

# Accounting for Gender

*A Gender Analysis of Support for Work in  
South Bank and Grangetown*

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Fourth Action

## Executive Summary

Many services are intended to be “gender-neutral” and not unduly benefit women or men. However, the needs that women and men require to be met by a service are not always the same. To investigate whether a gender-neutral service equally meets the different needs of women and men, South Bank Women’s Centre, Redcar and Cleveland Borough Council and Oxfam’s UK Poverty Programme undertook a Gender Analysis of a Council service. Gender Analysis is one of a range of tools available to investigate policies and programmes from a gender perspective. A particular gender analysis model developed in Sweden was adapted for this piece of work. It asks a number of questions, gathered under the key headings of Resources (How are they allocated?), Representation (Who Makes the Decisions?) and Reality (Who benefits? What are their views?) with the answers analysed by gender. Job Connect, a service supporting people from South Bank and Grangetown into employment, was chosen as the focus for the Gender Analysis. These two areas appear high on the Government’s Indices of Multiple Deprivation. Two years of the service (2003-04 and 2004-05) were analysed. Fourth Action, a North East consultancy specialising in gender issues, was commissioned by the partners to carry out the Gender Analysis.

The Gender Analysis confirmed that Job Connect was essential and regarded by beneficiaries as a high quality service. Once accessed most beneficiaries secured employment, training or financial support in preparation for employment. However, considerably more men than women benefited from Job Connect.

	Numbers of men:women (% of Total Number of clients)		Success (% of men:women clients)	
	2002-03	2003-04	2002-03	2003-04
Access to Job Connect	72:28	72:28		
Support into Employment	72:28	75:25	28:28	30:27
Support into Training	93:7	89:11	25:16	5:5
Financial Support	83:17	85:15	43:23	35:17

Men accessing the Job Connect service outnumbered women by nearly three to one. This was reflected in a similar ratio of clients being supported into employment. The ratios for clients supported into training or receiving financial support were skewed even further in men’s favour (roughly nine to one and eight to two respectively). The success rates for clients securing employment were much closer, reflecting the personal service provided by Job Connect. However, male clients were still more likely than female clients to access training or obtain financial support.

This male bias was not the intention of Job Connect and the Council. It has been produced unwittingly by a number of factors. The primary factor is the location of the Job Connect Service within the Job Centre and the fact that men are more prone to use

Job Centres to seek employment opportunities. Some interesting insights were gained when the reality of the Job Connect service experienced by local residents and clients was checked. They noted:

- Frustration with the statutory employment system (linking Job Connect with Jobcentre);
- Feeling looked down on by officials;
- Importance of local access to training and work;
- Difficulty with caring responsibilities;
- Low income can hamper achievement of aspirations and personal goals;
- Mental and physical health affect chances of working to full potential;
- Importance of high self esteem and self confidence;
- Traditional personal and institutional gender attitudes and stereotyping restrict options.

A number of recommendations are made for the Centre, Council and Oxfam and these are currently under consideration with a view to determining appropriate action. They include:

- Endorse the value of mainstreaming the Gender Analysis approach and recognise the need to consider “gender budgeting” as a more gender aware mechanism for allocating resources;
- Explore local delivery of services to improve access especially for women;
- Increase female clients to Routes to Employment by, for example, broadening referrals beyond the Jobcentre, and actively supporting opportunities and activities for women;
- Reduce sex discrimination and gender stereotyping through working with women *and* men, schools and young people;
- Encourage employers to promote gender equality by endorsing gender equality standards and positive discrimination for women in non-traditional gender roles.

The Gender Analysis revealed that gender neutrality is actually “gender-blind” in that it unintentionally does not deliver gender equal benefits. A service must be gender aware and explicitly take account of women’s and men’s different needs if it intends to benefit them equitably.

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## 1. Introduction

### 1.1 Background

This project arose out of a developing relationship between the South Bank Women's Centre, Oxfam UK's Poverty Programme, and interested members of Redcar and Cleveland Borough Council.

*"South Bank Women's Centre, supported by Oxfam, and Redcar and Cleveland Borough Council are in the process of exploring the potential for improving the way the Council allocate resources by taking account of men and women's different needs. The Council has agreed to work with the Centre to pilot use of Gender Analysis tools and techniques in one area of responsibility."*

### 1.2 Aims and objectives of this project

#### 1.2.1 Aims

The long-term aim is to assist Redcar and Cleveland Borough Council to achieve equitable economic development and service provision. The specific aims of this Gender Analysis are to contribute to gender equality in Redcar and Cleveland by:

- Looking at the context and impact of "gender neutral" allocation of resources within the Job Connect Programme;
- Exploring the potential impact of budgeting that takes account of women and men's different needs;
- Sharing recommendations regarding gender analysis and budgeting with decision makers and other partners in the wider context of gender mainstreaming.

#### 1.2.2 Objectives

The objectives of the Gender Analysis are:

- *Resources:* To collect data to assess how Redcar and Cleveland Borough Council's resources within the Job Connect programme are allocated to men and women;
- *Representation and Context:* To identify the nature of the representation and context for making decisions within Redcar and Cleveland Borough Council on the allocation of resources within the Job Connect programme
- *Reality:* To understand, whether what is provided through the Job Connect programme matches the priorities of men and women, and is provided in ways appropriate to them;
- *Report:* To produce a Gender Analysis Report analysing "gender neutrality" in the context of the Job Connect programme and to identify the impact on men and women.

### 1.3 Partner profiles

Each of the partners has made a distinct contribution to this research project. This section summarises these, and indicates each partners' interests in the project:

- **South Bank Women’s Centre** – building on local knowledge and support infrastructure; voice for local people;
- **Redcar and Cleveland Borough Council** – experience of large funding schemes, targeting deprivation, cost effective schemes;
- **Oxfam GB** - national and international perspective, specific expertise in gendered anti-poverty programmes.

### 1.3.1 South Bank Women’s Centre

The South Bank Women’s Centre (SBWC) has been running for several years in response to the needs of local women. The SBWC business plan for 2002-5 gives an outline of the economic, social and community needs of local women. Redcar and Cleveland has a higher than average number of lone parents, predominantly women, many on low income, many with low educational levels of attainment and a number of refugee women. SBWC’s aims are to:

- Overcome barriers and help women access employment and training
- Provision of good quality child care
- Provision of informal support service to meet needs of local women
- Acting as advocacy and lobbying agent on women’s issues and women’s needs
- Provision of recreational and educational opportunities for girls and young women
- Helping women to set up in business.

In response to these needs, SBWC provides training, information, advice, a drop in facility as well as support to women who want to start their own business. SBWC sees itself as being actively involved in the regeneration of the area and provides a range of courses as follows:

<b>Accredited courses (26 courses per term)</b>	<b>Other courses (18 per term)</b>
Computer (ICT/CLAIT etc) Desk top publishing English GCSE Maths Writing and essay skills Business admin Early years Classroom assistant Hair care/ Make up Cake decorating Car Maintenance Women and crime Equal opportunities and child protection Counselling skills First aid New Start for women	Explore your sixth sense Golden girls Girls group Dance class Yoga ESOL Dress making Cake decorating Tarot and the internet Computer for card making Trim and slim

Partners who deliver the training at SBWC include:

- Redcar and Cleveland College
- Adult education
- Middlesbrough College of Art
- Teesside University
- Riverside College

The number of women attending courses in the last year was over 500 and the number of children in the crèche exceeded 200.

Critical issues for the successful running of SBWC include:

- Confidentiality and safety.
- The success of SBWC is based on its ability to fully understand the difficulties faced by women - domestic violence, caring responsibilities, lack of employment, poor confidence, stereotypical expectations of women's role in the home and employment.
- Benefits/employment agencies - Women's lives are usually complicated juggling acts of childcare, home life, voluntary work and part time low paid employment: this does not easily fit into the statutory system for job seekers and those on low income.
- Women are invisible in many of the statistics that are used by statutory agencies. For example, many women have one or more jobs working in local shops or pubs, cleaning jobs, fish and chip shops.
- Training is geared towards women in a friendly and non-threatening environment. It is a stepping stone to colleges and more formal training.

SBWC's hopes for this gender analysis include:

- Acknowledgment of SBWC's unique role and low-cost, high value approach.
- Contributing its knowledge about gender issues locally from a holistic perspective.
- An interest in building on the opportunity of strong female representation within Redcar and Cleveland Borough Council and other strategic bodies, to promote gender equality in practical ways.
- Promoting local people's chance to have a say about issues that affect them.

### **1.3.2 Oxfam GB**

Oxfam GB is a development, relief, and campaigning organisation that works with others to find lasting solutions to poverty and suffering around the world. It believes that:

- "People's vulnerability to poverty and suffering is increased by unequal power relations based on, for example, gender, race, class, caste and disability; women, who make up a majority of the world's poor, are especially disadvantaged.
- To overcome poverty and suffering involves changing unjust policies and practices, nationally and internationally, as well as working closely with people in poverty."

Gender equality work is integral to Oxfam's work on poverty within the UK through the UK Poverty Programme (UKPP). UKPP has supported the production of a number of resources exploring Gender and Poverty to lay out the key issues, and has hosted various events on gender and regeneration.

### **Oxfam's strategies for achieving gender equality**

- A thorough understanding of the different concerns, experiences, capacities and needs of women and men, will shape the way we analyse, plan, implement and evaluate all our work
- We will address the policies, practices, ideas and beliefs that perpetuate gender inequality and prevent women and girls (and sometimes men and boys) from enjoying a decent livelihood, participation in public life, protection and basic services

- We will seek to ensure the full participation and empowerment of women in all areas of our work, and will promote women’s rights as human rights, particularly in the areas of abuse and violence
- We will work with both men and women, together and separately, to have a more lasting impact on beliefs and behaviour. We will ensure that any work we do with men and men’s groups supports the promotion of gender equality
- Partnerships and alliances will be assessed on the basis of their commitment to gender equality
- Our campaign, advocacy and media messages, and the images we use to support these, will emphasise the importance of gender equality in overcoming poverty and suffering. Our communications will also highlight our own commitment to gender equality, and the essential role played by women in all aspects of development and humanitarian work
- Managers will encourage groups and forums across the organisation to share learning and best practice on gender equality. Gender training will also be made available to staff and volunteers
- In all our work we will demonstrate commitment to gender equality through setting appropriate team and individual objectives, and through allocating adequate staff and resources to enable us to fulfil the gender equality policy
- Managers of all divisions will devise and report on measurable objectives and actions relating to the gender equality policy; and our management, finance and human resource systems will facilitate and contribute to our gender work
- Gender awareness and understanding will be used as a criterion for recruitment and development of staff and volunteers
- Within the organisation we will pursue family friendly work practices that enable both men and women to participate fully in work and family life

Oxfam’s interests in this gender analysis project include:

- Working with local people to develop their own solutions to poverty
- Highlighting gender equality issues and promoting gender tools, including gender analysis and gender budgeting, at a local authority level
- Capture the learning and disseminate the findings, in agreement with project partners, to a wider strategic audience to encourage similar work elsewhere.

