.

The equality monitoring form on pages 18 and 19 includes date of birth, however, dependant on service requirements it might be appropriate to use age bands. The Office of National Statistics provides information on recommended ages bands.

For more information visit website: [www.statistics.gov.uk/popest](http://www.statistics.gov.uk/popest)

Information on age issues can be found at the Equality and Human Rights Commission website: [www.equalityhumanrights.com](http://www.equalityhumanrights.com)

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“The number of people in employment aged under 50 is set to fall by 2% by 2016, whilst the number of people aged between 50 to 69 is set to increase by 17%.”

Source: Employers forum for age

## Religion and Belief

Religion and belief is sometimes seen as a sensitive area to conduct equality monitoring around. The census categories are used on the equality monitoring form, however any other religions and faiths can be captured in the “Other (Please specify)” section.

For purposes of the equality monitoring form Jewish is an option within the religion and belief section rather than the ethnic origin section as this mirrors the categories within the Census. If an individual describes their ethnic origin as Jewish this can be recorded in the “Other ethnic groups” section on the monitoring form.

You should never make an assumption about a person’s religious background based on race or appearance and when monitoring you should always ensure that the customer is the one who selects the category they feel defines their identity.

More information on religion and belief issues can be found at the Equality and Human Rights Commission website:

[www.equalityhumanrights.com](http://www.equalityhumanrights.com)

Or at website:

[www.leeds.faithforum.org.uk](http://www.leeds.faithforum.org.uk)

A Religion and Faith Guide is available from the Equality Team.

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“Approximately 77% of the United Kingdom population regard themselves as having some religious affiliation.”

Source: 2001 Census

## Relationship Status

If you feel that by collating information on relationship status it will be beneficial in removing barriers and improving service delivery then this should be included on your equality monitoring.

If this question is to be included you should use all of the categories listed on the example of an equality monitoring form on pages 18 and 19.

Same-sex couples across the UK can have their relationship legally recognised and any couple that registers a civil partnership have the same rights as a married couple in areas like tax, social security, inheritance, housing and workplace benefits.

## Residency

The inclusion of residency as a question on your equality monitoring form will enable you to collect information about our new and emerging communities. There are growing number of migrant workers from Eastern Europe who are moving to Leeds, as well as asylum seekers and refugees from other countries.

If you feel that by collating information on residency it will be beneficial in removing barriers and improving service delivery then this should be included on your equality monitoring.

## Other monitoring categories

You might decide that it is very important for your service to monitor additional areas, for example:

- Single parents
- Number of children
- If someone is a carer
- If someone is experiencing domestic violence

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## How and when to monitor

At the heart of excellent council services is the relationship between your customers and staff. Your relationship with customers can be quite straightforward or very complex. It can be a fleeting contact, such as query over the phone or a visit to one of the many access points, through to an in-depth and on-going relationship for example with social care or housing services.

The relationship you have with your customers will assist you in determining when the most effective and appropriate time to carry out equality monitoring is. For example, equality monitoring could be carried out at the first point of contact or as part of an exit survey or customer satisfaction survey.

In respect of equality monitoring it is important that customers are confident as to the reason why they are being asked for the information, they know what the information will be used for and how the data will be stored confidentially

It is preferable not to attach monitoring information to personal details if possible. If you are working on an individual basis with a particular customer then consider if it is necessary or relevant to collect the data in conjunction with their case.

Monitoring can be undertaken in a variety of different ways and at different points in your interaction with customers. Examples include:

### Written surveys

Anonymous surveys, which are sent to customers to capture their satisfaction after receiving a service is one of the most effective ways of capturing monitoring information. It can often have the highest rate of completion and return

as it gives customers the opportunity to express their views on the service received.

### Face to face

Confidentiality is often an issue when asking equality monitoring questions in public offices. Customers should never be asked monitoring questions if they are in an environment where their responses will be overheard by other customers or staff. It may be more suitable to ask customers to fill in a form themselves and place the completed form in a sealed envelope or response box and if the survey can be anonymous this increases completion rates.

