

# **Report of the Head of Human Resources & Organisational Development**

## **Corporate Services Cabinet Advisory Committee – 29 March 2017**

### **GENDER PAY GAP PROJECT - UPDATE**

#### **1.0 Background**

This Briefing Note provides an update to the Corporate Services Cabinet Advisory Committee following on from previous reports received.

- 1.2 The Welsh Specific Equality Regulations 2011, the so-called 'Equal Pay Duty', requires the Council to address not only disparities of pay but also to address the structural labour market factors that can cause gender pay gaps. Hourly pay gaps are straightforward – there is a difference in rates of pay between men and women. Structural pay gaps are slightly more complex to identify – this is when there are significant gender differences between and across grade structures and working patterns (Full Time and Part Time, contract types etc.).
- 1.3 With this in mind, and following discussions with the Committee, the Head of HR&OD invited Dr Alison Parken of Cardiff University, the leading research specialist in this area, to undertake further analysis of our workforce data. We are continuing to evaluate our data in order to assist with developing an action plan, if required, to ensure we comply with the above regulations.
- 1.4 The research has highlighted a number of issues, which are outlined in section 2 below.

#### **2.0 Research into Gender Pay Gaps in City and County of Swansea workforce**

- 2.1 Dr Parken's overview of 'whole workforce' data follows on from the previous data reviews, and we have included further analyses of the following areas:
  - relief/temporary workers data
  - 'multiple' post-holders and the size of this 'issue'
  - Chief Officers / HOS data included in the GEPA tool
  - review gender and working patterns in grades 8-12 (pipeline analysis)
  - gender and working patterns from a Job Families perspective
  - comparisons with other Local Authorities regarding gender split and working patterns
- 2.2 Full time work is usually most associated with mid to higher graded work, while PT is associated with the lowest three grades. These patterns will inevitably create and sustain gender pay gaps.

- 2.3 There is a higher stock of full time jobs in this employment when compared to other local government workforces in Wales, but no difference in the percentage of that stock held by women at 17%.
- 2.4 Women are more than twice as likely to be in temporary work than men.
- 2.5 Most temporary jobs are part time, therefore the addition of temporary full time jobs only brings the percentage of women working full time up to 21%.

### **3.0 Pay**

- 3.1 In grade hourly pay differences look to be in the normal scale range – so no equal pay issues – just the distribution between grades, contract types and working patterns (occupations?) producing an overall pay gap of 14%.
- 3.2 It's not surprising to see women earning more on a full time/full time comparison as their FT employment is skewed to higher grades whereas men are more likely to work in this pattern throughout the grade structure (-21%).
- 3.3 Annual pay demonstrates the penalty for low graded part time work for women: a pay gap of 38% (33%) and women's average part time earnings of £8,974. Again nothing particularly unusual here in respect of LG employment structures but an issue of low pay, which is why long-term change needed.
- 3.4 The elite – permanent full time roles are dominated by men – at 28% of the workforce they hold 60% of all these jobs, with 69% of all men working in this contract type/pattern. Teaching roles increase the number of women in permanent full time work but this does not change the overall gender imbalance in the holding of better paid permanent and full time work/route to progression.
- 3.5 In general recruitment to all posts is considered as being on best for the post, and FT/PT considerations are secondary and always accommodated as far as we can, including new appointments

### **4.0 Establishment information (how posts are structured, including Schools, teachers and Chief Officers):**

In general, the current establishment is structured to support permanent part time working on a relatively equal footing with permanent full time working, and our current policy to support all requests for part time working is therefore reflected here.

<b>Permanent posts 66%</b>	<b>Temporary Posts 34%</b>
Full time posts 35%	Part time posts 65%

**Permanent posts are offered:**  
 55% full time                      45% part time

**Temporary posts are offered:**

18% full time                      82% part time

**Establishment posts held by Women:**

72% of the whole workforce

62% of all permanent posts, 48% of FT permanent posts

84% of all temporary posts

88% of all part time posts

**Establishment posts held by Men:**

28% of the whole workforce

35% of permanent posts, rising to 57% of all full time permanent posts

16% of temporary posts

12% of all part time posts

However the female workforce are under-represented in the FT PERM workforce and over-represented in the PT TEMP workforce. Crucially, 60% of the male workforce occupy the full time permanent posts, considered to be the premium roles in the workforce, and the women are overwhelmingly in the lower paid part time roles.