### 1.3.3 Redcar and Cleveland Borough Council

Redcar and Cleveland Borough Council (the Council) serves a population of 139,981 people made up as follows:

Redcar and Cleveland	Numbers	Percentage
All people	139,381	
Males	67,192	48%
Females	72,189	52%

*“Redcar & Cleveland Borough Council came into existence in April 1996 as a new unitary authority. It provides a complete and comprehensive range of services and facilities aimed at enhancing and supporting individuals, their families and their communities within the borough; as well as developing and boosting the borough's economic base. Many of these services are high profile, and include aspects of education, social services and health, land use planning, libraries, physical communications and community safety.”* Council website

## Structure

The Council's structure consists of a Chief Executive with their own department, and four service departments: Area Management, Development Services, Education and Social Services. Women are well-represented in senior management, with two out of four service directors being women.

## Representation

The political leadership is a Cabinet which is made up of 10 members with responsibilities for broad portfolios covering the areas of work of the Council. As a result of the borough elections in May 2003, Redcar & Cleveland Borough Council is controlled by a three-group coalition, between the Liberal Democrats, the Conservatives and the East Cleveland and Eston Independents, with Labour in opposition.

The current political composition of the Council is as follows:

Political Party	No. of Councillors	Percentage
Labour	22	37.3%
Liberal Democrats	15	25.4%
Conservative	13	22.0%
East Cleveland and Eston Independents	7	11.9%
Guisborough Independent	1	1.7%
Marske Independent	1	1.7%
<b>TOTAL</b>	<b>59</b>	<b>100%</b>

## Gender Profile of Representation

In terms of its elected representatives the Council is the most gender equitable in the North-east:

29 Councillors are women (49%) 30 are men (51%)

Of the Cabinet 3 are women (30%) 7 are men (70%)

The Mayor and deputy are women.

Women are also well-represented in community based partnerships and other strategic bodies.

## Economic Strategy - New Realities

The Council's economic strategy addresses a number of priority areas including Teesport; the chemicals, renewables and environmental industries; community renewal and routes to employment, the latter of which is of most relevance to this research.

## **Routes to Employment**

The Council recognises the importance of support into work for people in disadvantaged circumstances, through its Routes to Employment programme. Its key priorities are:

- Achievement of Public Service Agreement targets to place residents from the hardest to reach client groups into employment.
- Working with the Wise Group, Groundwork Trust and other partners to develop projects that offer training and work experience.
- Extension of the successful Job Connect programme that has supported over 1,500 South Bank and Grangetown residents into employment over the past 8 years.
- Potential establishment of an Employment Unit as a central point of contact for training providers and employers to coordinate work experience activities and implement local labour initiatives and voluntary local employment agreements.

## **Council's perspective on gender analysis research**

In relation to this gender analysis research, the Council is seeking answers to the following questions, which will help to shape its future priorities in this area:

- What impact has the Job Connect programme had on gender outcomes and why?
- What lessons can be learned from this and how might gender budgeting approaches assist in achieving better outcomes in future in gender terms and what wider benefits might such improved gender outcomes deliver?
- What explicit outcomes was the Job Connect programme seeking to achieve and would any of these be weakened if a gender-budgeting approach had been adopted?
- How far might the findings of the research be applicable to other areas of programmed spend within the regeneration/economic development budget, or, indeed, within any other areas of anti-poverty/social inclusion activity which the Council is involved in?

## **1.4 Methodology**

This gender analysis is a snapshot of gender differences rather than a rigorous survey. However, trends over the two-year period (2002-4) give enough evidence to make some conclusions about gender differences in the outcomes of the Job Connect service. The methodology for the gender analysis takes account of a number of concerns:

- The need to look for clear quantitative data to test out the notion of 'gender neutrality', both in terms of spending and outputs.
- The need to make sense of this data by researching attitudes and practices through qualitative data collection.
- The need to set both into the wider context of gender and regeneration by comparing actions elsewhere and analysing findings in the light of strategic frameworks.
- The need to adopt a research style that all partners concerned find comfortable, accessible and sensible.

The methods used are clustered here using the three key areas of resources, reality and representation which are derived from a model suggested by Oxfam that has been developed in Sweden:

**Resources - To collect data to assess how Redcar and Cleveland Borough Council's resources within the Job Connect programme are spent on men and on women:**

- Exploring mechanisms for tracking / monitoring progress – outputs, outcomes.
- Numbers and profiles (gender and other categories where available such as ethnicity, age) of participants in Job Connect activities.
- Sources of finance and any specific criteria for its use.

**Reality - To understand whether what is provided through the Job Connect programme, matches the priorities of men and women:**

- Direct contact with participants in Job Connect, through appropriate methods, on the advice of the SBWC and Job Connect.
- Collection of reports from the Job Connect programme.
- Aspirations and personal goals of male and female participants regarding work outcomes.
- Identifying the role of any external partners.
- Identifying the role of other support systems, and how these affect outcomes.

**Representation - To engage with decision-makers and other partners within Redcar & Cleveland to explore the further potential for gender budgeting in the local context:**

- Exploring current understanding of gender mainstreaming practice within the decision-making processes of the Council.
- Creating opportunities for research participants to help shape future practices.
- Dissemination of findings with all parties to explore future plans for gender mainstreaming.

**Fourth Action – the research team-** works in ways which are in line with the Community Development principles as outlined in the *Strategic Framework for Community Development*: social justice, participation, equality, learning and cooperation.

In practice, this has resulted in a methodology that:

- Develops common language and understanding of key issues
- Deals with tensions and different perspectives sensitively (for decision makers, staff and beneficiaries)
- Maintains confidentiality when using data or interview materials.
- Uses rigorous processes to collect information and analyse findings
- Works as an action research project which will enable all those involved to learn together about the possibilities of the further use of gender budgeting and its potential benefits and constraints.

## 2. Gender Budget Analysis

### 2.1 Background

Gender budgeting exercises now take place in more than forty countries around the world, originally inspired by the early experience of countries such as Australia and then by the United Nation's commitment to gender budgeting in the Beijing Platform for Action on Women of 1995. They take place both inside and outside government, and are carried out in a wide range of ways.

Policy-makers and civil society groups in the UK are becoming increasingly aware of the benefits of using gender budget analysis to help achieve gender equality and to improve the policy making process. The Women's Budget Group (WBG)<sup>ii</sup> is working at national level in the UK to expand understanding among policy makers and opinion formers of the gender implications of economic policy and the use of gender budget analysis.

### 2.2 What is gender budget analysis?

A gender budget is not a separate budget for women; instead it is an approach that can be used to highlight the gap between policy statements and the resources committed to their implementation, ensuring that public money is spent in more gender-equitable ways. The issue is not whether we are spending the same on women and men, but whether the spending is adequate to women and men's needs.

Gender budget initiatives go beyond the assessment of programmes targeted specifically at women and girls and seek to expose assumptions of 'gender neutrality' within all economic policy - raising awareness that budgets will impact differently on women and men because of their different social and economic position.

### 2.3 Some Gender Tools

<i>Tool 1. Gender-aware policy appraisal</i>	Designed to analyse policies and programmes from a gender perspective, and identify the ways in which these policies and the resources allocated to them are likely to reduce or increase existing gender inequalities.
<i>Tool 2. Gender-disaggregated beneficiary assessment</i>	Implemented to evaluate the extent to which programmes or services are meeting the needs of actual or potential beneficiaries, as identified and expressed by themselves.
<i>Tool 3. Gender-disaggregated public expenditure benefit incidence analysis</i>	Used to evaluate the distribution of budget resources among women and men, girls and boys by estimating the unit costs of a certain service and calculating the extent to which this service is being used by each of the groups.
<i>Tool 4. Gender-disaggregated analysis of the impact of the budget on time use</i>	Designed to establish a link between budget allocations, the services provided through them and the way in which different members within a household spend their time.

<i>Tool 5. Gender-aware medium-term economic policy framework</i>	Designed to incorporate a gender perspective into the medium-term frameworks of policy development, planning and budgetary allocations, such as by disaggregating variables by gender, combining national income accounts and household income accounts and highlighting and challenging the gender-blind underlying assumptions about how the economy works.
<i>Tool 6. Gender-aware budget statement</i>	This tool refers to reports generated by government agencies on the implications of their expenditure on gender equity objectives.

## 2.4 Gender Budgeting at the Local Level – A Way Forward

Gender analysis specialists suggest that local level interventions in the process make sense, given that many countries are increasingly de-centralising administrative functions and budgets. Good practices from elsewhere have and should be used to inspire initiatives. However, this usually means the copying of an idea rather than the format or approach. In order for those involved in GRB initiatives to learn from each other, it is important for them to highlight and share both their strengths and weaknesses. No agency can claim that its budget is totally gender responsive.<sup>iii</sup> The following diagram shows one good practice model developed in Australia that makes the connections between three elements of gendered policy making to create a programme that can address all aspects of gender equality in an integrated way.

### TOTAL BUDGET=

#### **Specifically identified gender-based expenditures**

women's health programmes;  
 special education initiatives for girls;  
 employment policy initiatives for women;  
 and so on

+

#### **Equal employment opportunity expenditure by authorities on their employees**

training for clerical officers or women managers;  
 rewriting job descriptions to reflect equal employment opportunity principles;  
 provision of crèche facilities;  
 parental leave provisions;  
 and so on

+

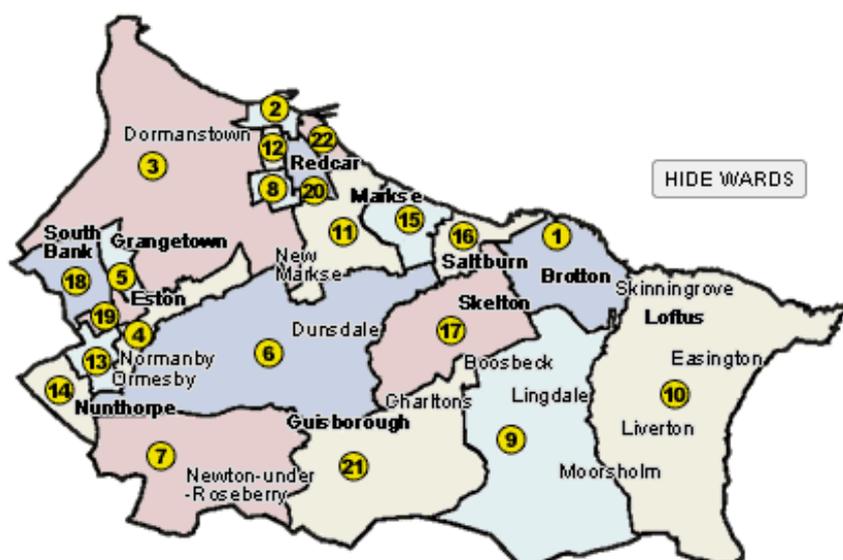
#### **General or mainstream budget expenditure by authorities assessed for its gender impact**

Does the budget, minus the above two types of expenditure, reflect gender equity objectives?  
 Who are the users and beneficiaries of which services?

