

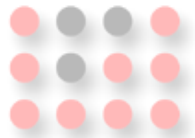


# Gender pay gap in public services – and the union response

A report compiled by the Labour Research Department  
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**Labour Research Department**

# Questions to be answered

- What is the gender pay gap and how large is it?
  - Overall
  - In public services
- Where do unions see the problem and how are they tackling it?
- What has been the impact of the crisis and austerity?
- Is the gender pay gap closing in the public services?



# Definitions of the gender pay gap and pay equality

- Eurostat: gender pay gap
  - “difference between average gross **hourly** earnings of male paid employees and of female paid employees as a percentage of average gross hourly earnings of male paid employees” – *unadjusted gender pay gap*
- EPSU: Pay equality
  - “Pay equality means more than ensuring men and women are on the same pay rates for doing the same job (although it is still very important!)”
- This means there can still be a problem even if pay rates are the same for men and women.



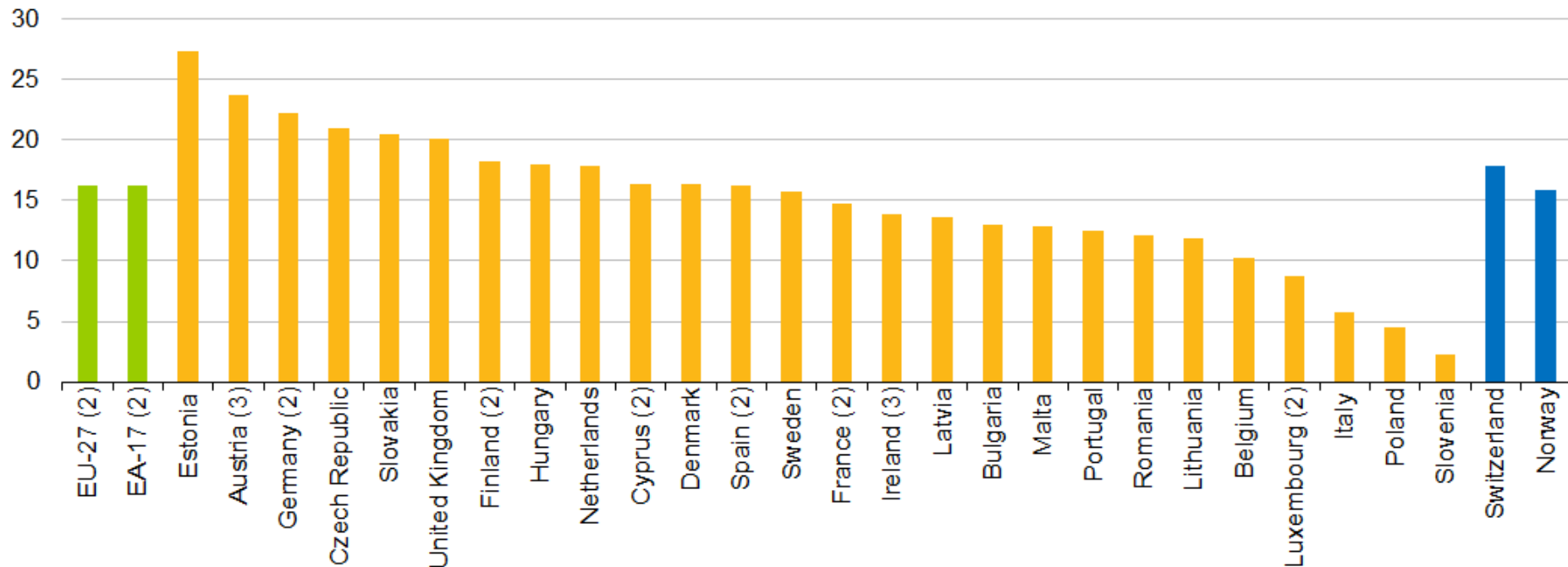
# How big is the overall gender pay gap in 2011

- Eurostat figures
  - Ranges from 27.3% at top to 2.3% at bottom
  - Average for EU as a whole 16.2%
- Other states
  - Ranges from 48.9% at top to 12.2% at bottom
  - BUT these are monthly earnings figures
  - EU average monthly earnings gender pay gap is 20.4% (2010)



# The picture in detail: in 2011

(excludes public administration)



(1) Enterprises employing 10 or more employees; NACE Rev. 2 B to S (-O).

(2) Provisional data; EU/EA aggregates excluding Greece

(3) (IE) 2010 data; (AT) estimated data

Source: Eurostat (tsdsc340)



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# How big is the gender pay gap in health and social work?