**5.0 Review of Job Families**

The job families analysis also shows that these posts are in the Social Care and Operations families, predominantly populated by the female workforce.

**5.1 Overview:**

- The majority of our posts are allocated to Social Care and Welfare family, closely followed by the Operations family
- The family with the least posts allocated is the Community and Customer Engagement family
- The majority of Full time posts are allocated to the Operations Family
- The fewest full time posts are allocated to the Teaching Assistants subset of the Learning and Development Family
- The majority of part time posts are allocated to Teaching Assistants subset of the Learning and Development family

5.2 If excluding TA's, most FT posts are in the Ops family, followed by the SCW family, the majority of PT posts are allocated to SCW then Ops.

[See the table and graph at the end of Appendix 1 for further breakdown].

**6.0 Comparison with other Local Authorities**

The Workforce Planning specialist requested specific data from other Local Authorities across South Wales, but there was no response, therefore the only national data available for comparison is WLGA Workforce Benchmark Survey data which indicates that:

- Gender split across Local Authorities in Wales is very similar to Swansea, but with one authority in South Wales at the top with 29%/71% male to female split, and another at the other end of the scale with 20%/80% male to female split. Swansea, with 25%/75% is in the middle of the spectrum.
- Full time to part time split, however, shows that LA1 has 52%/48% as the FT/PT split, and the majority of Councils follow this trend. Swansea's 70% PT workforce stands out as an exception. There are a number of reasons for this, for example, all staff that request part time working arrangements are approved, and we currently do not have a set policy regarding part time hours contracts – hours are agreed individually by manager and employee.

For more detailed information on the above summary, please see Appendices.

## **7.0 Policy Analysis and Workforce Engagement**

Dr Parken suggested in her previous data report that there is very little to concern the authority with regard to the Gender Pay differences across the general workforce at this time, but there could be some work undertaken regarding a review of our HR policies. We propose that the above data and equality issues are reviewed as part of the general policy review process when appropriate during 2017/18, and this will be included in our Action Plan.

We are currently reviewing our workforce reporting mechanisms, and taking forward new software to assist with more accurate and relevant reports being produced to assist with workforce management generally. If further data analysis demonstrates that there are reasons for concern we will bring this to the attention of the CAC and suggest appropriate actions.

## **8.0 Summary**

8.1 As the data review has indicated so far, Swansea is a fairly typical public sector organisation where, within the workforce:

- The majority of staff are female
- The majority of staff work part time (ranging from a few hours a week up to 36 hours per week – full time is classed as 37 hours)
- The majority of staff are on salaries from Living Wage up to the national average (£25K)
- We have parity of hourly rate between men and women generally across the same grade, with some slight fluctuations as we go up the grade scale (women generally are on slightly higher hourly rate)
- In higher grades there are more men in Full Time roles than women, but it is important to note that any request for part time working at all levels is always considered in line with business needs, and not automatically denied due to the level of the post.

## **9. Outcomes**

- 9.1 In 2017, further action will include:
- We will look into the employees employed on temporary contracts and ensure that these are not erroneously continuing as 'temporary'
  - Ensure that our current commitment to 3 month reviews of relief employees continues into 2017/18
  - We complete a data cleansing programme which we aim to complete by March 2017 (including review of vacant posts etc.)
- 9.2 Multiple posts – according to Dr Parken this is an area that we need to investigate further in 2017. We propose undertaking data cleansing of the establishment and relief employee data in the system before we take this further.
- 9.3 We propose to draft an Action Plan in Spring/Summer 2017, outlining what we have done so far and the actions we have reported here.
- 9.4 We propose that the CAC table this item as an annual review topic - which we will include as part of our 'best practice' monitoring in the Action Plan.

### **Contact Officers**

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Report includes data analysis and comments by Dr Alison Parken, Cardiff University.

Updated 9 January 2017

## Appendix 1 – Data Analysis Detail

Note: The following includes data analysis undertaken by Dr Parken of Cardiff University and additional data analysis of specific workforce areas undertaken by the workforce planning specialist.

### a) Dr Parken's summary of the Whole Workforce Data:

This review updates the analysis undertaken in July by including Education staff, Chief Officers and Directors (in red) (casuals excluded).