### 3. The local context

The geographic scope of this research focuses on South Bank and Grangetown where Job Connect was operating. A brief profile of each area follows, with some statistical information that helps to paint as accurate a 'gendered' picture of the area as statistics and the assumptions on which they are based, allow.

Both of these wards have a very high ranking on the Index of Multiple Deprivation, falling within the group of 88 most deprived areas in England that the Government has earmarked for extra support.



The Neighbourhood Renewal Strategy 2003-7 identifies key issues facing both areas:

#### 3.1 South Bank

South Bank lies on the western urban fringe of Redcar and Cleveland and comprises: a large estate recently transferred to Coast and Country Housing from the local authority, pre-1919 terraced properties, many of which are in the ownership of private landlords, and south of the Trunk Road, predominantly inter-war owner-occupied property. There is a declining district shopping centre and a weekly market. The nearest employment opportunities are in the nearby Skippers Lane Industrial Estate, with business in the area known as South Tees including Corus, Imperial Food Park, and the ASDA supermarket. The area has received significant investment since the 1980's.

Some Key Issues:

- Unemployed levels are high with little entrepreneurial culture and low skill levels
- for certain types of employment (service sector etc)
- Negative equity, low housing demand, oversupply leading to empty properties vulnerable to vandalism
- Falling school rolls affecting the viability of schools
- Poor health
- Low but improving educational attainment
- Low commercial vitality
- Relatively low rates of racial tension in spite of relatively high ethnic minority population (5%)

- Part of Greater Eston Planning and Regeneration Strategy (GERPS).

## 3.2 Grangetown

Grangetown lies immediately to the East of South Bank and suffers from many of the same problems, with the highest score for multiple deprivation in the Borough and the ninth highest in England (IMD 2000). In common with South Bank it is part of the GERPS. Despite high levels of housing and other public investment over the last twenty years, the community is still fragile with high unemployment and crime, poor health and low educational attainment. There are poor levels of access to some services such as local shopping. Housing market collapse in the area has led to the recent acquisition by the Council of over 200 terraces and properties. Nearest employment opportunities are as for South Bank, plus Bolckow Industrial Estate.

Some key issues:

- The population has declined by 9.5% over five years.
- Over 84% of children live in low income families
- Basic life skills, adult numeracy and literacy are issues.
- Burglary and anti-social incidents are very high.
- Large numbers of empty properties and negative equity leading to vandalism.
- Some properties have been designated for asylum seekers, speaking a range of languages.”

## 3.3 Local profile of South Bank and Grangetown

The resident population of Grangetown, as measured in the 2001 Census, was 5,887 of which 47 per cent were male and 53 per cent were female. The resident population of South Bank, as measured in the 2001 Census, was 8,053 of which 48 per cent were male and 52 per cent were female. The resident population of Redcar and Cleveland was 139,132, of which 48 per cent were male and 52 per cent were female.

### 3.3.1 Resident Population and Age

There is a marked difference in profile between South Bank and Grangetown in terms of age, where South Bank has significantly older population, and significantly less under-16.

	RESIDENT POPULATION (PERCENTAGE)			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
<b>Under 16</b>	31.9	24.4	20.5	20.2
<b>16 to 19</b>	7.1	6.6	5.1	4.9
<b>20 to 29</b>	12.5	11.3	10.4	12.6
<b>30 to 59</b>	36.2	39.2	41.5	41.5
<b>60 to 74</b>	9.0	12.3	14.9	13.3
<b>75 and over</b>	3.3	6.2	7.6	7.6
<b>Average age</b>	30.6	36.0	39.5	38.6

### 3.3.2 Status

Both South Bank and Grangetown have a higher proportion of people living outside the married family unit than elsewhere in the area, which given the numbers of households containing children, would indicate a high level of fluidity in household composition, which can impact on people's employability.

	RESIDENT POPULATION AGED 16 AND OVER (PERCENTAGE)			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
<b>Single (never married)</b>	41.3	36.0	27.0	30.1
<b>Married or re-married</b>	37.1	42.2	52.9	50.9
<b>Separated</b>	3.8	3.0	2.2	2.4
<b>Divorced</b>	10.3	9.0	8.5	8.2
<b>Widowed</b>	7.6	9.8	9.5	8.4

Source: 2001 Census, ONS

### 3.3.3 Unemployment

The way that employment and unemployment are recorded tends to mask some of the key factors that contribute to gender differences in this area. For instance, there can be unclear distinctions between joblessness and claimant levels; records of numbers of those employed failing to differentiate between part and full-time work, and also the lack of transparency about the nature of the work taken up by women and men, for instance in relation to pay levels, or types of work.

The Office of National Statistics definition of unemployment is as follows:

*“Unemployment: Refers to people without a job who were available to start work in the two weeks following their LFS interview and who had either looked for work in the four weeks prior to interview or were waiting to start a job they had already obtained.”*

Within South Bank, 13 per cent of those unemployed were aged 50 and over, 15 per cent had never worked and 38 per cent were long term unemployed.

Within Grangetown, 8 per cent of those unemployed were aged 50 and over, 15 per cent had never worked and 37 per cent were long term unemployed.

(Source: 2001 Census, ONS).

In August 2000, there were 3,380 Jobseeker Allowance claimants in Redcar and Cleveland of which 31 per cent had child dependants. The Job Seeker Allowance (JSA) is payable to people under pensionable age who are available for, and actively seeking, work of up to 40 hours a week. Figures produced here are those only for people claiming income-based JSA.

In August 2000, there were 11,900 Income Support claimants in Redcar and Cleveland, of which 3 per cent were aged under 20. Income support was introduced on April 11th 1988 and can be paid to a person who is aged 16 and over, is not working 16 hours or more a week, and has less money coming in than the law says they need to live on.

Source: Department for Work and Pensions, 2000

### Total JSA claimants

The percentage figures show the number of JSA claimants as a proportion of resident working-age people. The very low numbers of women here do not seem to account for the levels of joblessness evidenced elsewhere.

	NUMBER OF REDCAR AND CLEVELAND JSA CLAIMANTS	JSA CLAIMANTS (PERCENTAGE OF RESIDENT WORKING AGE PEOPLE)		
		Redcar and Cleveland	North East	GB
<b>All people</b>	3,282	3.9	3.4	2.6
<b>Males</b>	2,650	6.2	5.2	3.8
<b>Females</b>	632	1.6	1.6	1.4

Source: claimant count with rates and proportions (February 2004)

### 3.3.4 Employment

#### 3.3.4.1 Work opportunities and employee jobs

The percentage figures represent the percentage of total employee jobs in Redcar and Cleveland. This chart demonstrates the difficulty in easily cross-referencing between gender, type of work and part-time / full-time work, from mainstream sources of business data.

	NUMBER OF REDCAR AND CLEVELAND EMPLOYEE JOBS	PERCENTAGE OF TOTAL EMPLOYEE JOBS		
		Redcar and Cleveland	North East	GB
<b>Total employee jobs</b>	42,378	-	-	-
<b>Full-time</b>	28,563	67.4	67.8	68.5
<b>Part-time</b>	13,815	32.6	32.2	31.5
<b>Manufacturing</b>	11,210	26.5	15.9	13.4
<b>Services</b>	28,068	66.2	77.2	80.4

Source: annual business inquiry employee analysis (2002)

#### 3.3.4.2 Breakdown of economic activity by gender

However we can compare women and men in South Bank and Grangetown by type of economic activity, which illustrates the correlation between male employment and full time work, and female and part-time. This also illustrates the much lower rates of self-employment for women.

	Number of 16-74 Economically Active	Percentage of 16-74 Economically Active				
		Part-time	Full-time	Self-employed	Unemployed	Full-time student
<b>Grangetown</b>						
Males	1,731	3.70	38.01	2.14	15.08	0.81
Females	2,082	18.25	12.97	0.82	7.78	1.83
<b>South Bank</b>						
Males	2,714	3.61	40.31	4.38	12.27	1.92
Females	2,873	21.58	16.60	1.60	4.80	2.19

### 3.3.4.3 Gross weekly pay

Limited numbers in the sample can also prevent a clear picture of income levels.

	GROSS WEEKLY PAY		
	Redcar and Cleveland	North East	GB
<b>Full-time workers</b>	£429.40	£402.10	£475.80
<b>Male full-time workers</b>	£486.40	£437.80	£525.00
<b>Female full-time workers</b>	#	£347.30	£396.00

Source: New Earnings Survey: workplace based statistics by SOC 2000 occupation (2003)

# Sample size too small for reliable estimate<sup>iv</sup>

### 3.3.4.4 Jobs density

The density figures represent the ratio of total jobs available to the working-age population. The chart shows the relative scarcity of jobs in the district.

NUMBER OF REDCAR AND CLEVELAND JOBS	JOBS DENSITY		
	Redcar and Cleveland	North East	GB
<b>45,000</b>	0.5	0.7	0.8

Source: jobs density (2001)

### 3.3.4.5 Nature of jobs available

Although local reports and strategies refer to generalised evidence that the growth area in jobs is in retail and services, which may favour women's employment,<sup>v</sup> this may tend to reinforce job stereotyping, and gloss over high incidence of low pay and part-time temporary contracts in this area. In a snapshot view of jobs advertised through Eston Job Centre during February 2004, it appeared that the move towards service industries was true for the locality. ONS however suggests caution may be needed with these statistics, as the high proportion of jobs in finance may be as a result of a particular drive by Job Centres to build relationships with specific employer groups. This is evidenced by comparison with the second table, which shows jobs advertised during Nov 2004, where recruitment levels in finance have reduced, while manufacturing vacancies have increased.