- 7 countries more than 25%
  - Cyprus (41.5%), Portugal, Estonia, UK, Croatia, Czech Republic, Bulgaria
- 14 countries between 25% and 15%
  - Germany, Italy, Spain, Slovakia, Lithuania, Switzerland, Poland, Finland, France, Slovenia, Ireland (2010), Hungary, Netherlands, Sweden
- 8 countries less than 15%
  - Norway, Austria (2010), Malta, Romania, Denmark, Latvia, Belgium, Luxembourg (5.1%)



# How big is the gender pay gap in public administration?

- 1 country more than 25%
  - Croatia (47.8%) –provisional and perhaps incorrect (11.7% in 2010)
- 13 countries between 20% and 10%
  - Finland, Slovakia, Norway, Switzerland, Poland, Cyprus, UK, Czech Republic, Netherlands, France, Bulgaria, Estonia, Spain
- 9 countries less than 10%
  - Sweden, Denmark, Germany, Ireland (2010), Lithuania, Slovenia, Hungary, Romania, Latvia (-4.3%)



# How big is the gender pay gap in education?

- 4 countries more than 25%
  - Croatia (32.6%), Austria (2010), Estonia, Ireland (2010)
- 15 countries between 22% and 10%
  - Czech Republic, Netherlands, UK, Hungary, Slovakia, Italy, France, Romania, Switzerland, Sweden, Bulgaria, Finland, Cyprus, Portugal, Spain
- 10 countries less than 10%
  - Slovenia, Germany, Norway, Denmark, Luxembourg, Belgium, Poland, Latvia (2010), Lithuania, Malta (-4.7%)



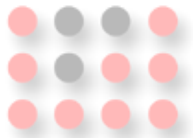
# How big is the gender pay gap in the utilities (gas, electricity water etc)?

- Much more varied
  - Gas and electricity ranges from 48.3% to 2.7%
  - Water and sewerage ranges from 21.2% to -19.7%  
(in 10 countries the gap is minus)



# The union response

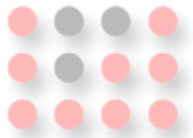
- Based on a survey sent out in September
- 36 unions from 19 countries responded
- Thanks to all responded
- Although still some gaps



<b>Country</b>	<b>Union</b>	<b>Country</b>	<b>Union</b>
Austria	GdG-KMStB	Ireland	INMO
Bulgaria	KNSB Health	Netherlands	ABVAKABO
Bulgaria	Podkrepa Medical	Norway	Delta
Czech Republic	OS-Echo	Norway	NTL
Czech Republic	OSZ	Norway	YS
Czech Republic	Statorg (Local government)	Romania	Sanitas
Czech Republic	Statorg (Local finance)	Romania	SED LEX
Denmark	3F	Slovakia	POZ
Denmark	DSR	Slovakia	SOZZASS
Denmark	FOA	Spain	CCOO FSC
Denmark	OAo	Sweden	Akademikerförbundet
Estonia	Rotal	Sweden	Kommunal
Finland	Pardia	Sweden	Vision
France	CFDT Sante-Sociaux	Switzerland	VPOD
France	CGT Mines & Energie	Ukraine	Atomprofspilka
Germany	Ver.di	UK	GMB
Hungary	VKDSZ	UK	PCS
Ireland	CPSU	UK	UNISON

# What do unions know about the gender pay gap?

- Most (27 out of 36) have some figures on gender pay gap
- But some not
  - “No, because employer refused” (Gas industry Slovakia: POZ)
- And some unions do not see difficulty because pay rates are equal for men and women
  - “There are no gender differences. Men and women are paid equally according to grades”
- Progress made
  - Data being collected for the first time, available at end of year (Public sector Estonia: Rotal)
- Even without data aware of problem
  - “We know the difference exists but we haven’t carried out a gender audit”
  - (Nuclear industry Ukraine: Atomprofspilka)



# Differences in information available

- National statistical offices
  - Do not distinguish between public and private sector (Ver.di)
  - Although in Nordic countries and Slovakia better figures broken down by levels of government
- Employers' statistics
  - May be a result of specific equal opportunities initiatives
    - Vienna (GdG-KMStB)
    - EDF and GDF (CGT Mines Energie,
    - AGE – central administration but still gaps (CCOO-FSC)
  - May be produced regularly
    - Health service France (CFDT Sante-Sociaux
    - UK Civil Service (PCS)