#### Overview

10665 employees/ 12572 employees

Gender Composition: women 72% and men 28%. 78%/22%

Stock of jobs: 35% are offered on a FT basis and 65% PT 43%/57% - education increases stock of FT jobs

62% of posts are permanent, 37% temporary, 1% casual (discuss the meaning of casual, recent reduction in numbers here?). 66% permanent/ 34% temporary

Half of permanent posts are offered on a full time basis, half part time. 55%/45% - 5% increase in number of FT posts available

Men hold 35% of all permanent jobs (over-representation) 34%

Women hold 65% of all permanent jobs (under-representation) 66%. But addition of Ed/COs makes little difference to gender share of permanent posts or temporary posts.

Men hold 16% of all temporary posts, women 84% (over-rep) 16%/ 84%

Men hold 57% of all full time posts (over-representation); women hold 88% all PT posts (over-representation) (3815 FT, 6850 PT) 50%/ 87% (5378 FT/ 7194 PT). women's share of FT posts increases with addition of Ed.

Crucially men hold 60% of all full time permanent posts – the route to progression. This is also the route to 'making work pay' in low grades posts (women overwhelming working PT in low grade posts). 52% - women's share of full time permanent posts increases to 48% with the additional of education (no doubt teaching roles) but men hold more than twice as many FT Permanent jobs than their representation would suggest at 22% of the overall workforce.

Women are over-represented in part time permanent jobs and temporary jobs.

#### Gender Contract type and working pattern

78% of men work on permanent basis, 73% work on a full time basis (and 27% part time (high rate to part time work for men – what do they do/grades?) 80%/ 77% FT (three quarters of men), 23% PT

69% of men work on a full time permanent basis. 68%

55% of women work on a permanent basis, 21% work on a full time basis, 79% work on a part time basis. 60%, 30%, 70%

17% of women work on a full time permanent basis (progression issues) – 24% (a quarter)

Clear imbalance here by contract type and working pattern, further illustrated by women holding 89% of all part time permanent jobs (89%).

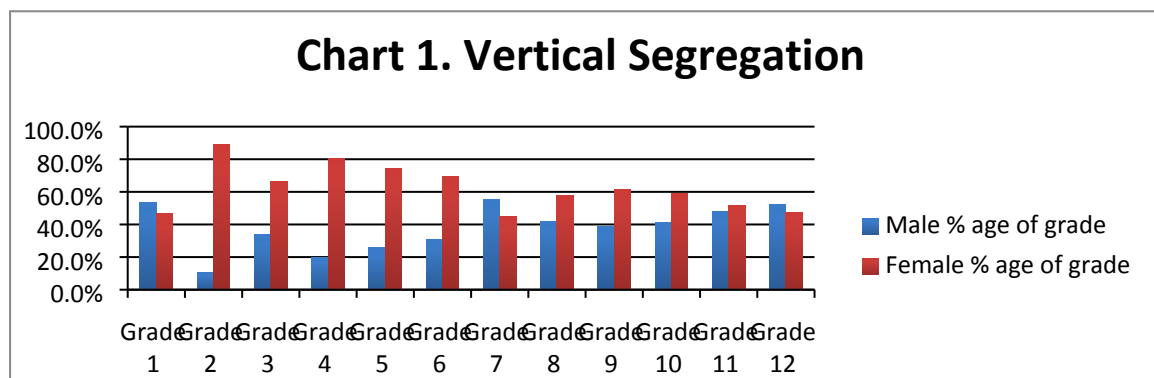
38% of women are employed in permanent part time work (36%) and 39% on temporary part time work (34%)

21% (20%) of men work on a temporary basis compared of 44% of women (40%). Of 80 casuals, 72 are women working part time (lowest grades?) (casuals excluded from the larger data set).

### Grade Distribution

This changes little as Ed/Cos not in GR (would need to assign a GR to pick out grade distribution changes? – teachers – ed psych equivalent to GR??) Given the gendered distribution of permanent and full time work, it is not surprising that women dominate the lower grades: 1- 5 particularly.

Chart 1 shows that women are 89% of Grade 2 workers. Nearly 100% of women in this grade work on a part time basis (99.74%) In GR 2 15% of men work on a FT basis, and 85% part time.