## Jobs advertised through Eston Job Centre Feb and Nov 2004

INDUSTRY	FEB 2004		NOV 2004	
	Jobs Advertised	%	Jobs Advertised	%
Agriculture and fishing	1	0.5	0	0
Energy and water	1	0.5	0	0
Manufacturing	14	7.5	38	28.6
Construction	15	8	8	6
Distribution, hotels and restaurants	20	10.5	26	19.5
Transport and communications	11	6	3	2.3
Banking, finance and insurance, etc	88	47	29	21.8
Public administration, education & health	28	15	28	21.1
Other services	10	5	1	0.8
Specialised vacancies unclassified by industry	0	0	0	0
<b>Total</b>	<b>188</b>		<b>133</b>	

## Percentages of 16-74 year old women employed by industries

	ALL FEMALES AGED 16 - 74 IN EMPLOYMENT	AGRICULTURE; HUNTING AND FORESTRY	FISHING	MINING AND QUARRYING	MANUFACTURING	ELECTRICITY; GAS AND WATER SUPPLY	CONSTRUCTION	WHOLESALE & RETAIL TRADE; REPAIR OF MOTOR VEHICLES	HOTELS AND CATERING	TRANSPORT; STORAGE & COMMUNICATION	FINANCIAL INTERMEDIATION	REAL ESTATE; RENTING AND BUSINESS ACTIVITIES	PUBLIC ADMINISTRATION AND DEFENCE	EDUCATION	HEALTH AND SOCIAL WORK
<b>Grangetown</b>	699	0.43	0.00	0.00	8.58	0.43	0.86	23.18	11.44	3.86	1.29	11.59	2.58	6.72	22.46
<b>South Bank</b>	1,198	0.33	0.00	0.00	7.18	0.25	1.00	26.79	9.18	4.01	2.67	9.35	4.42	7.76	20.20

These figures demonstrate the predominance of health and social care and retail, together accounting for almost half of all sources of employment for local women, with hospitality and financial business accounting for a further quarter.

In spite of the larger (and more youthful) population of Grangetown, South Bank has significantly more full-time adult learners, above average for the area, although still well below the national average.

	STUDENTS AND SCHOOLCHILDREN AGED 16 TO 74			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
Total number of full-time students and schoolchildren aged 16 to 74	200	349	5,229	2,648,992
Percentage of total resident population	3.4	4.3	3.8	5.1
Total number aged 16 to 17	137	204	2,840	1,014,284
Total number aged 18 to 74	63	145	2,389	1,634,708

Note : Students and schoolchildren were counted at their term-time address. Source: 2001 Census, ONS

Without a gendered breakdown it is difficult to use these figures to build an understanding of whether training is accessed differently by women and men, but certainly there are twice as many full-time female students as male in Grangetown, and more women than men in South Bank.

	FULL-TIME STUDENT AS A % OF 16-74 ECONOMICALLY ACTIVE	
	Male	Female
Grangetown	0.81	1.83
South Bank	1.92	2.19

Overall, the low qualifications level represents a strong challenge to capitalise on women's comparative willingness to train, as long as access issues are dealt with.

	PERCENTAGE OF RESIDENT POPULATION AGED 16 TO 74			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
Had no qualifications	53.4	49.0	35.8	29.1
Qualified to degree level or higher	3.7	5.0	12.5	19.8

### 3.3.5 Caring responsibilities

Both areas have significantly higher lone parent households than in Redcar and Cleveland as a whole, and Grangetown has an exceptionally high number of households with dependent children. This is very relevant to an understanding of lifestyle differences between women and men, where the bulk of caring responsibility lies with women, although societal changes indicate that more men are taking on some caring roles with children and dependents.

	PERCENTAGE OF TOTAL HOUSEHOLDS			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
Contained dependent children	46.5	36.8	30.9	29.5
Lone parent households with dependent children	19.8	11.7	7.1	6.5

For the first time, the 2001 Census asked a question about any voluntary care provided to look after, or give any help or support to family members, friends, neighbours or others because of long term physical or mental ill-health or disability, or problems relating to old age. Both areas show an average rate of this kind of care, but if these rates are added to high levels of childcare responsibility as evidenced above, there is an overall picture of significant care needs.

	PERCENTAGE OF RESIDENT POPULATION			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
<b>Provided unpaid care</b>	10.6	10.2	11.6	10.0

Other reasons for economic inactivity are shown below by gender. This shows the connection with women's role as carer. Twice as many women have never worked, nine times are economically inactive because they are looking after others. Long-term unemployment is higher among females, and joblessness is higher in females in the 16-24 age group.

	PERCENTAGE ECONOMICALLY INACTIVE (AGED 16 – 74)				
	Retired	Student	Looking after home/family	Permanently sick/disabled	Other
<b>Grangetown</b>					
Males	7.74	4.85	3.76	17.62	6.85
Females	9.99	3.94	23.10	12.06	10.09
<b>South Bank</b>					
Males	12.01	4.46	1.81	13.93	9.11
Females	13.51	4.46	17.19	10.44	13.08

	PERCENTAGE UNEMPLOYED (AGED 16 – 74)			
	Aged 16 - 24	Aged 50 and over	Who have never worked	Who are long-term unemployed
<b>Grangetown</b>				
Males	27.97	11.49	11.49	34.87
Females	40.12	2.47	20.99	41.36
<b>South Bank</b>				
Males	31.23	14.71	12.61	37.54
Females	39.13	7.25	21.01	39.86

### 3.3.6 Mental / physical health

People's general state of health can also affect their chances of working to their full potential. The 2001 Census asked people to describe their health, over the preceding 12 months as 'good', 'fairly good' or 'not good'. Both areas record high instances of people describing their health as 'not good.'

HEALTH	PERCENTAGE OF RESIDENT POPULATION			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
<b>Good</b>	62.2	59.0	63.4	68.6
<b>Fairly good</b>	24.2	26.7	24.5	22.2
<b>Not good</b>	13.7	14.3	12.1	9.2

Source: 2001 Census, ONS

It also asked questions about any limiting long-term illness, health problem or disability which limited people's daily activities or the work they could do.

	PERCENTAGE OF RESIDENT POPULATION			
	Grangetown	South Bank	Redcar and Cleveland	England and Wales
<b>With a limiting long-term illness</b>	24.2	25.3	23.3	18.2

Source: 2001 Census, ONS

The overall picture for South Bank and Grangetown residents would therefore seem to reinforce a traditionally gendered pattern of life in relation to care responsibilities and work choices, under-pinned by gendered patterns of full and part-time work; as well as evidence of the relative invisibility of female joblessness. There may be gender differences in relation to learning, albeit from a low baseline for attainment of qualifications in the area.

## 4. Resources - Job Connect

### 4.1 Background

Job Connect was established in 1995 to meet the needs of the South Bank and Grangetown communities who were at that time suffering economic crisis due to major job losses in both the steel and chemical industry. Job Connect grew out of Single Regeneration Funding (SRB) and was a Community-led initiative. SRB was managed by residents in the local community who made all decisions on the allocation of funding through the SRB Board. During the first six years of activities, Job Connect was managed by Employment Services. The management of the project then passed to the Development Department of Redcar & Cleveland Borough Council.

Job Connect provides information, support and practical help to people in the local area who are seeking employment or training. The organisation has three full time staff (including the manager) and is situated in the same building as the Job Centre. Clients are often referred by the Job Centre, but they can also refer themselves when they hear about Job Connect. Each new client is seen by a Job Connect staff member and is given an in-depth interview so that their specific needs are identified. Job Connect staff also work with other local organisations such as South Bank Women's Centre. Job Connect has four main areas of activity in which it supports people making the transition to employment:

- Access to employment – if there are specific barriers such as particular training certificate, or help with interview preparation or job matching;
- Access to training - Job Connect works with various training providers and can refer clients for accredited training;
- Financial support - this is a crucial element of the support given and items may include £200 into work bonus, suitable clothing, travel costs, equipment;
- Links with companies-these provide work placements, training and employment with 'Into - work bonus' for companies taking on Job Connect clients.

Job Connect defines itself as gender-neutral in its practices, taking a positive approach to all individuals that approach the service for support regardless of gender. Applications for funding, however, have tended to take into account some gender imbalance, with higher outputs expected for men than for women, for example, within the ESF application, which is based on past trends of the likely ratio of access to the project of men to women.

Job Connect is now part of the Routes to Employment Programme (R2E) within the Development Department and is the delivery arm of R2E providing pre-employability programmes for individuals across Redcar and Cleveland who are furthest removed from the labour market. It has forged successful links with voluntary, commercial training organisations and employers to maximise funding opportunities that will enhance clients employment options.

Job Connect has developed significantly during its lifetime and embraces changes in delivery activities that will meet the client needs. As a result of this gender analysis producing this report, for example, it was evident that Job Connect was not actively targeting women to support them in to employment (see 4.3.2). To begin to respond to this recommendation Council staff took the decision to carry out marketing activities in the local supermarkets to reach women who would not venture into Job Centre Plus.

This was successful and R2E staff are continuing to explore new ideas to ensure they reach a diverse client group.

## 4.2 Methodology

### Quantitative data

Job Connect maintains records of all its clients whilst they have contact with the project. However, once they cease to keep in touch with Job Connect, it is not always possible to monitor the outcomes of Job Connect's support. For the purposes of the gender analysis, all quantitative data has been collected from Job Connect for the two years April 2002- March 31<sup>st</sup> 2004. This information has been collected for the categories of gender and age under the headings of:

- Clients seeking information and support from Job Connect
- Clients accessing employment
- Clients accessing training
- Types of training
- Clients accessing financial support
- Items for which financial support is requested

### Qualitative data

Feedback from Job Connect clients was collected through a postal survey which asked for information on:

- How clients heard about Job Connect
- How they rated the support from Job Connect
- What kinds of block prevented them from accessing training or employment
- What views they had on specific support to men or women.

Focus groups and semi-structured interviews were held with residents in South Bank who had had contact with Job Connect in the past or were planning to access its support in the immediate future. This is outlined in section 4. 4.

### Gender analysis

All data that has been collected has been analysed primarily from the perspective of gender difference, as that is the focus of this project, with age breakdown where possible.

## 4.3 Quantitative data

### 4.3.1 Clients seeking information, support and practical help from Job Connect

AGES	2002-3		2003-4	
	Males (% of total)	Females (% of total)	Males (% of total)	Females (% of total)
16-25	32%	14%	34%	13%
26-35	22%	7%	21%	8%
36-45	11%	5%	11%	5%
46+	7%	2%	6%	2%
<b>All ages</b>	<b>72%</b>	<b>28%</b>	<b>72%</b>	<b>28%</b>
<b>Number of Clients</b>	<b>580</b>	<b>222</b>	<b>604</b>	<b>230</b>
<b>TOTAL NUMBER OF CLIENTS</b>	<b>802</b>		<b>834</b>	

## Key points

- Job Connect aims to provide equal access for all unemployed people in the locality. However the outputs demonstrate that more males than females access support at a ratio of 72%:28%. This ratio is consistent over both years for total numbers of clients and reflects the gender ratio of registered unemployed (see 3.3.3).
- Within age ranges there are some very slight gender differences with proportionately more females in the 36-45 age range accessing Job Connect than in other age ranges as seen in the ratios below:
- Although the differences are very small, this may reflect the age group when women's parenting role may be less demanding as children go to secondary school.