# Best source of information on gender pay gap

- Information provided as part of overall agreement with employers (Finland, Norway, Sweden all have this)
  - Norway NTL
    - “It is mandatory in the agreement to provide the information, although sometimes there are difficulties”
  - Finland Pardia
    - “Unions have a right to request detailed pay information for each agency. This generally works well, although there are sometimes problems”
  - Sweden (Kommunal)
    - “Employers are obliged to provide the statistics as part of the collective agreement. This works well in the public sector, but less well in the private sector”



# Problems and responses

- Women concentrated in particular low paid areas
- Payment systems unfair to women
- Impact of part time work
- Impact of maternity and parental leave
- Childcare
- Outsourcing
- Flexible working



# Women concentrated in low paid areas 1

- Women concentrated in specific jobs
  - Not in (better paid) technical jobs
    - “Few women than men work in the water sector and they are concentrated in laboratories and offices, where wages are lower.” (Water industry Hungary: VKDSZ)
    - “In the technical area – the heart of the business – women make up 11% of those employed (2011). In the service sector they account for 51% and in the commercial area 59%” (Energy industry France: CGT Mines Energie)
  - Not in more senior positions
    - “Although more than 80% of health and social services employees are women, more than 65% of management positions are held by men” (Health sector Romania: Sanitas)
    - “At higher management levels women are much less represented” (Health sector Slovakia: SOZZASS)



# Women concentrated in low paid areas 2

- The jobs large numbers of women do are by definition low paid
  - “The problem as we see it is that there is a structural discrimination towards jobs/industries where women are in the majority; that is, women's work is not valued by the same yardstick as men's” (Kommunal)
  - “Jobs traditionally done by women, such as cleaning, catering and caring, are undervalued and paid less than jobs traditionally done by men, such as construction, transportation and skilled trades” (UNISON)



# Responses to job concentration

- Moving into non-traditional jobs
  - Training (see later)
  - Circulation of material on non-typical jobs
    - Energy companies France: CGT Mines Energie
  - Targets for recruitment:
    - Norway central government: NTL
- Moving into management
  - Training (see later)
  - Encouragement
    - Health service Slovakia: SOZASS
  - Quotas
    - Vienna – 50% quota has increased proportion of female department heads from 5% to 36%
  - Employers must look at internal candidates first
    - Health service France (CFDT Sante-Sociaux)



# Responses to structural discrimination 1

- Local solutions
  - Improving negotiations at local level, to ensure that all those who have the same skills should get the same pay:
    - Sweden local government Kommunal
    - But experience of FOA in Denmark suggests problems with local negotiations
  - Job evaluation around new pay systems:
    - UK local government (single status agreement) and health services (agenda for change) UNISON



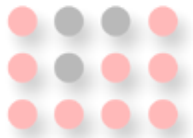
# Responses to structural discrimination 2

- Grading solutions
  - Higher increases for those on the lowest rates
    - Denmark: 2005-08 pay round saw deletion of three lowest grades (OAO)
    - Germany: 2008 pay round included flat rate increase (Ver.di)
    - Norway: since 2008 higher increases for lowest paid (Delta, NTL, YS)
- Economy-wide solutions
  - National minimum wage or living wage
    - Germany: call for €8.50 national minimum wage (Ver.di)
    - UK: call for £7.65 (€9.10) Living Wage (UNISON and GMB)



# Responses to structural discrimination 3

- Larger pay increases for occupations in which women predominate
  - Key demand of Kommunal even if there is opposition from others
  - Also behind the agreement for nurses and child care workers in Denmark in 2008 when following strike they got higher settlement than rest of public sector (DSR and FOA)



# Payment systems unfair to women

- Clearly important differences in the way men and women are paid
  - Denmark care assistants: detailed figures showing women with lower locally negotiated premia (3F)
  - Denmark public sector: local pay setting not transparent (FOA)
  - France energy: additional payments amount to 8% of overall pay for women in commercial area but 53% of pay for men in technical area (CGT Mines Energie)
  - Germany public sector: current grading system reflects previous models of discrimination (Ver.di)
- But situation complex
  - Spain central administration: in general more women than men get variable payments but in some areas the situation is reversed (CCOO FSC)



# Union responses to unfair payment systems

- Negotiate new payments system
  - Finland central government 2008: new system designed to be gender neutral and is to be monitored by annual pay surveys
  - Germany social and education workers: strike in 2009 produced new better (not perfect) system (Ver.di)
- Remove potentially discriminatory elements
  - “Bonuses and performance related pay do not apply to the public sector in Norway” (NTL)
- Ensure that negotiators are aware of dangers
  - Germany central and local government performance linked pay is negotiated locally – union has provided special training to negotiators (Ver.di)
- Use courts to combat pay inequality
  - UK local government: union has taken employers to court as in Birmingham, where 11,000 cases settled (UNISON)
  - Ireland equal pay cases included performance pay (INMO)



