

GENDER PAY GAP STATISTICS

March 2017

This paper is an updated version of Working Paper 16 Statistics published in 2016. It provides the latest gender pay gap statistics for Scotland and revisits the complexities of measuring and reporting on the pay gap.

Introduction

This paper provides information on how to calculate and report on the gender pay gap. It aims to explore some of the complexities around different methods of calculation and why it is important to understand what is behind the information reported in the media. It is hoped this will be useful for businesses and organisations that are looking to generate, and report on, their pay gaps. It will also be useful for those interested in gender disaggregated statistics, and those who support organisations and businesses to challenge gender inequality in the workplace.

What is the gender pay gap?

The gender pay gap is an important indicator within the wider socio-economic context as it enables industries, regions and countries to benchmark their performance in challenging gender inequality in the workplace. This is partly due to the fact that the gender pay gap i.e. the difference between women and men's earnings, is a global phenomenon and the causes of the pay gap are symptomatic of wider issues relating to the persistent undervaluing of women's contribution to the economy. As a result, the gender pay gap is linked to a number of legal, social and economic factors which go far beyond the single issue of equal pay for equal work.

Annual Survey of Hours and Earnings

The UK Office for National Statistics (ONS) produces data on the hourly earnings of women and men in the Annual Survey of Hours and Earnings (ASHE). Data on employees' earnings is drawn from payslip information and reported every year in a number of tables accessible to the public. The ASHE tables provide information about the levels, distribution and make-up of earnings and hours paid for employees within

industries, occupations and regions. It also provides data on earnings for employees by sex for full-time and part-time workers. Further breakdowns include by region, occupation, industry, region by occupation and age-groups.

The provisional ASHE results are released at the end of each year and contain the revised survey results for the previous year. The revised results include corrections identified during the period of validation as well as any late returns to the survey.¹

Until 2011 the ONS calculated the ASHE results using the Standard Occupational Classification (SOC) codes from 2000. During 2011 the ONS recalculated the pay gap using the new SOC codes for 2010. This revision resulted in a UK gender pay gap of 10.5 per cent, larger than the previous figure of the same year which had used the old SOC codes. The ONS has explained this difference as a reclassification of managerial/senior occupational role to exclude supervisor. Therefore a number of women in the survey who would have previously been classified as managerial/ senior occupational group are now grouped into lower paid roles of supervisor. The ONS advises that SOC 2010 has a purer definition of the manager/senior occupational group. This also signifies the start of a new time series with regard to analysing longer term trends.

In 2014, the methodology was changed to account for the apprentice National Minimum Wage rate for those aged 16 to 18, or 19 and over and in their first year of apprenticeship training. Using the new methodology the data showed that there were fewer people being paid less than the National Minimum Wage than in 2013. However, using the previous methodology, this number had actually increased by 29,000. This means that it will be difficult to compare data generated using the old methodology with data calculated using the new methodology.

From the tables it is possible to calculate the gender pay gap for the whole of Scotland, and for different occupational groups and age groups at a UK level. Requests can be made to analysts at the Scottish Government to find out the pay gap for local geographical areas e.g. Highland and Islands region or for specific economic sectors e.g. energy.

Calculating the gender pay gap

The gender pay gap is a complex issue and there is no definitive way in which to report a single figure which fully captures those complexities.² There are a number of factors to consider when reporting on the pay gap and it is important to understand what the different statistics indicate.

¹ONS (2014) *Annual Survey of Hours and Earnings revised results*
<https://www.ons.gov.uk/releases/annualsurveyofhoursandearningspensiontables2015provisionalresults/releases/annualsurveyofhoursandearningsintheukprovisional2016andrevised2015>
Accessed March 2017

²Hicks, S., and Thomas, J. (2009) *Presentation of the Gender Pay Gap*, ONS

The Government Equalities Office uses the median hourly earnings (excluding overtime) to report on the pay gap, whereas the Equality and Human Rights Commission for example uses the mean. The ONS reports ASHE with both the mean and the median measurements, but its statistical bulletin will ‘give prominence to the median’³. ASHE does not include the self-employed or those earning below the ‘pay as you earn’ (PAYE) income tax level, but it is possible to consider additional groups of people by integrating the Labour Force Survey results.

The denominator is the number under the line in a common fraction, such as 2 in $\frac{1}{2}$. The denominator used to calculate the gender pay gap is normally either the men’s full-time or overall figure. Most analyses provide a figure that uses a like with like comparison for example men’s full-time earnings as the denominator for the full-time figure and part-time compared to part-time for the part-time pay gap. The ONS and the Scottish Government reports in this way, the Scottish government does report a pay gap with women’s part-time pay compared to men’s full-time pay, but only provides analysis on the part-time comparison. It can be useful to provide an analysis of the part-time pay gap using the men’s overall figure, as this number allows for comparability to the headline figure. The men’s overall figure captures both full and part-time male workers, so is a useful way to measure women’s part-time earnings against an average of all male earnings which has taken into consideration part-time male workers, but which is still balanced for women’s lower earnings.

Survey results

The headline gender pay gaps reported in the media may differ according to the region, the average measurement used, and whether the headline figure combines the full-time and part-time earnings. Table 1 illustrates the different pay gap figures in Scotland for 2015 and 2016.

Table 1: Pay gap measurements: comparing mean and median in Scotland 2015 and 2016				
Pay gap in Scotland	2015		2016	
	Mean	Median	Mean	Median
Overall figure (all women/all men)	14.8%	16.8%	14.9%	15.6%
Comparing women and men’s full-time hourly rates of pay (excluding overtime)	10.6%	7.2%	10.7%	6.1%
Comparing women’s part-time and men’s full-time hourly rates of pay (excluding overtime)	33.5%	35.0%	32.2%	33.1%
Comparing women’s part-time and men’s overall (all men) rates of pay	31.9%	31.7%	30.1%	30.0%

Source: ONS Annual Survey of Hours and Earnings

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>

Accessed November 2016

³Hicks, S., and Thomas, J. (2009) *Presentation of the Gender Pay Gap*, ONS

The *median average* is calculated by finding the midpoint in all employees' hourly pay and discarding the lowest and highest rates of pay or 'outliers.' Therefore, half of the employees' earnings will be above the midpoint and half will be below the midpoint. The median, from a robust statistical perspective, is a more accurate measure as it is not skewed by very low hourly pay or very high hourly pay. However, as the very high paid people tend to be men, and the very low paid people tend to be women, its use can obscure some gendered differences.