	Male:Female Ratio	
	2002-3	2003-4
16-25	70:30	72:28
26-35	75:25	72:28
36-45	69:31	69:31
46+	78:22	75:25

### 4.3.2 Job Connect providing support into employment

#### 4.3.2.1 Clients gaining employment through Job Connect

This table shows the percentages of the total number of clients who gained employment, categorised by age and gender.

AGES	2002-3		2003-4	
	Males (% of total into employment )	Females (% of total into employment)	Males (% of total into employment)	Females (% of total into employment)
16-25	30%	9%	31%	10%
26-35	22%	7%	24%	7%
36-45	12%	8%	12%	4%
46+	8%	4%	8%	4%
<b>All ages</b>	<b>72%</b>	<b>28%</b>	<b>75%</b>	<b>25 %</b>
<b>Number into employment</b>	<b>160</b>	<b>62</b>	<b>182</b>	<b>61</b>
<b>TOTAL INTO EMPLOYMENT</b>	<b>222</b>		<b>243</b>	

The following table shows the success rate of men and women who gained employment as a result of the support from Job Connect.

Year	Male clients	No / % into employment	Female clients	No / % into Employment
2002-3	580	160 / 28%	222	62 / 28%
2003-4	604	182 / 30%	230	61 / 27%

## Key points

- Overall, gender differences in those accessing employment reflect the total numbers of clients accessing support through Job Connect with higher number of

males and fewer females. The ratio in 2003-4 was even higher than that for 2002-3.

- Although there is a difference between the percentage of men and women who access the project, once Job Connect has been accessed, the success rate of men and women clients gaining employment is almost the same. Again there is slight difference within the age ranges – as follows showing numbers of males: females within the age ranges

	Male:Female Ratio	
	2002-3	2003-4
16-25	77:23	76:24
26-35	76:24	77:23
36-45	60:40	75:25
46+	67:33	67:33

- The slight increase in females going into employment in the later age groups may reflect changes in the pattern of care for women. Women from the age of 36 onwards are likely to have children reaching secondary school and become more independent, allowing women to return to paid employment. This point was made by several women in interviews.

*'Some of the people that have left in this period have not gone into work, but have left for other reasons. They have gone onto Incapacity Benefit, Income Support, left the area or are no longer looking for employment.'* Job Connect

#### 4.3.2.2 Types of employment

The following table shows the number of clients who have accessed employment through Job Connect according to sector and gender.

EMPLOYMENT SECTOR	2002-3		2003-4	
	Males	Females	Males	Females
Manufacturing	19	11	27	9
Hotel/catering	2	3	2	3
Construction	100	0	119	0
Wholesale/ retail distribution	4	0	4	0
Production workers	40	16	10	6
Public services /admin	3	19	10	34
Health/social care	1	15	1	16
Transport /communication	5	0	10	0
<b>Total Number</b>	<b>174</b>	<b>64</b>	<b>183</b>	<b>68</b>

## Key points

- Employment outcomes appear to reflect gender stereotypical lines: more males in construction, distribution and transport; more females in health, social care and public services.
- Clients do not always keep Job Connect informed on their progress which makes accurate monitoring very difficult.

### 4.3.3 Job Connect supporting clients into training

#### 4.3.3.1 Clients accessing training through Job Connect

The following table shows the percentage of clients who accessed training through Job Connect, according to gender and age.

AGES	2002-3		2003-4	
	Males (% of total into training )	Females (% of total into training)	Males (% of total into training)	Females (% of total into training)
16-25	36%	2%	38%	1.5%
26-35	34%	0%	24%	1.5%
36-45	16%	2%	18%	4%
46+	7%	3%	9%	4%
<b>All ages</b>	<b>93%</b>	<b>7%</b>	<b>89%</b>	<b>11%</b>
<b>Number into training</b>	<b>144</b>	<b>10</b>	<b>98</b>	<b>12</b>
<b>TOTAL INTO TRAINING</b>	<b>154</b>		<b>110</b>	

The following table shows the success rate of men and women getting into training as a result of their support from Job Connect

Year	Male clients	No / % into training	Female clients	No / % into training
<b>2002-3</b>	580	144 / 25%	604	98 / 16%
<b>2003-4</b>	222	10 / 5%	230	12 / 5%

## Key points

- There are marked differences in training outputs by gender in both years 2003-4 and 2002-3, with more males than females accessing training (93%:7% compared to 72%:28% ratio for initial access to Job Connect). There is a slight increase in the number of females into training in 2003-4. The contrast in access to training could in part be explained by the common pre-requisite that people must be registered unemployed in order to access many training programmes. The complexities of organising caring arrangements while training may also be an inhibitor.
- Comparison with the previous table 4.3.2.1 shows that proportionately less women go into training than employment. This may be because traditional employment sectors for women are low skill, and may require less training.

#### 4.3.3.2 Types of Training accessed

The following table shows the number of clients who have accessed training through Job Connect according to type of training and gender.

Type of training	2002-3		2003-4	
	Males	Females	Males	Females
Site safety	54	0	60	0
Forklift truck	22	1	10	0
Driving	2	0	9	2
Scaffolding	3	0	2	0
Food hygiene	3	8	6	4
Track safety			10	0
Standby fire	20	0	7	0
Manual handling			4	5
Care	0	5		
Spray painting	11	1		
Asbestos	5	1		
Off shore	1			
<b>Total Number</b>	<b>122</b>	<b>16</b>	<b>108</b>	<b>11</b>

#### Key points

- Types of training relate more to male dominated employment opportunities.
- This may be due to the fact that in the past more men have accessed the programme requesting these types of training. Uptake by women has been low. The success of South Bank Women's Centre, in its provision of a considerable range of non-vocational training courses, may indicate it is a more natural choice of training venue for many women. In many cases this is the first step of engagement as many of the women are not "job ready" at this stage.
- Numbers do not quite match number of people in training in table 4.3.3.1 above because some people do more than one training course.
- Training provision is influenced by local labour market needs.

#### 2003-4

*We have done more training and into work funding for men as more men are asking about training for site safety passport, standby fire, fork lift truck training, scaffolding and asbestos stripping courses. We have also partnered with REEDS partnership to run several personal track safety courses for men wanting to work on the railway. Quote Job Connect*

#### 4.3.3.3 Clients supported by short term work placements

Ages	2002-3		2003-4	
	Males	Females	Males	Females
16-25	6	0	10	0
25-35	4	0	6	0
36-45	4	0	0	0
46+	0	0	0	0
<b>Total</b>	<b>14</b>	<b>0</b>	<b>16</b>	<b>0</b>

## Key points

- No female work placements at all. Job Connect notes that none were requested by women.
- Work placements are linked to the Companies that provide traditional male employment e.g. asbestos removal. This may be influenced by labour market needs. Also, the preponderance of male clients accessing Job Connect has led to a dominance of employers offering work placements in traditionally male dominated sectors.

### 4.3.4 Job Connect providing financial support to clients

#### 4.3.4.1 Clients receiving financial support

The following table shows the number of clients who have received financial support through Job Connect according to age and gender

AGES	2002-3		2003-4	
	Male (% of total)	Female (% of total)	Male (% of total)	Female (% of total)
16-25	32%	6%	39%	3%
26-35	29%	2%	24%	4%
36-45	14%	5%	17%	4%
46+	8%	4%	5%	4%
<b>All ages</b>	<b>83%</b>	<b>17%</b>	<b>85%</b>	<b>15%</b>
<b>Number receiving financial support</b>	<b>247</b>	<b>52</b>	<b>210</b>	<b>38</b>
<b>TOTAL RECEIVING FINANCIAL SUPPORT</b>	<b>299</b>		<b>248</b>	

The following table shows the success rate of men and women who gained financial support as a result of their contact with Job Connect

Year	Male clients	No / % gained financial support	Female clients	No / % gained financial support
2002-3	580	247/43 %	222	52/23%
2003-4	604	210/35%	230	38/17%

## Key points

- The ratio of male: females accessing financial support is 83:17 in 2002-3 and 85:15 in 2003-4 which shows a disproportionately larger number of males receiving financial assistance, above the ratio of 72:28 total clients who access Job Connect for general information and support.
- Slight increase in percentage of males and reduction in percentage of females receiving financial support in years 2003-4.
- The second table shows that when men and women have accessed Job Connect, men are almost twice as successful as women in getting financial support. It may be that men's and women's financial needs when returning to work are different.

For example a man may require work boots and overalls, a women may get a uniform provided with the job (see 4.3.4.2).

#### 4.3.4.2 Items for which clients seek financial support

The following table shows the number of clients who have received financial assistance according to item and gender

Item	2002-3		2003-4	
	Males	Females	Males	Females
Clothing/shoes	67	5	67	5
Equipment	3	1	3	1
Transport	14	5	14	5
Living costs	4	1	4	1
Medical	2		2	
Mobile phone	1		1	
accommodation	1			
Into work bonus £200	43	33	28	28
<b>Total</b>	<b>135</b> (no. receiving finance 247)	<b>45</b> (no. receiving finance 52)	<b>119</b> (no. receiving finance 210)	<b>40</b> (no. receiving finance 38)

#### Key points

- More males than females accessed funds in the first year, with an increase in females in the second year.
- Males are more likely to use funds for clothing and transport
- No childcare requested or funded by Job Connect as this financial support is available from Job Centre Plus.
- Totals in bold differ from numbers because some clients were eligible to access finance more than once.

#### 4.3.5 Job Connect providing support to Companies

The following table indicates the number and type of Companies that have received support through Job Connect according to sector.

Type of Company	Number in 2002-3	Number in 2003-4
Manufacturing	10	14
Construction	12	10
Wholesale/ Retail distribution	4	8
Hotel and catering	2	4
Transport and communication	3	5
Public services/admin	5	6
Health and social care	7	3
<b>Total</b>	<b>43</b>	<b>50</b>

#### Key points

- Companies that are supported may reflect gender stereotypical employment e.g. construction is predominantly male.
- The Job Vacancies in section 3.3.4 show high numbers in finance and administration, but there have been no specific links with training in that area.

## 4.4 Qualitative research

A postal survey was conducted to ascertain client attitudes to the service provided by Job Connect. 60 clients were contacted by post.

### 4.4.1 Number of replies

35% of surveys sent were completed and returned. The following table shows the age and gender of clients who completed survey.

Age	Male	Female
16-25	5	1
25-34	3	
35-44	5	
45-55	2	2
55-64	2	
No age		1
<b>Total</b>	<b>17</b>	<b>4</b>

### Key points

- Clients to receive the survey were chosen randomly from the overall list of people accessing Job Connect.
- Replies approximately represents gender ratio of clients who approach Job Connect (72% males:28% females, see 4.3).
- Replies also represent spread of clients across age range (see 4.3).

### 4.4.2 Referral to Job Connect

Clients were asked how they heard about Job Connect. The following table shows the response by gender and method of referral / source of information.