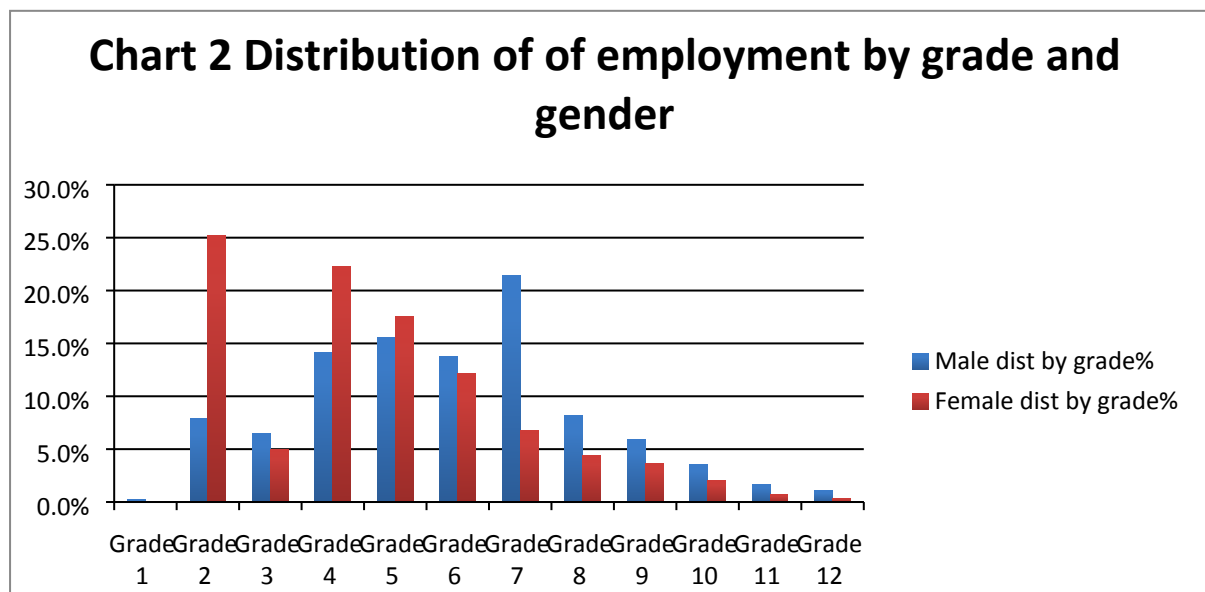


Women comprise 66% of Grade 3 workers with 88% working on a part time basis. Conversely, of men in Grade 3, 58% work on a full time basis. This is often a legacy of the 'breadwinner' model and national pay agreements. The question we need to address is why men's work in lower grades is more likely to be arranged on a full time basis and women's part time. Is it the requirement of the job or sets of gendered assumptions?

Adding the multiple job data to analysis of these grades, contracted vs. actual hours and consultation with staff, will also help to address the 'choice' questions.

Men are over-represented as a percentage of workers in each Grade 6 onwards in relation to their overall proportion of the workforce. They are more than half of all staff at Grade 7, and 12, almost half at Grade 11. Pipeline and progression issues are bound to impact on pay gaps.

Analysis of the distribution of men and women's employment within grades shows that 45% of men work at Grade 6 and above compared to 30% of women.



Just over half (52%) of women work in grades 1-4 compared to 28% of men.

Employment in the top 4 grades accounts for just 6.7% of women's work, compared to 12.3% of men's.

Questions arise as to the kinds of jobs these are – professional and managerial, and whether there is a pipeline for some of them (what is being done to ensure women are in the pipeline) or whether external appointments comprise the majority of these posts.

The top of Grade distribution shows the usual bias towards permanent full time working. However, permanent part time working is available in the higher grades; 21% of jobs in Grade 8, and 24% of jobs in Grade 9 are offered part time. However, at Grade 10 the proportions are 15%, GR 11 - 5%, and 10% at Grade 12 respectively.

Women are the vast majority of employees working in this pattern at these grades. The question of the possibility of progression from PT working in higher grades needs to be assessed.