The mean average is calculated by adding all employees' rates of pay together and dividing by the total number of employees. The mean includes the lowest and highest rates of pay. This will include a number of low paid employees, who are more likely to be women. International measures also use the mean when calculating the pay gap, which enables comparisons to be made with other countries, for example the global gender pay gap.

The European Commission uses the overall figure as it provides a fuller analysis of the economy as a whole whilst still capturing the complexities within it, and affords comparison between EU member states⁴.

The overall figure includes full and part-time earnings and although not adjusted to account for individual differences in working patterns is useful to give an overall picture of gendered pay inequalities in the labour market.

More women work in lower paid, part-time work, which in statistical reporting is referred to as the 'part-time effect'.⁵ The full-time figure of 10.7 per cent illustrates the size of the gender pay gap when the part-time effect has been controlled for, although it is important to note that the 'part-time effect' is itself gendered.

The majority of part-time workers are women (75 per cent) and just under half of employed women are working part-time, 42 per cent compared to 13 per cent of men.⁶ Men are also less likely to be in part-time positions over a long period of time.⁷ Part-time work is usually in low-paid and undervalued work, and wages are more likely to be lower in female-dominated workplaces than male-dominated workplaces or workplaces which are more diverse. This is also true for the UK as whole.

⁴ The Gender Pay Gap in the European Union Factsheet http://ec.europa.eu/justice/gender-equality/files/gender_pay_gap/gpg_eu_factsheet_2015_en.pdf accessed Jan 2017

⁵ ASHE 2009 notes (as cited in Scottish Government (2010) *Gender Equality Scheme Annual Report*, Scottish Government, pg 82).

⁶ ONS *Regional Labour Market Statistics*

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/datasets/headlinelabourforcesurveyindicatorsforscotlandhi11> Accessed February 2017

Note: The split between full-time and part-time is based on self-classification and excludes temporary workers.

⁷ Grant, L., Yeandle, S., and Buckner, L., (2005) *Working below potential: women and part-time work* EOC Working Paper Series no. 40. Manchester: Equal Opportunities Commission

Since the 2007-8 recession there has been growth in both men and women's employment levels, women's employment rates in particular experienced a significant surge. At the same time there has also been an increase in low paid and insecure work, which can be seen in the rise of workers with more than one job, and zero hour contracts. Women's employment levels are currently slightly higher than pre recession levels (2016 70%). When workers are working fewer hours than they want it is defined as underemployment.

The National Living Wage

The figures in the ASHE release capture the initial impact of the new National Living Wage (£7.20), a mandatory minimum wage for employees aged 25 or over, which was introduced on the 1 April 2016. This was an increase of 50p per hour relative to the current National Minimum Wage rate or equivalent to £910 per annum for a full-time worker. The new minimum limit was introduced in April 2015 to improve the living standards of working class families, with a target of reaching £9 per hour by 2020. This falls short of reaching the independently calculated living wage⁸ figure of £8.45 across the UK and £9.75 for London, which is released annually. The National Minimum Wage is still in effect for most workers over school leaving age with a few exceptions including self-employed workers and voluntary workers.

How has the pay gap changed?

The ASHE results for 2016 indicate a slight increase in earnings for Scotland when comparing women and men's overall hourly pay. Table 2 shows the percentage change in overall hourly pay, excluding overtime, for men and women. The increase in women's hourly pay from 2016 is greater compared to men for both the mean and median measurement.

	Median pay excluding overtime			Mean pay excluding overtime		
	2015	2016	% Change	2015	2016	% Change
Men	£13.09	£13.22	+0.9	£15.98	£16.40	+2.5
Women	£10.89	£11.16	+2.7	£13.62	£13.96	+2.7

Source: ONS *Annual Survey of Hours and Earnings 2015-2016*

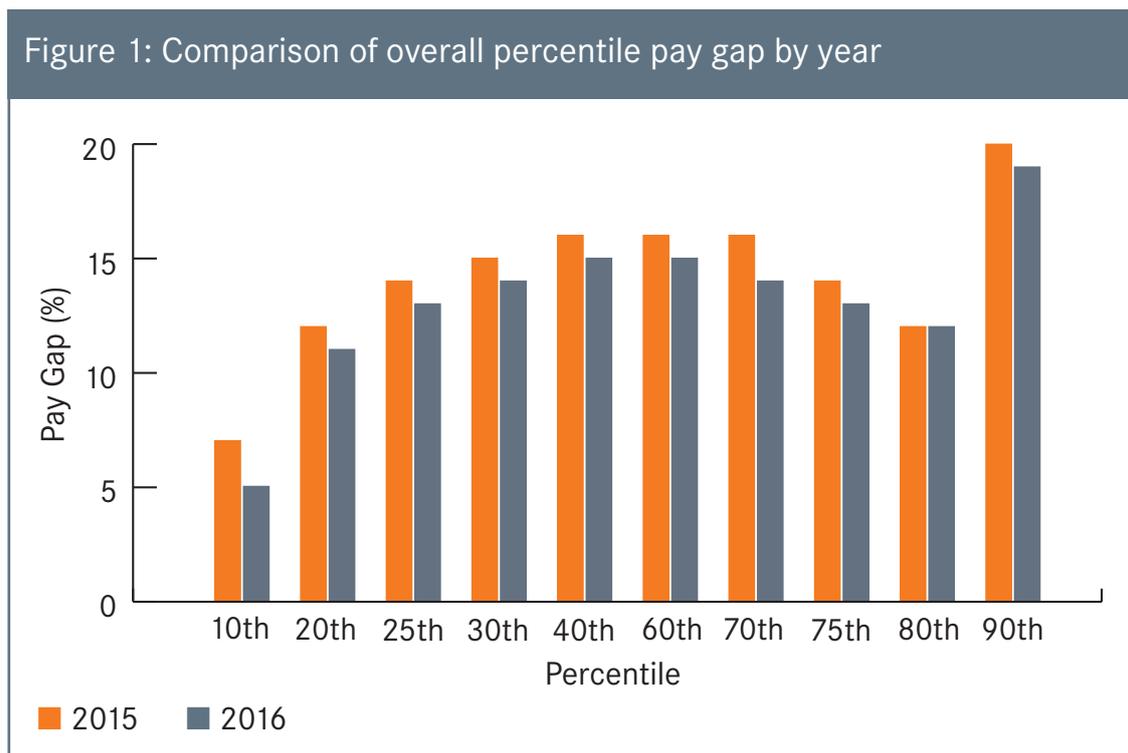
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>

Accessed November 2016

ASHE data allows for a more detailed examination of the median gender pay gap across different groups of earners. Those on the lowest wages are in the 10th percentile whilst the highest earners are in the 90th percentile.