	Male	Female
Job Centre	11	2
Word of mouth	8	1
Local paper	2	
Other/not specified		1
Via spouse/partner	1	

### Key points

- Highlights the role of Job Centre as the primary source in referring clients to Job Connect, therefore the role of the Job Centre and its gender targets are relevant.
- Emphasis on word of mouth as a key influence.
- Some respondents ticked more than one method of referral /source of information about Job Connect.
- Although there were no referrals which mentioned SBWC in this survey, interviewees for the project mentioned previous links with Job Connect through its previous outreach work at SBWC.

### 4.4.3 Reasons for contacting Job Connect

The following table shows the reasons for contacting Job Connect by client gender

Reason for contacting Job Connect	Male	Female
To get help with getting a job	15	3
To get help with getting training	12	
To get money to buy items for new job/training	5	2
Other reasons		
Advice by S.P.A.		1
Helped Client before	1	

### Key points

- Employment main reason for men and women
- Only men specify training as a reason
- Replies approximately represents gender ratio of clients who approach Job Connect (72% males:28% females, see 4.3).

#### 4.4.4 How many times did you visit Job Connect office

Responses to this were very varied and support staff view that clients attend entirely dependent on their own needs. Responses show that about 50% of clients attend over ten times, the other 50% attend about 2-3 times.

#### 4.4.5 How would you rate the support that you got from Job Connect

The following table shows the clients' view of the service received.

Service Received	Male	Female
Excellent	11	2
Good	8	1
Poor	0	0
Not Helpful	0	0

### Key Points

- All clients who responded rated the support received from Job Connect as excellent or good.

#### 4.4.6 Blocks to employment or training

The following table shows number of clients' view of blocks to employment and training

Reason	Male	Female
Lack of qualifications	11	
Poor physical health	1	
Lack of transport	4	
No jobs in this area	4	
Family problems		1
Difficulty filling in forms	3	
Low wages	4	
Age (too old /too young)	3	1
Cost of interview clothes		1
Total Support in one place	2	

### Key Points

- These findings are based on a very small sample, but it may be of note that none of the male clients recognised family problems as a hurdle while one woman did. Otherwise, the questions seem to reinforce the view that similar hurdles face unemployed women and men when outside the labour market.

- Contrary to the findings above (see 4.3.4.1) cost have often previously denied themselves the funds to buy new clothes.

#### **4.4.7. Other comments from clients**

The following responses were made to the two questions below:

*"What one thing would make Job Connect better able to help women get training or a job?"*

- More resources and more information
- Provide child care to help get a job (identified by three male respondents)
- Take away the rule that you have to be unemployed for 6 months to be able to get training
- Women advisers

*"What would make Job Connect better able to help men get training or a job?"*

- More resources, more funds and more information
- As soon as jobs come in get in touch quicker
- Help with transport
- More training opportunities (five male respondents identified this)
- Take away the rule that you have to be unemployed for 6 months to be able to get training
- Male advisers

Five respondents replied that Job Connect were already doing enough.

These actual responses reflect a lack of awareness of the Job Connect service as in reality it provides:

- childcare assistance;
- assistance to people who have been unemployed less than 6 months;
- two female advisors to one male advisor;
- access to vocational training or a signpost to prolonged training with another organisation.

This indicates a need to improve information and awareness amongst local people of the Job Connect and Routes to Employment service.

## **4.5 Summary of findings**

Feedback from clients demonstrates that Job Connect provides an essential service which support clients to make the step from benefits to employment. Client satisfaction is high and the process which the project uses provides a wide and flexible approach to getting people back into employment. Job Connect is an open access project – anyone who comes to the project is seen and supported individually through provision of advice, support, training and financial assistance. However, when a gender analysis is applied to the monitoring of the project, there are distinct differences in the outcomes for men and women as summarised below.

### **4.5.1 Overall access to advice and support**

There is a gender imbalance in the number of clients accessing advice and support from Job Connect. This issue of initial access is one which needs to address the significant

average client ratio of 72% men to 28% women. This ratio does reflect the figures of registered unemployed but, as is discussed in this report, many women seeking employment or training will not be formally registered as unemployed.

#### **4.5.2 Support into employment**

The total number of clients accessing employment following advice and support from Job Connect reflects the overall client ratio of 72 % men to 28% women in 2002-3 with a slightly greater gender difference in 2003-4.

Although there is a gender difference in accessing Job Connect, once men and women become clients the success rate of those who gained employment is very similar by gender in 2002-3 (28% for both men and women), with a slight gap in 2003-4 (30% men, 27% women).

#### **4.5.3 Support into training**

Of the total number of clients who accessed training, there was a significant gender difference which was greater than the overall male: female 72:28% ratio of clients accessing Job Connect support (93:7% in 2002-3) with a slight improvement in 2003-4 (89:11%).

When male and female clients have gained support from Job Connect, there was a significant gender difference in their success in getting into training (25:16% in 2002-3), but this had evened out in 2003-4 to 5% for both men and women.

#### **4.5.4 Job Connect financial support to clients seeking employment and training**

In both years more than 80% of the clients receiving financial support were male. There was a related significant gender difference in the success rate of all Job Connect clients who gained financial support (43:23% in 2002-3 and 35:17% in 2003-4).

#### **4.5.5 Summary**

The gender analysis shows that Job Connect aims to be a gender neutral project and there appear to some areas where the outcomes for both genders are equal:

- Once access is achieved, the rate of success of males and females getting into employment is almost the same at 28-30%
- Once access is achieved, both men and women have a very high level of satisfaction regarding the support and advice received.

Yet there are some significant differences in the following areas:

- Initial access to Job Connect is considerably lower for women.
- Once access is achieved there is a significantly lower success rate of women getting into training
- Once access is achieved there is a significantly lower success rate of women getting financial support.

In the Conclusion (see Section 7) and Recommendations (see Section 8) possible causes for these differences and some suggestions to address them are discussed.

## 5. Reality

### 5.1 Methodology

This section summarises local residents reflections of their day to day 'reality', collected to assess if Job Connect provides their clients with support that matches local 'reality'. The views collected for this section arise from individual semi-structured interviews and a focus group with a total of thirteen local people: eight women, five men. Each person was asked to identify the blocks they face in getting the employment of their choice. Issues that arose from that process have been categorised together and some renamed case studies are interspersed in the text to allow local residents to 'speak' for themselves. They were also asked if they received support from Job Connect and the SBWC. All had had support or were in the process of seeking support from one or the other. Although the sample is a very small one, it supports the quantitative data collected from Job Connect to demonstrate gender differences.

### 5.2 Attitudes towards the mainstream statutory system

All interviewees expressed a clear desire to find work. Both men and women expressed frustration with the mainstream statutory system that provides support in getting jobs or in providing information or access to financial benefits. Male interviewees seemed to accept that they need to deal with the Job Centre in order to find employment. Some men had been able to earn money 'cash in hand' but irregularly. Women saw the mainstream system as being restrictive and bureaucratic, trying to fit people into boxes that did not reflect the complexities of women's lives. In general, interviewees were unclear about whether Job Connect was outside of the mainstream statutory system because it is based in the same building as the Job Centre. Many were able to earn small amounts of money through low paid work such as cleaning or working in local shops to supplement their Benefits.

#### Renee

Woman without children who has done basic training in counselling; now wants to apply for university, but loss of Benefits and lack of information prevents her from taking that route. She wants a seamless service or one-to-one contact with someone who can take her through the process and sort out the finances. She does not want to be passed around several different agencies; the thought of university and lack of money is already daunting.

### 5.3 Perceptions of mainstream system's attitudes toward men and women

Most people reported that they felt as if they were 'looked down upon' by anyone in the mainstream system, some men responded aggressively to the situation. They reported that they were treated as lesser citizens because they were from South Bank or Grangetown. Some individuals felt discrimination because of their previous history or because they were without qualifications.

Women reported that in many cases where there are two parent families, the man is seen as the head of the family and benefits are assessed accordingly. Most women avoided registering as being unemployed, working in low paid part-time jobs that were invisible to the mainstream system. Many reported that the system was too rigid and that

if people did not 'fit the box' then they were unable to get real help from mainstream agencies (see 5.2).

***“When you go to the Benefits office, they still see the man as head of the household if you are married; so if he is on long term sickness benefit, she is dependent on him and means-tested benefits, but unable to have any of the advantages of being unemployed or single parents - like free training”*** Quote from interviewee

#### **Ryan**

Ryan is a young man who had been trained in car valeting. He wanted to set up his own business-told he was better looking out for a job. Was not given any information about specialist support for young people such as business support or the Princes Trust

#### **Kay**

Woman with several qualifications gained through the SBWC. Keen to go onto Access course and potential degree. Blocks- Difficulties accessing public transport because of mental health problems.

### **5.4 Importance of local access to training and work**

Job Connect is based locally in Eston but for many people this was seen as too far. For women, there are additional restrictions of times to get back to children after school/nursery or the problems of taking small children on the bus. Each of the people who had been interviewed had attended some sort of training or personal development in their locality which is not only easily accessible, but also familiar. South Bank Women's Centre and the Kara Family Support project both provide locally run courses in response to community needs.

**Valerie** - Woman with children, considerable voluntary work experience, achieved several qualifications through SBWC and KARA. Working 3 hours a week cleaning. Wants to get off benefits and into full time community work.

### **5.5 Caring responsibilities**

Both areas have significantly higher lone parent households than in Redcar and Cleveland as a whole, and Grangetown has an exceptionally high number of households with dependent children. This is very relevant to an understanding of lifestyle differences between women and men, where the bulk of caring responsibility lies with women.

Research for the project showed that there continues to be an assumption that childcare is a women's job. Additionally, women usually take responsibility for caring for disabled people and older dependents. Statistics that refer to lone parents hide the fact that most are women. Even in two parent families, it continues to be women who carry the responsibilities of caring. In the South Bank area women reported that there was a lack of registered child minders.

*"I always thought that looking after kids was a women's job- until I joined the men's group. Now I can see what an exhausting job it is"* Quote from male interviewee, Kara Family Project.

### **Job Connect Case Studies: support to Lone Parents**

**Male Lone parent** who had been out of work for six years because of parenting responsibilities was given support in training and HGV driving and then able to access a job which fitted in with school hours.

**Female lone parent** who had not worked since having children given support to train in care work and then given placement in residential care home. Went on to accept job in care work and able to continue now that children are teenagers.

## **5.6 Low income**

All the interviewees reported that living on benefits resulted in low income and financial restrictions to their potential to achieve personal goals and aspirations. Small details such as the costs of bus fares to resources outside immediate neighbourhood are prohibitive for people on low income where every penny counts. For example, one man, currently registered unemployed, had previous experience of working as a 'bouncer' on the door of nightclubs. Recent regulations now insist that they now need training which is compulsory, but costs £200. This cost is too much for the individual, but he was offered support from Job Connect.