### Over the phone

This method is mainly used by Corporate Customer Services to record information on Contact Leeds. Contact Leeds has been agreed as the preferred corporate method for capturing equality monitoring details, as they can then be used by all services that subscribe to Contact Leeds. As this information is being stored against customer's personal details it is important that staff can explain why the information is being requested, how it will be stored and what it will be used for. (Please note the information is stored in hidden fields and once entered can only be accessed by authorised staff).



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## Briefing staff and publicity

Staff should have access to guidance and support in relation to equality monitoring. They will need to know why monitoring is important to the work of their service and the council as a whole. Staff need to be confident and able to explain this to the public and know how to collect the appropriate information.

If you are introducing equality monitoring for the first time you should publicise what you are doing. Good publicity can help to improve your response rates. It is vital to feedback the results and any service improvements that arise out of the monitoring exercise

so that customers can see how the information is used.

The Equality Team has produced a leaflet on equality monitoring that will assist you when publicising what you are doing and will advise your customers and staff why you monitor and what you do with the data that is collected.

The equality monitoring leaflet has been distributed to services across the council. Additional copies are available from the Equality Team.

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## Collecting the data

Before you collect any monitoring data you need to be clear about what analysis you are going to do and how you are going to use the information. You should tell your customers exactly why you are collecting equality monitoring data, otherwise customers can feel their privacy is being invaded unnecessarily. The most important thing is to explain that you want to make sure that your service meets the needs of everyone in Leeds and you are monitoring to check that you are reaching all communities so that you can improve your services.

Remember that all monitoring information is classed as personal data under the Data Protection Act and so needs to be treated as confidential. You must only gather data for lawful and specified purposes and should not publish the data in anyway that makes it

possible to identify an individual, without the individual's permission. As this is sensitive personal data extra care needs to be taken to make sure that it is not inadvertently disclosed and is kept secure and up to date. You should plan to review any equality monitoring information on a regular basis.

Personal identity is subjective so the responsibility to disclose lies with the customer. The categories for equality monitoring should be reliant on self-identification. You should never fill in a question on behalf of a customer based on what you perceive to be their gender, race etc.

An example of a script you could use when asking for monitoring information can be found on the equality monitoring form on page 18.

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## Using your equality monitoring information - Analysis, interpretation and action

The analysis and interpretation of equality monitoring information is important to your service when developing actions for your service plan. It is essential that monitoring information is used to inform practice. If data shows, for example, that a service is not being equally used by the whole community, or if there is under-representation from one group in the community, it will be important to find out why and take any necessary action to remove any identified barriers.

Analysis of equality monitoring is central to ensuring that you continually improve your service delivery by enabling you to know who your customers are and to ensure that your customer base is representative of the diverse communities in Leeds. In relation to employment analysis of equality monitoring enables you to establish whether you are recruiting a diverse workforce that is representative of the communities of Leeds.

Remember, equality monitoring must not become an end in itself. It is simply a useful tool to help you plan, improve or possibly change your services.

Analysis and interpretation of equality monitoring will enable you to:

- Identify gaps in your services;
- Help with target setting;
- Identify where you can take positive action through service planning;
- Help you to allocate resources appropriately and
- Provide evidence for your progress against the Equality Standard and the Equality and Diversity Action Plan and policy reviews.

You must not do equality monitoring in isolation, it must be part of an overall strategy. Setting up monitoring does not mean you have achieved equality, it just tells you what the current situation is. To achieve real change and improvement you must also:

- Consult and involve your customers and communities;
- Audit and assess your services and their impact on the public;
- Train your staff; and
- Ensure appropriate actions are included within Service Plans.

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## Reporting and publishing monitoring findings

Equality monitoring is part of all fundamental performance reviews, service planning and reporting processes. You are therefore expected to report quarterly on how you are embedding equality objectives and performance indicators in service plans.

Providing feedback to customers is also important. For example, where equality monitoring has taken place as part of a

customer satisfaction survey, the outcomes should be made available to customers including details of analysis in relation to equality, identifying where improvements have been made.

In relation to employment the results of the monitoring should be included in the regular reporting mechanisms established in Human Resources.

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## Procurement (Monitoring voluntary and community groups, businesses and other organisations)

Equality monitoring in relation to procurement enables you to ensure that contracts are delivered in a way which promotes equality of opportunity. As the number of contracts with private and voluntary organisations for goods, works and services increases equality and diversity must be considered as an integral part of each contract.