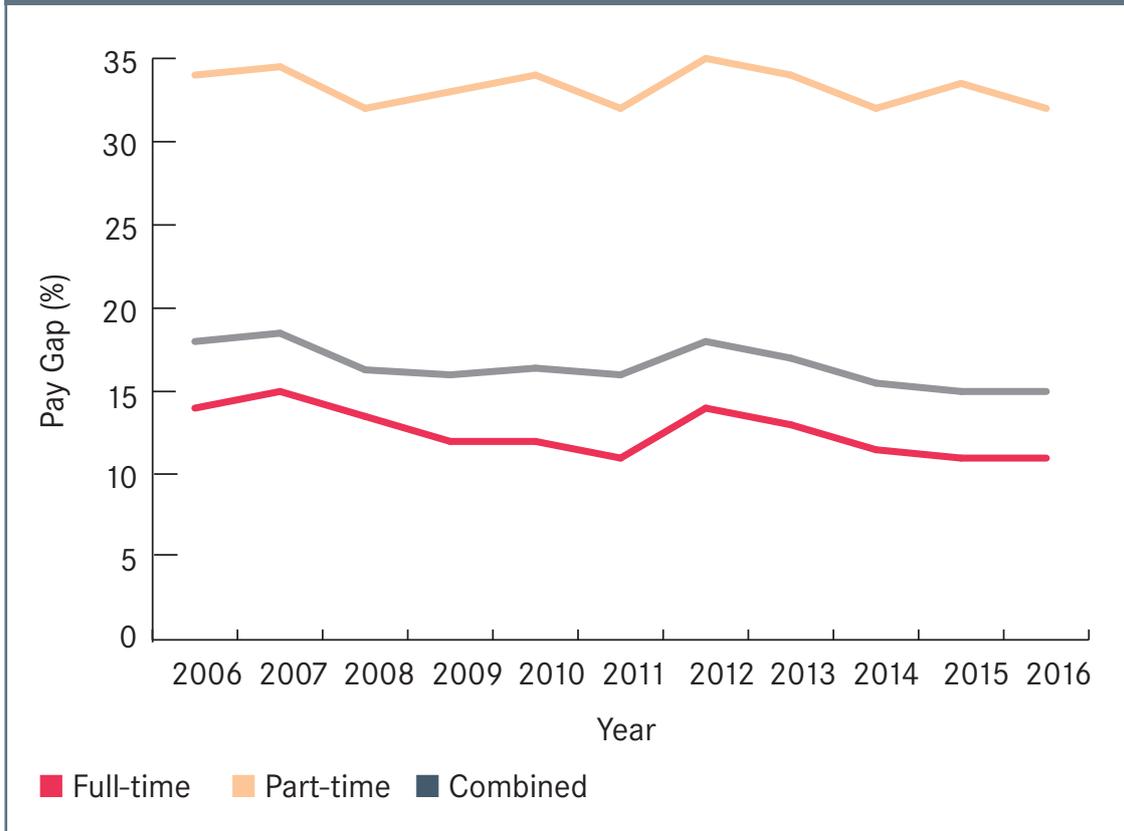
⁸ Living Wage Foundation <http://www.livingwage.org.uk/what-is-the-living-wage> Accessed February 2016

In 2015 there was a slight decrease for mainly median earners (in the 40th and 60th percentiles). This meant that while the pay gap remained steady for the majority of earners, there was a slight decrease for medium earners and high earners. In 2016 there was a further small decrease for median and higher earners. The most notable decrease was for the lowest earners in the tenth percentile (those who earn less than 90 per cent of other employees). The decrease in the 10th percentile can be explained by the introduction of the National living wage which will have contributed to raising women’s average full-time wages within this group to £7.22 and average part-time to £7.20. This explains the slight decrease in the part-time gender pay gap in Scotland.



Source: ONS *Annual Survey of Hours and Earnings 2014-2016*
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>
 Accessed November 2016

Figure 2: Full-time and part-time gender pay gaps in Scotland, 2006-2016



NB: In 2012 Standard Occupational Classifications 2000 (SOC 2000) was replaced by updated classifications in 2010, including a reclassification of Managers and Senior Officials. This graph is for illustrative purposes only.

During 2011 and 2012 there was a significant jump in the overall mean pay gap, from 16 per cent to 18 per cent. One explanation for this is the high number of public sector workers, the majority of whom are women, who have been affected by the public sector pay freeze, job losses and reductions in the number of posts.

The pay gap figure can also be affected by the timing of pay settlements over the survey period, where pay settlements affecting men's earnings but not women's earnings, are included during the survey period which could explain the differences in hourly rates of pay.

Different occupational groups

Table 3 illustrates the combined, full and part-time gender pay gaps for different occupational groups in relation to hourly pay.