## b) Additional Analysis

### Outcome of Pipeline Analysis:

Median Profile grades 8-12

- Median Age for grades 8-12, men and women is 47
- Median Age for grades 8-12, Females is 45
- Median Age for grades 8-12, Males is 49

Detail as below:

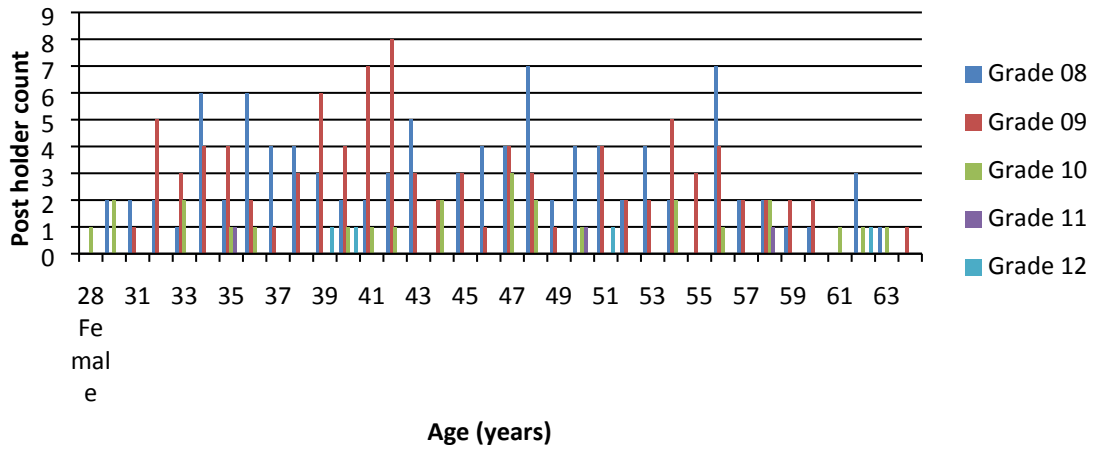
Count of Staff ID	Grade	Working Pattern		Grand Total
		FT	PT	
Female	Grade 08	242	97	339
	Grade 09	185	94	279
	Grade 10	118	26	144
	Grade 11	55	3	58
	Grade 12	22	4	26
<b>Female Total</b>		<b>622</b>	<b>224</b>	<b>846</b>
Male	Grade 08	236	10	246
	Grade 09	159	21	180
	Grade 10	95	8	103
	Grade 11	48	1	49
	Grade 12	30	2	32
<b>Male Total</b>		<b>568</b>	<b>42</b>	<b>610</b>
<b>Grand Total</b>		<b>1190</b>	<b>266</b>	<b>1456</b>

Grade 8-12 General profile:

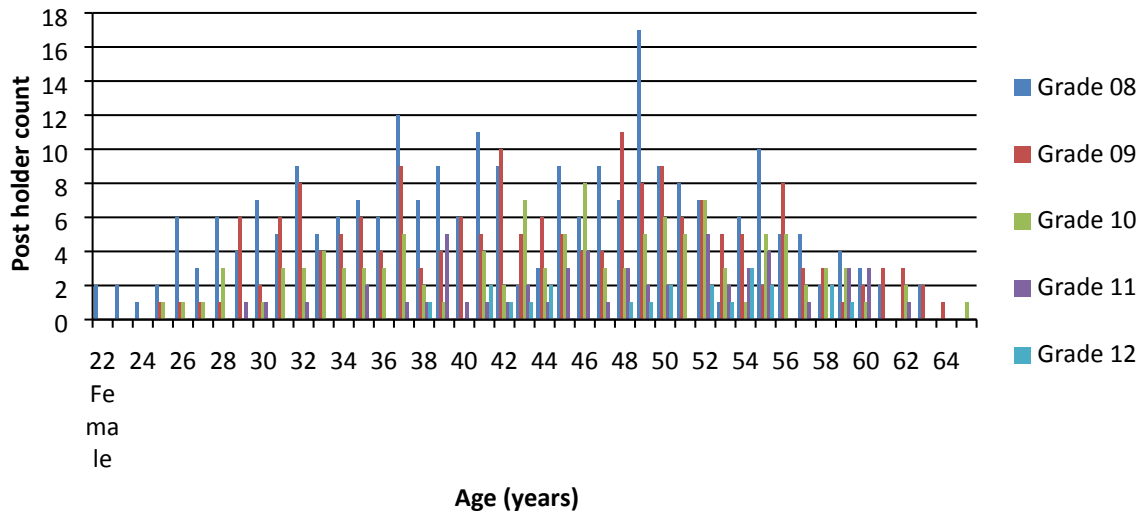
Female total = 846, women over 40 FT = 415, PT = 154, 67% of group are over 40  
Male total = 610, men over 40 FT = 447, PT = 40, thus 80% of group are over 40

Details shown below:

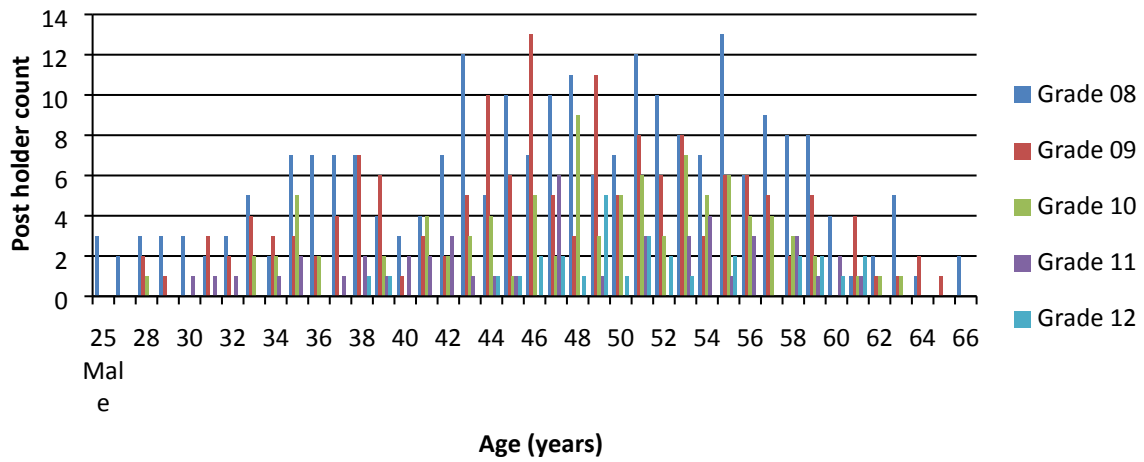
### Female PT - Age profile Grade 8 and above



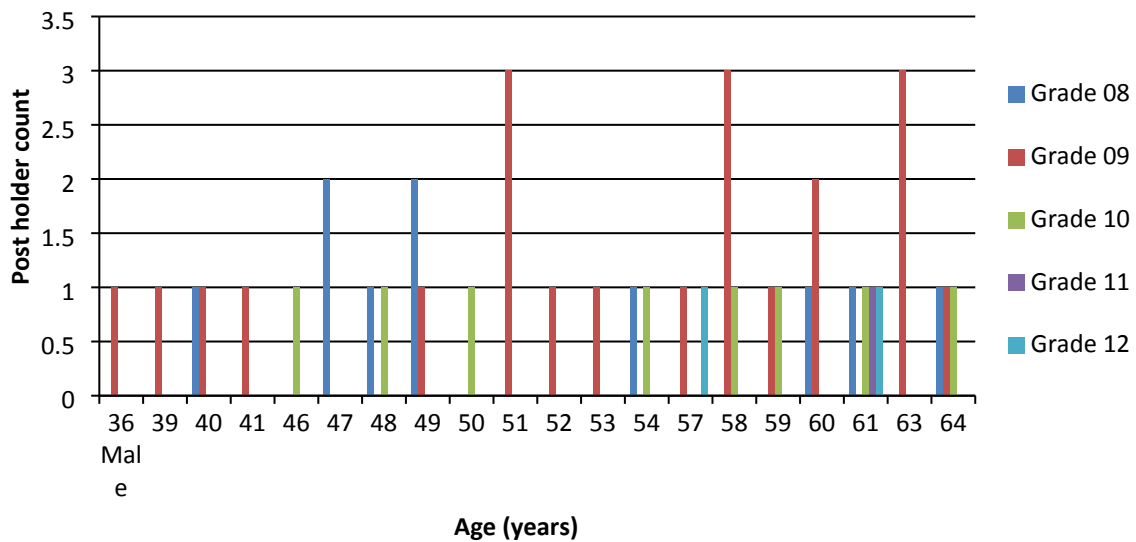
### Female FT - Age profile Grade 8 and above