Women are often responsible for spending the family budget on food etc but are not necessarily in control of incoming finances. Many work 'invisibly' as far as recorded statistics are concerned e.g. local shops, pubs, cleaning for a few hours a week to gain extra cash. Many people who are surviving on benefits are trapped by not being qualified or experienced for jobs that would give adequate income. Many are fearful of the risks associated with giving up benefits and lack information about financial support that is available for people getting into employment. When asked about the kinds of employment interviewees were currently looking for, most suggested jobs that are poorly paid. This was also the case for those people who had higher aspirations in the long term, but were unclear about how to make those changes.

### **Case study from Job Connect**

A local employer was offering 2 hours a week 'training' to an admin worker. The employer was encouraged to pay £15 to a local woman so that benefits were not affected. She stayed and was offered a part-time job at 16 hours on the minimum wage. Lone Parent Advisor showed her that she would be better off and she enjoyed the work so she has stayed.

## 5.7 Mental/ physical health

People's general state of health can also affect their chances of working to their full potential. The 2001 Census asked people to describe their health, over the preceding 12 months as 'good', 'fairly good' or 'not good'. Both areas record high instances of people describing their health as 'not good.'

Health statistics and interviews for this research show a higher proportion of women experiencing mental health difficulties, especially long term mental health problems.

### Jane

Woman with a long history of mental health problems has achieved many qualifications through local training in ICT, childcare, GCSEs. Now feels confident to go on to further training and work: wants to give back to the community.

### Harold

Older man finding it very difficult to get back to work after taking time off to look after his sick wife. Has been refused employment because of age. Contact with Job Connect has helped him get an HGV licence.

## 5.8 Self esteem/self confidence

Interviews with women who have achieved several qualifications through local training showed that although they felt an increase in confidence, this did not necessarily extend to their view of their role in the wider world. Sometimes their view of themselves is primarily as parents rather than as workers or potential professionals.

### Pat

Women with teenage child working in three low paid jobs, has achieved several qualifications in teaching computers. Would like to pursue a career in this but lacks confidence when working with 'professionals' and lacks confidence to see herself as potentially being a 'professional'

*"I've qualifications in ICT, 7307 tutor training certificate, NVQ level 3 in childcare, and Youth Work Training. But I lack confidence when there are important people around."*  
Quote from interviewee.

## 5.9 Traditional attitudes towards gender- external and internalised

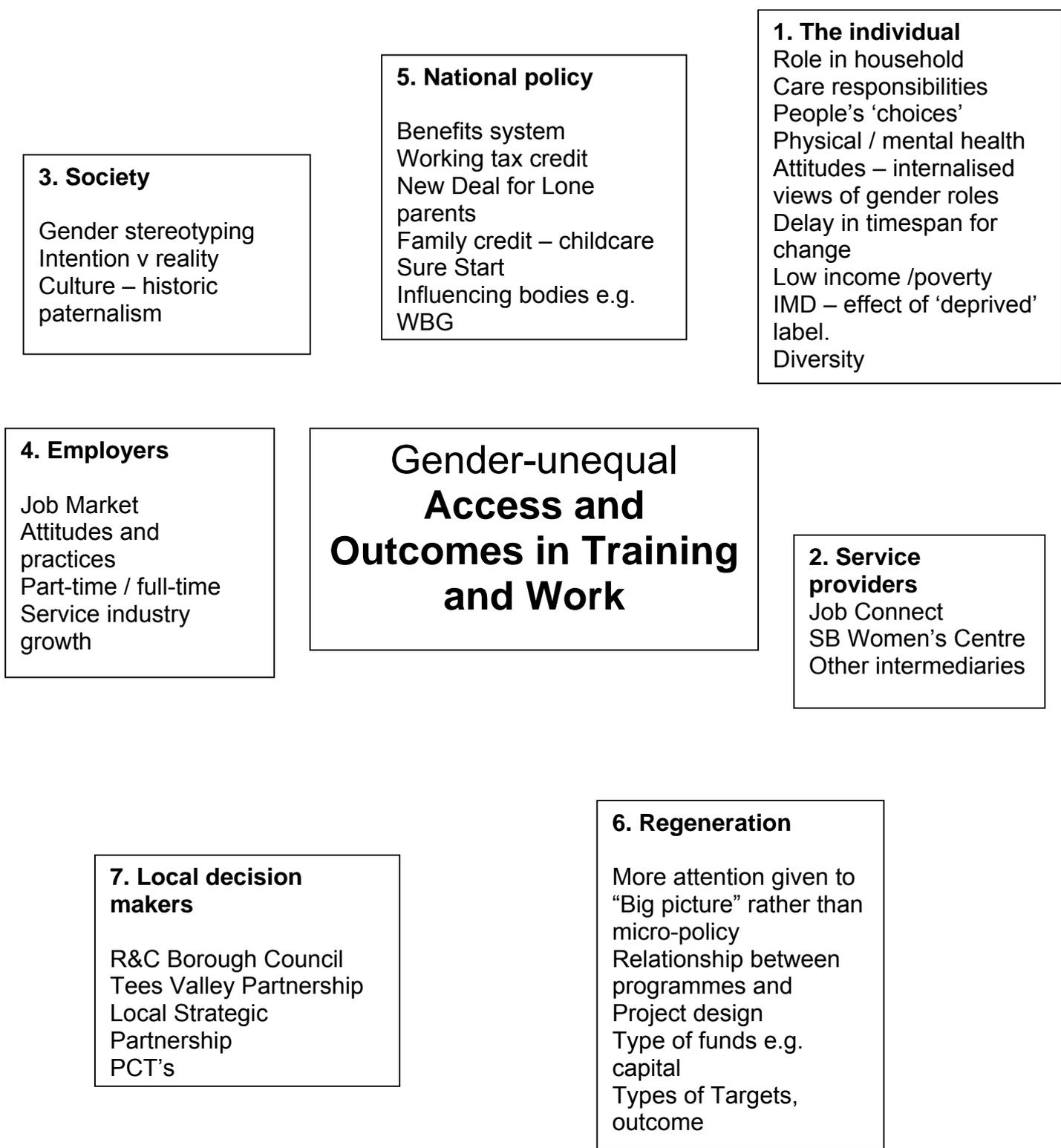
Evidence of continuing gender stereotyping in jobs, whether through limited access or personal choice, is very clear, with retail and health and social care accounting for nearly half of all female jobs, while women in construction amount to less than 1%, and less than 10% in manufacturing.

When asked the question during the research process, 'What did you want to do when you were leaving school?' there were examples of some people who had tried to break out of the gender stereotypical roles e.g. one woman wanted to be a fire fighter, but was laughed at by other pupils and careers advisers as this was seen as a man's job. It is well known that women often refer to themselves as 'just a housewife' even when they have employment or contribute to the social economy as volunteers in the community.

In summary, the reality of people’s lives in South Bank and Grangetown demonstrate the complexity of issues which are faced on a daily basis as individuals navigate the support that is available to them.

## 6. Looking at the Whole Picture

### Factors underlying Gender- unequal Outcomes



The previous diagram sets out the various factors that affect men and women seeking to improve their lives through employment and training. It has been used here to help partners to identify the levels at which change could be effected, and to demonstrate the interplay between them.

## **6.1 The individual**

It is notable that the Northern Way<sup>vii</sup> identified low aspirations as a major issue. However, the men and women living in South Bank interviewed for this Gender Analysis have a high level of interest in finding employment and training in order to be financially self sufficient. All the people interviewed showed a reluctance to stay on Benefits and a real desire to make the most of their opportunities to make changes - even though there are risks associated with change. The women, in particular, have fully embraced opportunities for locally based training, working in the community as volunteers, seeking opportunities for change. A complex set of factors affect each individual in their attempts to make those changes which demonstrate that men and women approach this differently. These include:

- Women generally seemed more likely to think about personal development leading to greater opportunities;
- Men interviewed were mostly keen to get a job to earn money rather than for personal satisfaction;
- Women were more likely to access local training and wider experience through volunteering and community work;
- Women appeared to be more able to 'juggle' work, caring responsibilities, community involvement and peer support.

## **6.2 The service providers**

The research shows that the service providers are aware of some of the complex needs of local men and women. The aims of Job Connect and South Bank Women Centre match what local men and women are looking for.

Council has made a significant step forward in the development of the Routes to Employment website at [www.rce2e.co.uk](http://www.rce2e.co.uk) where South Bank Women's Centre is listed along with the University of Teesside Learn to Return project. This new access point might usefully be improved further by creating a category of 'support and training for women', and maybe similarly for men, in the first drop down list.

Routes to Employment also offers a wider context of training provision and support into work, including 'Start to Connect advisers throughout the Borough, with new access points in community venues such as an internet café with wide screen TV. In the light of the interest of the local authorities across Tees Valley to bid for funds for gender equality work through the Learning & Skills Council, it would be particularly timely if all providers with an interest in targeting support and training to women and men could work together on the design of more accessible targeted services, using innovative ideas, but from a more women-friendly perspective.

## **6.3 Societal attitudes and discrimination**

There is plenty of evidence that societal influences shape people's chances at a local level. Elements that impact on both men and women's chances include their neighbourhood, their parentage, their health, as well as the attitudes of others to all these. Attitudes to gender roles cross-reference with these to create a particularly high risk of poverty and exclusion for women.

Men's risk of poverty is mostly connected to their exclusion from the labour market, whether due to low skills, previous unemployment or a lack of job opportunities. There is also evidence that men sometimes reject employment that bears the label of 'women's work' which also tends to be low paid.

As well as labour market exclusion, women's poverty is closely linked to their family status and caring roles, with women who head their own households having the highest risk of poverty. It is the reason that many women take part-time work, and is the reason why career progression is interrupted.

**“Women act as buffers in poor households. Research shows that women often deny themselves basics, such as food, in order to protect their children and / or partner from the consequences of poverty. Women living in households with an income below the poverty line may therefore experience a more severe poverty than other family members. Poverty is often measured by households, ignoring unequal distributions within households”<sup>vi</sup>**

- 40% of women live in poverty
- 25% of women and 14% of men have a persistent low income
- In 2001-02 average individual income per week was £208 for women and £386 for men. Between 1997 and 2002, women's weekly median individual income as a proportion of men's rose from 46% to 50%
- For 30% of women and 16% of men, benefits and tax credits make up at least three quarters of their income.

## 6.4 Employers

Employers' attitudes and practices are also crucial to a gender – equal future in the area. The shift from manufacturing to service industries should not be seen in terms of 'favouring' one group or another, but be marketed on an equal basis to women and men. Reversing gender stereotyping can be tackled in a range of ways and there are examples of very good employer-led practice in the area, such as positive schemes to encourage girls to consider careers in engineering.