Table 3: Mean Hourly Pay (excluding overtime) (£) for male and female employees in Scotland by occupational group 2016*

Occupation	Overall men's average hourly pay	Overall women's average hourly pay	% pay gap	Full-time men's average hourly pay	Full-time women's average hourly pay	% pay gap	Women's part-time average hourly pay	% pay gap* (Comparing men's full-time pay to women's part-time pay)
All Scotland	£16.40	£13.96	14.9%	£16.74	£14.95	10.7%	£11.35	32.2%
Managers and senior officials	£24.89	£19.44	21.9%	£24.95	£19.86	20.4%	£14.89	40.3%
Professional occupations	£22.58	£19.65	13.0%	£22.59	£20.01	11.0%	£18.15	19.7%
Associate professional and technical	£18.13	£15.26	15.8%	£18.26	£15.49	15.2%	£13.55	25.8%
Administrative and secretarial	£13.31	£11.59	12.9%	£13.34	£11.90	10.8%	£10.70	19.8%
Skilled trades	£12.87	£9.13	29.1%	£12.99	£9.59	26.2%	£8.40	35.3%
Caring, leisure and other service occupations	£10.53	£9.87	6.3%	£10.63	£9.84	7.4%	£9.91	6.8%
Sales and customer service	£10.06	£9.18	8.7%	£10.58	£9.75	7.8%	£8.47	19.9%
Process, plant and machine operatives	£11.24	£9.34	16.9%	£11.32	£9.36	17.3%	£9.21	18.6%
Elementary occupations	£9.43	£8.28	12.2%	£9.69	£8.59	11.4%	£8.00	17.4%

Source ONS (2016) *Annual Survey of Hours and Earnings Table 3*

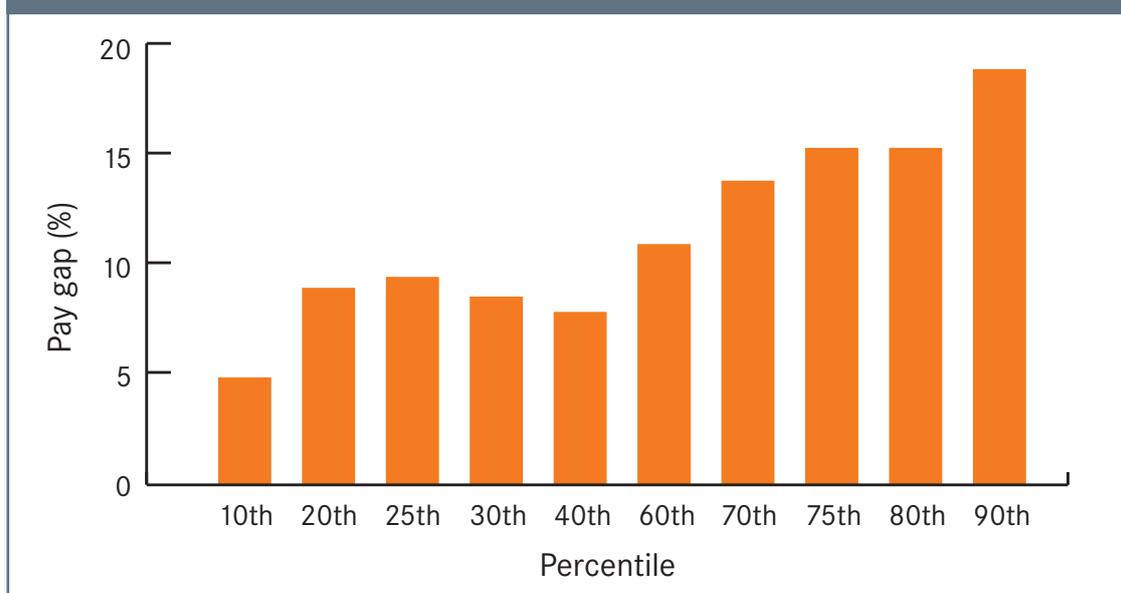
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>

Accessed November 2016

Below national average pay gaps are found in three female-dominated sectors which are also characterised by low pay, caring, leisure and service, sales and customer service and administrative and secretarial. However administrative and secretarial occupations whilst still having a lower than national average pay gap saw an increase from the 2015's figure of over 1 per cent. Overall there was an increase of occupational groups in 2016 with a lower pay gap than the Scottish national average than in 2015. When comparing full-time hourly pay gaps, the largest gaps are in managers and senior officials, skilled trades, and process, plant and machine operatives occupations. This is also true when women's part-time hourly pay is compared to men's full-time hourly pay. The part-time pay gaps are significantly larger in those three groups especially in managers and senior officials where it is almost 8 per cent higher than the national average. This can be partly explained by the relatively few women working part-time in those occupational groups compared to the proportion of male full-time employees.

Comparing the difference between median and mean earnings can explain the distribution of earnings for women and men within an occupational group. For example, the median pay gap for professional occupations is 7.9 per cent, which is significantly lower than the mean measurement of 13 per cent. The difference between measurements suggests there are fewer women earning higher rates of pay within this group. This can be further explained by the distribution of earnings within this group, which is illustrated in figure 3 below. The pay gap for the 10th percentile of professional occupations for women and men working full-time is 4.2 per cent, compared to 18.3 per cent for the 90th percentile. The 90th percentile pay gap is more than twice the overall median average.

Figure 3: Median combined pay gap wage percentile for professional occupations in Scotland



Source: ONS *Annual Survey of Hours and Earnings 2016 provisional results*
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata> Accessed November 2016

Weekly earnings

Table 4 details the differences in weekly pay, excluding overtime, between women and men. Compared to Table 3 the differences are greater in some cases than hourly rates of pay. Women are more likely to work fewer paid hours per week than men, due to the burden of care disproportionately falling on them, and at the same time may not be categorised as part-time workers.

Table 4: Average (mean) weekly pay-excluding overtime (£) for male and female employees in Scotland by occupational group 2016

Occupation	Overall male average hourly pay	Overall female average hourly pay	Difference in pay per week	Percentage difference in women's and men's weekly earnings	Men's average full-time weekly pay	Women's average full-time weekly pay	Percentage difference in women and men's full-time weekly earnings
All Scotland	£568.90	£403.00	£182.90	31.2%	£644.70	£550.80	14.6%
Managers & senior officials	£946.30	£680.80	£265.50	28.1%	£966.10	£748.70	22.5%
Professional occupations	£796.90	£604.10	£192.8	24.2%	£837.40	£721.60	13.8%
Associate professional occupations	£663.20	£503.60	£159.6	24.1%	£693.30	£570.20	17.8%
Administrative and secretarial	£453.10	£341.80	£111.3	24.6%	£502.90	£432.30	14.0%
Skilled trades	£489.80	£261.20	£228.60	46.7%	£509.80	£363.90	28.6%
Caring, leisure and other service occupations	£331.50	£263.30	£68.20	20.6%	£401.70	£370.30	7.8%
Sales and customer services	£299.50	£232.40	£67.10	22.4%	£405.60	£368.80	9.1%
Process, plant and machine operatives	£431.90	£317.40	£114.50	26.5%	£459.50	£364.00	20.8%
Elementary occupations	£316.80	£180.40	£136.40	43.1%	£385.20	£318.80	17.2%