At the tender and project initiation stages you should be clear about equality considerations and ensure that these are included. They can be formally considered within the contract management process.

You need to develop and agree monitoring information at the start of any relationship with the organisation, whether that is a funding agreement or a contract for example.

You will need to decide what you actually want to monitor. For example, how useful will information solely about the organisation be or will more detailed information about the beneficiaries of the service be more useful?

It is important to recognise that dependant on how representative the organisation is, this may impact on its ability to deliver services. In respect of this you should understand the make up of their workforce and encourage them, where appropriate, to become more diverse.

Contact the Procurement Unit at:  
4th Floor West, Civic Hall, Leeds LS1 1UR  
Tel: 0113 247 4007  
Email: [cpu@leeds.gov.uk](mailto:cpu@leeds.gov.uk)

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## Monitoring our workforce

Monitoring your workforce can help you check that your Human Resources practices, policies and procedures are fair to all communities and groups. It can give an indication of whether or not you are recruiting a diverse workforce that is representative of the community of Leeds; and to identify and address any obstacles to equality of opportunity that could be unlawful. It also helps you check that our equal opportunities policies are effective and that you are meeting the requirements within the Equality and Diversity Scheme and Equality Standard for Local Government.

Monitoring our workforce, for example, can help us to collect information about whether:

- There are differences in the likelihood of gaining employment with the Council.
- There are difference in the pay rates for different communities and groups
- The likelihood of being selected for training or promotion is different for different communities and groups.
- All our policies and procedures are applied equally to all staff.
- People from one community or group are more likely to leave our employment.



Beaumont Park  
Headingley  
University  
Carnegie St  
Woodhouse St

## Equality Monitoring Form

We want to make sure that all our services are delivered fairly. We are therefore asking you the following questions, so that we can make sure that our services include everyone's needs.

**The information you provide will be kept confidential.**

We will use your answers to pull together statistical information that the council will use to check the fairness of any services you receive. This information will only be used by Leeds City Council or shared with Education Leeds and the Housing Arms Length Management Organisations. They will only use this information for the same purposes as the Council.

**You do not have to answer these questions. If you choose not to answer these questions, it will not make any difference to the service you receive. By answering these questions you will help us to ensure that our services are fair and accessible to all.**

**Gender:**

Male

Female

**Date of Birth:**

**First part of Postcode (e.g. LS10):**

**Ethnic Origin:**

Please choose one section from A-E, and then tick the appropriate box to indicate your ethnic background.

**A. White**

- British
- Irish
- Any other White background please write below

**B. Mixed Race**

- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed background please write below

**C. Asian or Asian British**

- Indian
- Pakistani
- Bangladeshi
- Kashmiri
- Any other Asian background please write below

**D. Black or Black British**

- Caribbean
- African
- Any other Black background please write below

**E. Other ethnic groups**

- Chinese
- Gypsy/Traveller
- Any other background please write below

**Do you consider yourself to be disabled?**

Yes

No

**Type of Impairment:**

- Physical impairment, (such as using a wheelchair to get around and / or difficulty using your arms)
- Sensory impairment, (such as being blind / having a serious visual impairment or being deaf / having a serious hearing impairment)
- Mental health condition, (such as depression or schizophrenia)
- Learning disability, (such as Downs syndrome or dyslexia) or cognitive impairment (such as autism or head-injury)
- Long-standing illness or health condition (such as cancer, HIV, diabetes, chronic heart disease, or epilepsy)

**Sexual Orientation:**

Heterosexual/Straight

Lesbian/Gay woman

Gay man

Bisexual

**Relationship Status:**

Married

Civil Partnership

Co-habiting

Single

Other

**Please tick the appropriate box to describe your religion or belief:**

Buddhist

Christian

Hindu

Jewish

Muslim

Sikh

No Religion

Other (please specify) \_\_\_\_\_

**Residency:**

**Are you a:**

**British / United Kingdom citizen?**

Yes

No

**If you are a national of another country, are you:**

A EU National

A Refugee

An Asylum Seeker

A Student

Other