## 6.5 National policy

There are some aspects of gender inequality that it is hard to tackle at a local level. Government has recognised this and has introduced a range of measures that combat aspects of the gendered poverty gap:

- Changes to the Benefits system
- Working Tax Credit
- New Deal for Lone Parents
- Family credit – childcare
- Sure Start
- Children's Fund
- Connexions

There is still room though for playing a part in influencing these programmes at a local level, and also through liaison with national campaign groups such as the Fawcett Society and the Women's Budget Group.

## 6.6 Regeneration

Regeneration bodies tend to write strategies in the macro-economic framework, and so can reinforce some tendencies towards gender inequality by failing to monitor and evaluate the detailed impact of their policies. There is some evidence that apparently gender neutral models and policy-making tools may have an implicit gender bias.

For example, a gender budget analysis of New Deal programmes in the UK revealed that only 8% of funding for these programmes goes to lone parents, of whom 95% are female. Yet 57% of funds go to young people, of whom only 27% are female.

Larger regeneration strategies provide an opportunity to develop gender-mainstreaming mechanisms that can make a difference to women, men and measurable outcomes from large-scale public funding initiatives.

## 6.7 Local decision-makers

There is much emphasis in the current climate on building partnership structures to help deliver improved outcomes for communities, often setting out to embrace public, private and community interests. This is the context which might provide the best chance of developing a more comprehensive gender mainstreaming approach.

The kind of tools that may be useful would include:

- Collection and analysis of gender disaggregated statistics;
- Use of gender budgeting tools:
  - *Tool 1: Gender-aware policy appraisal*  
Designed to analyse policies and programmes from a gender perspective, and identify the ways in which these policies and the resources allocated to them are likely to reduce or increase existing gender inequalities.
  - *Tool 2: Gender-disaggregated beneficiary assessment*  
Implemented to evaluate the extent to which programmes or services are meeting the needs of actual or potential beneficiaries, as identified and expressed by themselves
  - *Tool 3: Gender-disaggregated public expenditure benefit incidence analysis:*  
Used to evaluate the distribution of budget resources among women and men, girls and boys by estimating the unit costs of a certain service and calculating the extent to which this service is being used by each of the groups.

## 7. Conclusion

In conclusion, the steering group for the project looked at the information and data collected in light of the original objectives of the gender analysis.

### 7.1 Resources

The Gender Analysis aimed to collect data to assess how Redcar and Cleveland Borough Council's resources within the Job Connect Programme are allocated between men and women, and the impact of any differences that were apparent. The research identified that:

- Job Connect has set out to support local people into employment from a gender-neutral perspective.
- Figures show that there are significant differences between men and women in the impact of Job Connect, in terms of: access to the service, training and financial support.
- The original bid to the European Social Fund for these services shows that there had in fact been an expectation from the outset, based on experience, that the project would attract unequal numbers of men and women accessing its service. This uneven expectation relates to the relationship that Job Connect has with Job Centre Plus, where clients are, by definition, registered unemployed, rather than from the wider pool of unemployed and economically inactive local people. Statistical data reinforces that while local women are not represented equally within the formal unemployment register, they are more likely than men to be 'workless.'
- In addition, the research has identified that:
  - Women are active in a range of different and less visible ways in the economy, which make accurate analysis of their needs more complex to understand and meet.
  - Job Connect is working within a local labour market where the main labour opportunities can reinforce traditional gender segregation, and where there is a known correlation between 'women's work' and low pay.
  - Job Connect has reported that employers may also hold gender stereotypical views of their workforce needs.
  - Gender stereotyping can be reinforced by men and women themselves as well as by employers and training agencies.
  - The complex financial situation within which many men and women have to negotiate their relative roles in the family unit is relevant to the design of support-into-work initiatives.
- Valuable lessons can be learned from taking a gender analysis approach. Identifying the differences in an apparently gender neutral project can be useful as an initial step to reviewing relevant policies and practices to promote more gender equitable outcomes i.e. gender mainstreaming.
- The outcomes of the Job Connect programme would not be weakened if a gendered approach were adopted. Making the project more accessible for women will make it more accessible to both men and women who are outside the categories of registered unemployed, or who seek to counter stereotypical job roles.

- Gender mainstreaming and the findings of this research could be applicable to other areas of programme spend within the regeneration/economic development budget, or, indeed, within any other services tackling poverty and social inclusion.
- South Bank Women Centre is a local resource providing training and support to over 700 women. Their particular expertise on gender issues can be used to work in partnership with Council and Job Connect to address gender imbalance. In order to achieve that there needs to be:
  - Acknowledgment of SBWC's unique role and low-cost, high value approach.
  - Better use regularly made of the knowledge and experience gained from over ten years of SBWC working on gender issues locally from a holistic perspective.
  - More pro-active partnership working.

## 7.2 Representation and Context

This Gender Analysis aimed to identify the nature of the representation and context for making decisions within Council on the allocation of resources within the Job Connect Programme.

- The research has identified that the context in which Council and Job Connect are working is already indirectly gendered with stereotypical expectations of men and women evident from employers, local community and labour market decisions.
- Representation in the decision making process relating to budgeting takes place at various levels including Redcar and Cleveland Strategic Partnership and Tees Valley wide. An EU Coordinators Group also plays a part in planning the resourcing of key initiatives, and this includes community representation. A gender analysis approach could therefore usefully be developed within these decision-making structures.
- Council could work with SBWC to build on the strong female representation within local strategic bodies. This will help fulfil SBWC's objective to promote local community engagement and empowerment.

## 7.3 Reality

This Gender Analysis aimed to understand whether what is provided through the Job Connect Programme matches the priorities of local men and women, and is provided in ways appropriate to them. Findings show that:

- A complex set of factors influence men and women and their ability to make changes in their circumstances and their own personal development
- Council have evidence that aspirations are low in the area. However, this project shows that many women have high aspirations, but the timescale in which they achieve their goals is a very lengthy and often convoluted process.
- More women are likely to access support through very local projects that are outside of the mainstream statutory provision. This may be their route into mainstream education and generally nearly twice as many adult women as men are in adult education.
- Employment and training support continues to inadvertently reinforce stereotypical roles of men and women.
- The positive response of local people to this Gender Analysis demonstrates that both men and women can develop their own solutions to poverty when their

voices are taken into account. Too often residents in areas that are known to be disadvantaged feel that they are asked for their opinions but their responses are ignored. Some very specific examples from this project show the importance of very locally based support for both men and women is essential.

- Gender inequality can stem from the complex interplay between personal, community, commercial, private and public influences.

## 7.4 Report

Each of the lead partners in this Gender Analysis has interests in sharing the findings in such a way that they contribute to future decisions and practice development. Oxfam's interests in funding the research project have stemmed from an interest in highlighting gender equality issues and promoting gender tools, including gender analysis and gender budgeting, at a local authority level. There is also some interest in capturing the learning and disseminating the findings, in agreement with project partners, to a wider strategic audience to encourage similar work elsewhere. Other local partners are keen to ensure that any future mechanisms for reporting the findings should be presented in such a way that a range of stakeholders easily understands them.

Implications of this commitment include:

- The need to simplify the language and practice of gender budgeting to make it appropriate to the local context, and to ensure that the methods used and proposed are recognised as relevant by local decision-makers.
- Taking these perspectives into account, the focus of this report falls most clearly within the range of three basic gender analysis tools:
  - analysis based on actual quantitative expenditure;
  - measurement of the programme based on expectations held by its potential clients on a gendered basis;
  - further discussion with a view to informing policy development and appraisal in future.
- It is also important to recognise the views and aspirations of local people who have taken part, and if possible to offer the opportunity for these to be voiced by them directly. South Bank Women's Centre is well-placed to enable this to happen.

## 8. Recommendations

The following recommendations are made for the consideration of Council, SBWC and Oxfam UKPP:

- Gender mainstreaming and the findings of this gender analysis could be applicable to other regeneration/economic development and anti-poverty/social inclusion activity service areas of Council and other service providers.
- A gender analysis approach can be useful as an initial gender mainstreaming step to review relevant policies and practices and promote more gender equitable outcomes.
- Simplify the language and practice of gender budgeting to make it appropriate to the local context.
- In order to achieve equal access for men and women Council, SBWC and Oxfam need to give careful consideration to how best to address the imbalance between men and women's access and support into work.
- Partnership working between Job Connect, the South Bank Women's Centre and other local providers could be developed further.
- The profile of Job Connect amongst potential clients needs to be raised locally.
- Making the project more accessible for women will make it more accessible to both men and women who are outside the categories of registered unemployed, or who seek to counter stereotypical job roles.
- Gender unequal attitudes can be addressed by working with men as well as women.
- Services delivered through local community-based projects and venues that are seen to be outside of statutory provision can help to create improved access.
- The number of female clients arriving at Job Connect would be increased by working in partnership with South Bank Women's Centre, Sure Start and other similar organisations.
- Full consideration could be given to the appropriate role and resources needed to offer support and training targeted at women, such as women-only space and activities.
- Connexions and other advisors to young people and employers at a local level could build further on work in schools to avoid the effects of gender stereotyping.
- Employers known to Job Connect can be encouraged to sign up to gender and other workplace equality standards and award schemes such as Opportunity Now.
- Job Connect could monitor incidences of employers displaying gender bias.
- Positive incentives could be explored for people considering work in a non-traditional gender role such as employer-led schemes to encourage girls to consider careers in engineering.
- Individuals would prefer opportunities for sustained one to one support and guidance.
- Local People be offered the opportunity to voice their views and aspirations directly (to Council) with the assistance of the South Bank Women's Centre.
- Strategies to reduce poverty need to recognise that poverty affects women and men differently.
- Council work with SBWC to build on the strong female representation within local strategic bodies.

## **9. Acknowledgments**

Fourth Action would like to thank the men and women of South Bank and Grangetown who gave their time to be interviewed, who showed such interest in the Gender Analysis. Also thanks to Job Connect, South Bank Women's Centre, Redcar and Cleveland Borough Council and Oxfam UK Poverty Programme for their contribution to each stage of the research process.

RJ/JL March 05

## 10. References

<sup>i</sup> CDX Strategic Framework for Community Development, at [www.sccd.org.uk](http://www.sccd.org.uk)

<sup>ii</sup> Women's Budget Group at [www.wbg.org.uk](http://www.wbg.org.uk)

<sup>iii</sup> Excerpts from 'Gender Budgets make Cents' by Debbie Budlender, Diane Elson, Guy Hewitt & Tanni Mukhopadhyay, Commonwealth Secretariat, 2001

<sup>iv</sup> <http://www.nomisweb.co.uk/tml/-earnings>

<sup>iv</sup> Eston Regeneration Strategy

<sup>vi</sup> Gender & Poverty 2004, Fawcett

<sup>vii</sup> Making it Happen: The Northern Way, Office of the Deputy Prime Minister, 2004 at

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