Source: ONS Provisional Results Annual Survey of Hours and Earnings 2016 Table 3 Regions by Occupation (2 digit SOC 2010) weekly pay (excluding overtime)

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>

Accessed November 2016

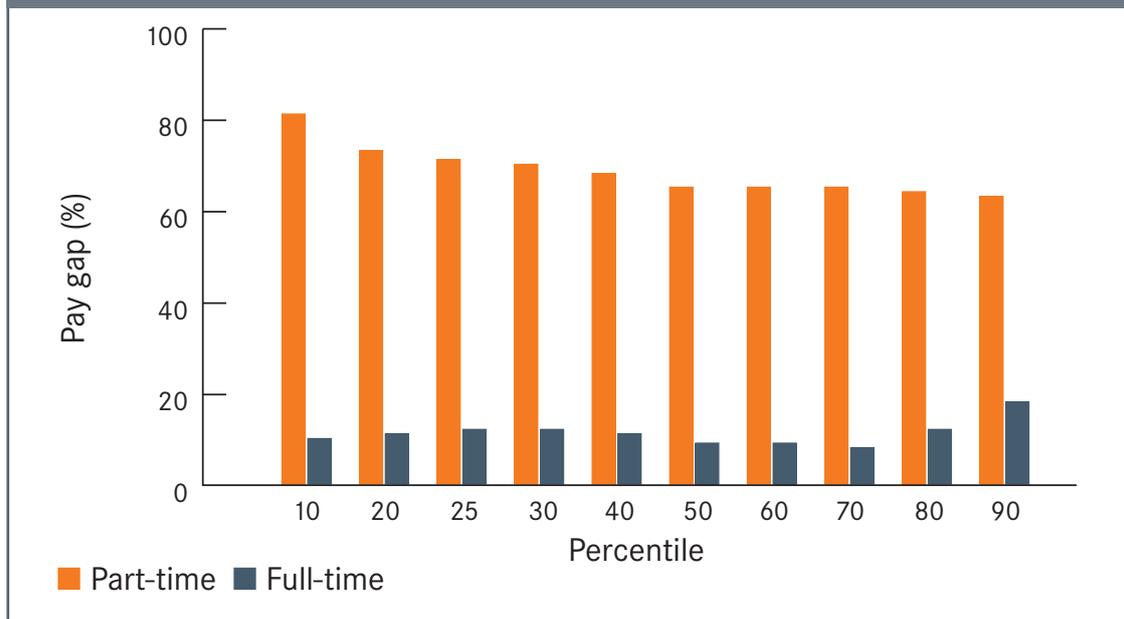
When comparing the overall with the full-time figures the limitations of excluding part-time workers are clear. The pay gaps across each of the occupational groups display figures significantly lower when only full-time workers were considered. About three quarters of women work part-time, and in order to capture an accurate picture of the labour market it is important to include part-time workers. The mean overall weekly pay gap (31.2 per cent) is more than double of the full-time figure (14.6 per cent). Female dominated occupations, which have high levels of part-time work, also have a narrower gap when only comparing full-time workers. The overall pay gap in sales and customer services (22.4 per cent) is almost sixteen percentage points higher than the full-time figure (9.1 per cent), and in caring, leisure and other service occupations the gap more than doubles (7.8 per cent to 20.6 per cent).

By considering men's average full-time weekly earnings and women's average part-time earnings the gaps increase significantly. The part-time weekly pay gap more than doubles from the hourly average of 32 per cent to 67.7 per cent, and varies according to occupation from 69.6 per cent for managers and senior officials to a gap of 53 per cent for care, leisure and other service occupations⁹.

The increase in the gender pay gap when viewing weekly earnings can also be better explained by viewing the differences in the distribution of earnings in both full and part-time work. For example the full-time weekly pay gap for Scotland does have some variation across the percentiles, between 8 per cent and 18 per cent. The variance of part-time weekly pay gaps is much wider, and ranges between 81 per cent for those on the lowest earnings and 63 per cent for the highest earners.

⁹ONS *Provisional Results Annual Survey of Hours and Earnings 2016* Table 3 Region by Occupation (2 digit SOC 2010) hourly pay (excluding overtime)
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata> Accessed November 2016

Figure 4: Weekly full-time and part-time percentile pay gaps, Scotland, 2016



Source: ONS Provisional Results Annual Survey of Hours and Earnings 2016 Table 3 Regions by Occupation (2 digit SOC 2010) weekly pay (excluding overtime)
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>
 Accessed November 2016

Pay gap by age

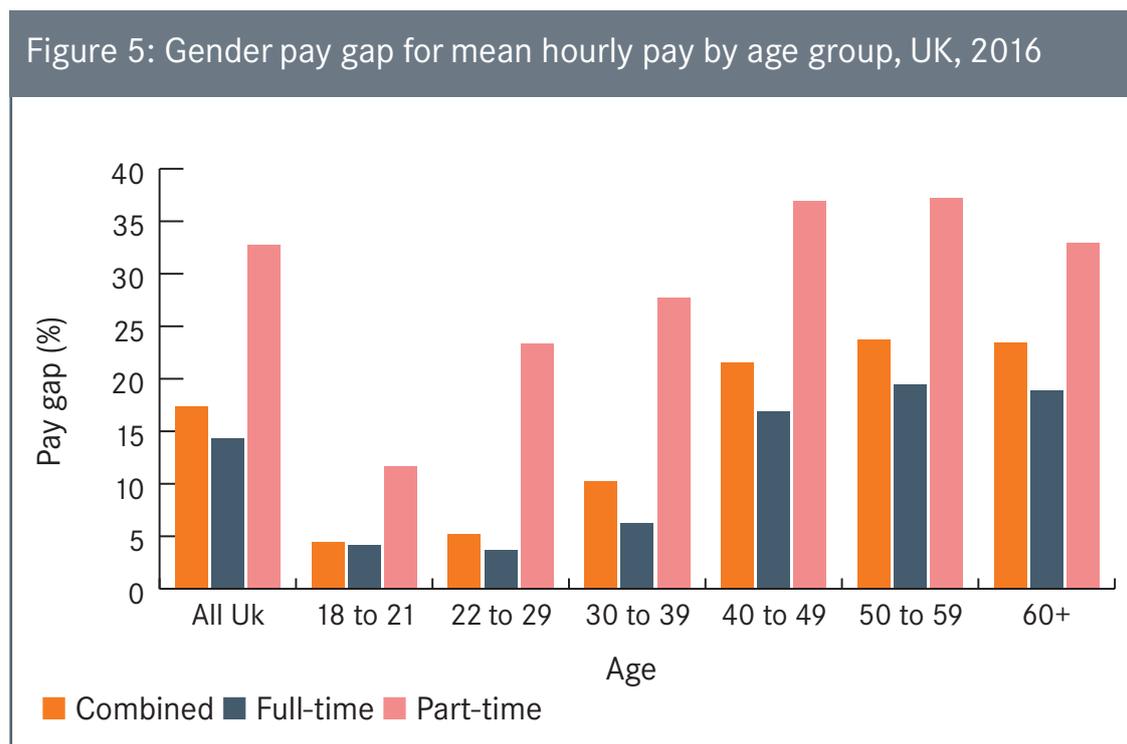
The published ASHE tables allow for an analysis of pay, sex and age. At present, a regional analysis combining age, sex and pay is only publically available at the UK level.