### Male FT - Age profile Grade 8 and above



### Male PT - Age profile Grade 8 and above



### Gender Comparison Grades 1-7

Median age for men and women = 47

Total women = 6672, median age = 50

Total men = 2356, median age = 52

Total women over 40 = 4477, median age in this group = 50

Total men over 40 = 1589, median age in this group = 52

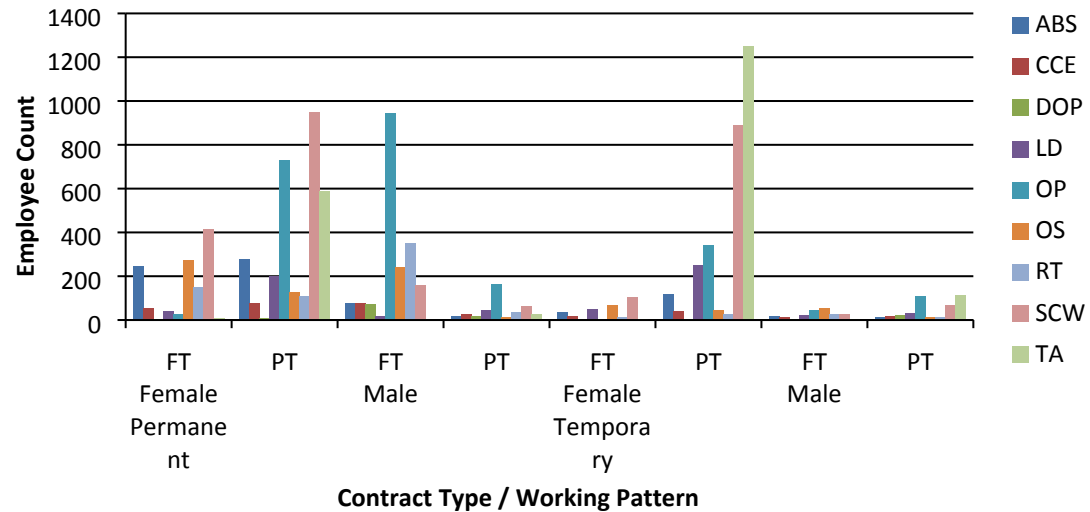
Therefore, 67.1% of female workforce, grades 1-7 is over 40

And 67.4% of the male workforce, grades 1-7 is over 40

### Job Families Gender Analysis (Teachers, Education Psychologists and Chief Officers excluded)

			Job Family										
Contract Type	Gender	FT/PT	ABS	CCE	DOP	LD	OP	OS	RT	SCW	TA	Grand Total	
Permanent	Female	FT	243	53	1	39	26	274	147	415	5	1203	
		PT	275	75	7	201	728	127	106	949	586	3054	
	<b>Female Total</b>		<b>518</b>	<b>128</b>	<b>8</b>	<b>240</b>	<b>754</b>	<b>401</b>	<b>253</b>	<b>1364</b>	<b>591</b>	<b>4257</b>	
	Male	FT	75	74	72	17	941	242	348	156		1925	
		PT	18	26	15	44	162	13	33	64	25	400	
<b>Male Total</b>		<b>93</b>	<b>100</b>	<b>87</b>	<b>61</b>	<b>1103</b>	<b>255</b>	<b>381</b>	<b>220</b>	<b>25</b>	<b>2325</b>		
Permanent Total			611	228	95	301	1857	656	634	1584	616	6582	
Temporary	Female	FT	34	15		50	4	68	13	104	1	289	
		PT	117	41	3	247	342	44	24	887	1249	2954	
	<b>Female Total</b>		<b>151</b>	<b>56</b>	<b>3</b>	<b>297</b>	<b>346</b>	<b>112</b>	<b>37</b>	<b>991</b>	<b>1250</b>	<b>3243</b>	
	Male	FT	16	11	1	21	45	51	25	24	1	195	
		PT	12	16	21	31	107	11	13	65	114	390	
<b>Male Total</b>		<b>28</b>	<b>27</b>	<b>22</b>	<b>52</b>	<b>152</b>	<b>62</b>	<b>38</b>	<b>89</b>	<b>115</b>	<b>585</b>		
Temporary Total			179	83	25	349	498	174	75	1080	1365	3828	
Grand Total			<b>790</b>	<b>311</b>	<b>120</b>	<b>650</b>	<b>2355</b>	<b>830</b>	<b>709</b>	<b>2664</b>	<b>1981</b>	<b>10410</b>	

## Job Families Analysis



### Legend:

ABS	Administration and Business Support
CCE	Customer and Community Engagement
DOP	Drivers (Operations sub family)
LD	Learning and Development
OP	Operations
OS	Organisation Support
RT	Regulatory and Technical
SCW	Social Care and Welfare
TA	Teaching Assistants (LD Sub Family)
	*Soulbury/Chief officers and teachers excluded