Table 5: Mean hourly pay (excluding overtime) (£) for male and female employees in the UK by age category 2016

Age category (all occupational groups)	Overall male average hourly pay	Overall female average hourly pay	% Pay gap
All UK	£17.06	£14.11	17.3%
18- 21	£8.39	£8.02	4.4%
22-29	£12.63	£11.97	5.2%
30-39	£17.12	£15.38	10.2%
40-49	£19.67	£15.44	21.5%
50-59	£19.43	£14.84	23.7%
60+	£16.61	£12.73	23.4%

Source: ONS Provisional Results Annual Survey of Hours and Earnings 2016 Table 20.6a Age by Occupation (2 digit SOC 2010) hourly pay (excluding overtime)
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>
 Accessed November 2016

While there is a pay gap for all age categories, the gap is above average for those aged 40 and over this is illustrated in figure 5 below. The ‘motherhood penalty’¹⁰ contributes significantly to the increased pay gap. Women returning to the workplace after having children can find it increasingly difficult to reconcile caring responsibilities with work, and for many the only option is to find part-time work which is below their skill-level. This work is usually found in female-dominated occupations, such as administration, which are characterised by low pay. At the same time, there are fewer women working part-time and earning more in senior positions proportionately to the number of men earning higher rates of pay.



Source: *ONS Provisional Results Annual Survey of Hours and Earnings 2016* Table 20.6a Age by Occupation (2 digit SOC 2010) hourly pay (excluding overtime)
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>
 Accessed November 2016

¹⁰ ‘Motherhood penalty’ is a term used to describe the economic impact of taking time out of the labour market to look after children. For some women this results in extended periods of working part-time in often lower paid positions. The length of time which women work on a part-time basis, as well as the number of hours worked, are significant determinants of their levels of pay, their promotion prospects, and their income in retirement. At the same time it reduces a woman’s ability to build her human capital, and propensity to progress their careers. For example, women who have spent just one year in part-time work and then worked full-time, can still expect to earn up to 10 per cent less after 15 years than those who have worked full-time for all 15 years (Francesconi and Gosling, 2005).

Demographic specific surveys can reveal differences in pay for young women and men. The Higher Education Careers Service Unit (in partnership with Warwick Institute of Employment Research) has tracked female and male graduates' transition into the labour market, with a specific focus on earnings. The final 2013 report found that the 2006 female graduate survey group earned less on average than their male counterparts from the same group surveyed.¹¹ In some cases the difference was as much as £8000 per annum for women and men with the same qualifications.¹² This has consistently found to be true in previous HECSU surveys with 1995 and 1999 graduate cohorts.

Public and private sector overtime

Table 6 shows the gender pay gap in the public, private and non-profit body (third) sectors in Scotland.

Sector	Overall men's average hourly earnings	Overall women's average hourly earnings	% Pay gap	Full-time men's average hourly earnings	Full-time women's average hourly earnings	% Pay gap	Part-time women's average hourly earnings	% Pay gap
Public sector	£18.54	£16.29	12.1%	£18.65	£17.28	7.3%	£13.66	26.8%
Private sector	£15.66	£11.96	23.6%	£16.03	£12.89	19.6%	£9.52	40.6%
Non-profit body or mutual association	£17.13	£14.45	15.6%	£17.83	£15.71	11.9%	£10.94	38.6%

Source: ONS Annual Survey of Hours and Earnings 2016 provisional results

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata>

Accessed November 2016

The public sector overall, full-time and part-time pay gaps are lower than the national average (14.8 per cent), whilst the private sector pay gap is considerably higher for each category. The third sector has pay gaps closer to the national averages for both the overall and full-time pay gaps, however the part-time pay gap is considerably higher (38.6 per cent). Pay in the private and third sectors is also lower for both women and men in part-time or full-time work.

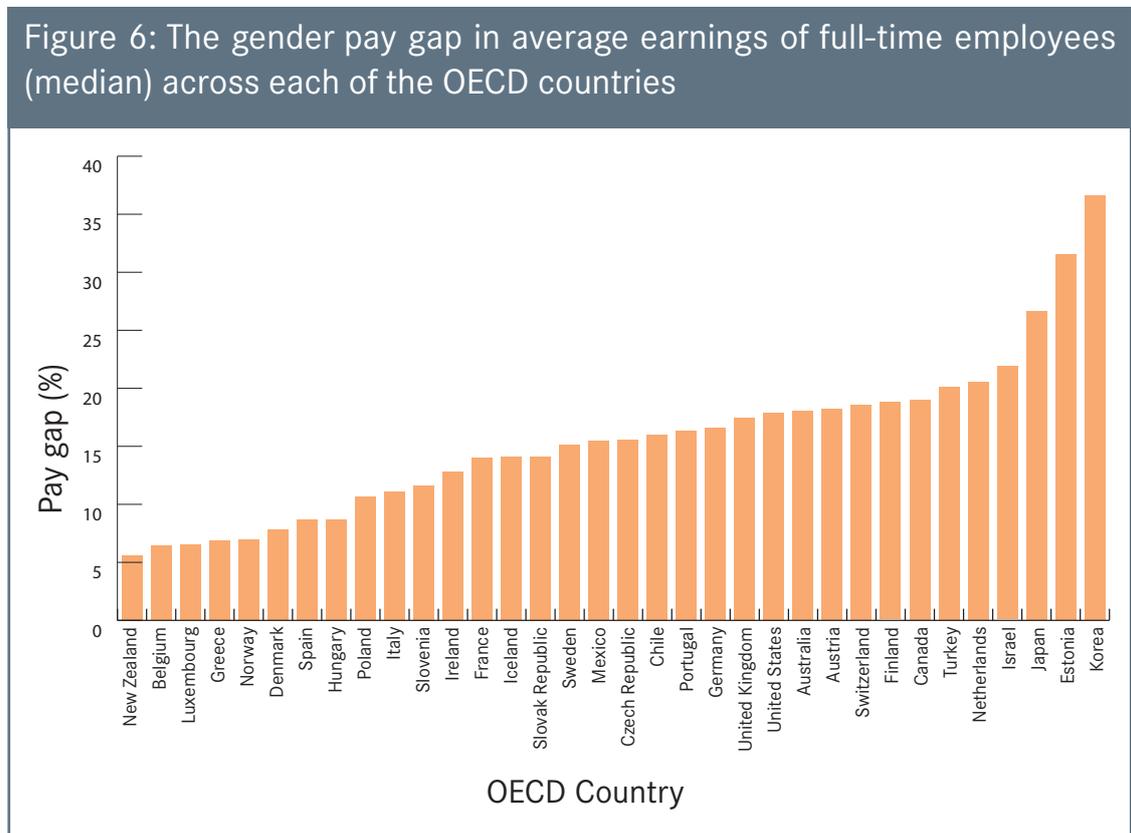
¹¹ Purcell, Elias, Atfield et al., (2012) Futuretrack stage 4: *Transitions into employment, further study and other outcomes*, HECSU, http://www.hecsu.ac.uk/current_projects_futuretrack.htm Accessed February 2017.

¹² The Guardian (2013) *Female graduates earn less than males – even if they studied the same subject* <http://www.theguardian.com/careers/careers-blog/graduate-gender-pay-gap-university-subject> Accessed February 2017

Global gender pay gap

The pay gap is a worldwide phenomenon and is symptomatic of the undervaluing of women's participation in social and economic spaces of production. The International Trade Union Congress estimate the global gender pay gap to be 16.5 per cent and it can be as high as 22 per cent.¹³

Figure 4 illustrates the OECD's estimates of the average (mean) gender pay gap of its 34 member countries. The gap ranges from almost 37 per cent to less than 6 per cent across the different countries, and the overall gender gap in earnings is 15.5 per cent. This set of data is limited as it compares only full-time employees, but in some cases, as the chart footnotes discuss, countries have submitted information about all employees who work over 15 hours per week. The pay gap varies between countries, partly due to differences in data collection and analysis, and partly due to the nature of women's participation in local, formal labour markets.

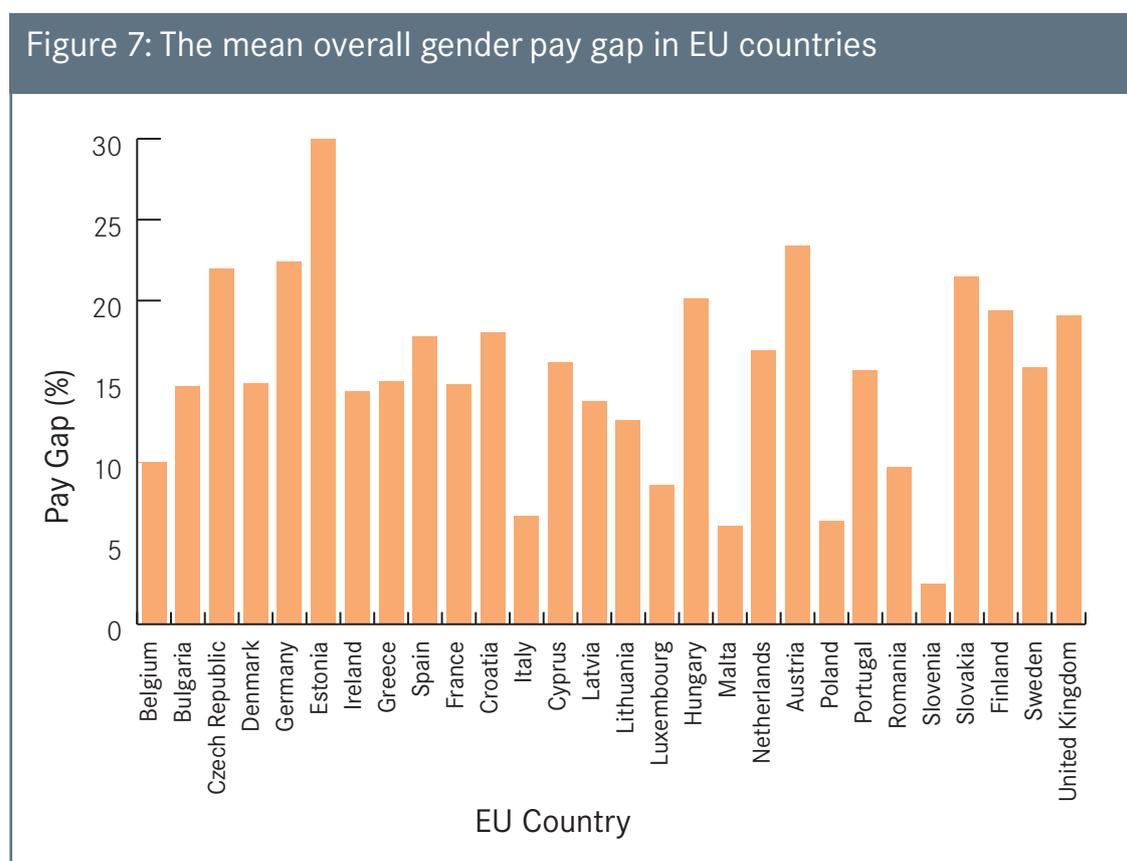


Source: OECD Employment Database 2014, accessed December 2016
<http://www.oecd.org/gender/data/genderwagegap.htm>

¹³ ITUC (2008) The Global Gender Pay Gap <http://www.ituc-csi.org/IMG/pdf/gap-1.pdf> and ITUC (2009) New Report Shows Global Gender Pay Gap Bigger Than Previously Thought <http://www.ituc-csi.org/new-report-shows-global-gender-pay>
Accessed February 2017

The European Commission publishes annual reports on the pay gaps in EU member states and uses the mean overall figure. The Commission does however not have annual figures for each member state.

Similar to OECD figures, in the Europe Union the gap ranges vastly from as low as 6 per cent to 30 per cent, with an average gap of 16.4 per cent. The European Commission highlights that the gap is ‘not an indicator of the overall inequality between women and men since it only concerns salaried people. The gender pay gap must be looked at in conjunction with other indicators linked to the labour market’¹⁴. Countries such as Italy have a relatively low figure (6.7 per cent) however this could be a reflection of the small proportion of women in its workforce¹⁵.



Source: European Commission accessed January 2016
http://ec.europa.eu/justice/gender-equality/gender-pay-gap/situation-europe/index_en.htm

¹⁴ http://ec.europa.eu/justice/gender-equality/gender-pay-gap/situation-europe/index_en.htm accessed February 2017

¹⁵ Ibid.

Discussion

Over time there has been a reduction in the gender pay gap from an estimated 29 per cent in 1970 to 10.7 per cent in 2011, but since the 1990s the decrease slowed to around 11 per cent in 2011. In 2012 the pay gap in Scotland increased to almost 13.9 per cent and in the two years since has decreased, and in 2016 is 10.7 per cent for full-time employees. A possible explanation for the jump between 2011 and 2012 could be that women who account for approximately two thirds of those employed in the public sector are therefore likely to be disproportionately affected by pay freezes, job losses and reductions in the number of posts within the public sector. The subsequent slight decrease in the gender pay gap might be because of the slight year on year increase of men working part-time, or it could be because of the significant increase between 2011 and 2012. The slight decrease may also be explained by the fact that the pay gap for the highest earners has been narrowing, whilst for those earning less it has been steadily increasing. The introduction of the National Living wage has resulted in a small reduction on the pay gap for those on the lowest hourly earnings.

Research by Olsen and Walby (2004)¹⁶ and others¹⁷ identified the factors which contribute to the gender pay gap. These factors included working patterns over the course of a life-time; occupational segregation; size of an organisation and whether it is unionised or not; and direct discrimination related to the choices women make in the labour market. Walby and Olsen also emphasised the systemic indirect discrimination experienced by women in education, training and the labour market and the importance of these experiences in shaping all the other factors mentioned.

It is possible to identify the three main causes of the pay gap as occupational segregation (where men and women do different types and levels of work), lack of flexible working opportunities, and discrimination in pay and grading structures. This resonates with the experiences of women participating in the labour market who find it difficult to secure work which is flexible to accommodate caring responsibilities. This leads to women opting to look for part-time, flexible working options which are more likely to be found in lower valued and lower paid sectors of the economy i.e. social care, administration, catering and service industries. In addition, the nature of women's participation in the labour market has been characterised by the historical undervaluing of women's contribution to society and the economy. Despite over 45 years of legislation which provides for equal pay between men and women, which aimed to correct the undervaluing of women's work and ensure equal pay for 'like work' or 'work of equal value', pay and grading structures continue to reward stereotypical male behaviour and characteristics.

¹⁶ Walby, S. and Olsen, W., (2004) *Modelling Gender Pay Gaps* Manchester: Equal Opportunities Commission

¹⁷ Olsen et al (2010) *The Gender Pay Gap in the UK 1995–2007* Manchester: Government Equalities Office

The statistical evidence backs this up. Three quarters of part-time workers are women in Scotland. A smaller percentage of women are in managerial and senior positions, and women are concentrated in certain occupational groups and sectors e.g. public sector, health and social care, administration. However, at the UK level there are changes which suggest that the pay gap between young women and men has reduced significantly. This could partly be explained by women's higher educational attainment, however, the pay gap between young men and women varies greatly between occupational groups, and where there is a significant reduction it is a short-lived. Data on the pay gap, by age, shows that the gap increases significantly above the national average for those aged 40 and over and sector specific studies such as HECSU Futuretrack study have reported a significant difference between female and male earnings within the same graduate cohort despite having the same qualification.

This economic injustice will extend over the period of a woman's working life, regardless of a woman's earnings when initially entering the labour market. For example, from the survey women overall earn on average in Scotland £182.90 less per week than men. Over the course of a woman's working life (from age 16-64) she will earn on average £456,518.40¹⁸ less than a man.

On the 6th of December 2016 the UK Government published a revised version of the Equality Act 2010 (Gender Pay Gap Information) Regulations 2017. The regulations come into force on the 6th of April 2017 with employers required to publish their first gender pay gap report before the 4th of April 2018. The new regulations require private and third sector employers with 250 or more employees to report on their gender pay gap and bonus gap information.

The regulations are a welcome first step in addressing the gender pay gap. However, they do not go far enough as there is no obligation for employers to take action on the findings of their pay analysis. Without this obligation there is a risk that employers will simply report their pay gaps without committing to action to address them. It would be a costly exercise for employers simply to analyse and report, but fail to use their data to its fullest in developing concrete work to effect change. Public sector employers in Scotland already report on their gender pay gap, and publish information on occupational segregation. It is within this context that analysing and reporting on the gender pay gap becomes increasingly important. It is particularly critical that employers understand the complexities of measuring the pay gap, and also the steps that they can take to address it.

¹⁸ This figure is based on an average women working from 16-64 calculated from figures from ASHE. ONS *Provisional Results Annual Survey of Hours and Earnings 2016* Table 3 Region by Occupation Overall figure) <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2016provisionalresults/relateddata> Accessed February 2017

Gender disaggregated statistics are necessary for policy makers, employers and organisations to challenge gender inequality. The cross-cutting and complex issues relating to the nature of women and men's access to education, training and participation in the labour market can only be understood if the information provided is disaggregated according to gender, otherwise new policies and practices will continue to perpetuate gender inequality.