# Part time work 1

- For some countries not a problem
  - Most women work full time
    - Austria (GdG-KMStB), Estonia (Rotal), Slovakia (POZ)
  - Or are not looking for full time work
    - Norway (YS), Spain (CCOO FSC)



# Part time work 2

- But in other countries it is a problem
  - France domestic care: 80% of those working part time are doing so unwillingly (CFDT Sante Sociaux)
  - Denmark public sector: union survey found that 11% of membership would like to work longer, including around 25% of part time workers (FOA)
  - Czech health service: Women needing part time work forced into worse jobs (OSZ)
  - UK: part time workers earn 37% per hour than full time workers and growth of zero hours contracts (UNISON)



# Part time work – solutions

- France domestic care: lower limit of 70 hours a month – social insurance threshold and women can adjust their contractual hours in line with actual hours, in part (CFDT Sante Sociaux)
- Germany public sector: preferential return to full time work after a period of part time issue for local negotiations (Ver.di)
- Norway public sector: legislation means that after a year contractual hours should match actual hours (Delta)



# Training – positive aspects

- Seen as important in opening up career paths for women
  - Into management: Finland central government (Pardia)
  - Into non-traditional areas: France energy (CGT Mines Energie)
- Offered by both employer and union: Austria local government (GdG-KMStb), Romania health service (Sanitas) UK local government and health (UNISON)
- Sometimes part of equal opportunities plans: Germany public sector (Ver.di)
- Included in collective agreement: Germany public sector (Ver.di)



# Training - issues

- Fixation on academic qualifications rather than training on job: Sweden local government (Kommunal)
- Employers favour higher grade staff in offering training: French health sector (CFDT Sante Sociaux)
  - Resolved through monitoring
- Difficult for women to have time off for courses: French health sector (CFDT Sante Sociaux)
  - Resolved through recognition of prior experience
- Training being reduced because of austerity: UK local government and health (UNISON)



# The impact of maternity and parental leave

- Some says no impact:
  - Austria local government (GdG-KMStB)
- But in others impact clear
  - Either very directly
    - Lose pay progression in France (CFDT Sante Sociaux) and Germany (Ver.di) or go backwards if take more than five years in Germany
  - Or indirectly
    - Lose training or promotion opportunities in Norway (YS), Sweden Kommunal) and UK (UNISON)



# Maternity and parental leave – union responses

- Main union demand – more leave for fathers so that responsibilities are shared more evenly
  - Norway (current situation): 14 weeks for each (cannot be transferred) then 18 weeks transferable leave
  - Denmark: negotiating non-transferable paternity leave one of unions key demands (OAO)
- Other improvements
  - Employers pay pension contributions on extended parental leave: 2005-08 agreement Denmark (OAO)
  - Increased pay for parental leave: from 2014 Sweden (Kommunal)



# Childcare: examples of good practice

- Norway central government: 10 days paid leave per year for children under 12 – 20 for single parents (NTL)
  - 4 days for children under 10 in Finland (Pardia)
- Sweden local government: improved child care at night for those working at night (Kommunal)
- Vienna: free kindergartens
- France health service: up to 3 months leave to care for sick dependents but unpaid (CFDT Sante Sociaux)



# Outsourcing – affecting women more?

- Has particularly hit support functions provided by women
  - Finland central government (Pardia)
  - Sweden local government (Kommunal)
  - UK: local government and health (UNISON)
- Consequences
  - Employers are able to cut terms and conditions (Ver.di, UNISON, Kommunal)



# Outsourcing – union responses

- Fixed standards for outsourced services:  
Sweden local government (Kommunal)
- Agreement allowing union to represent  
outsourced workers and protect their position:  
Norway central government (NTL)
- Introduction of lower paid grades in existing  
agreement to compete with outsourcing  
companies – controversial: Germany (Ver.di)



# Working time flexibility

- Permanent tension between flexibility in interest of employer and in interest of employee
- New development
  - Use of computer-based scheduling to control working time so there is less and less individual or union influence: Sweden (Kommunal)
  - Zero hours contracts UK



# Impact of austerity

- Short term potentially positive
  - Some governments have imposed greater cuts on higher paid – Portugal, Ireland, UK
  - Additional payments which often benefit men more have been cut
- Long term probably negative
  - Loss of support for women
    - “The UK civil service has excellent policies in most of the areas. However, government cuts have meant the closure of offices, relocations, redundancies and outsourcing which means women's jobs go and managers don't have the incentives to support female staff. It is not policies but what happens in practice that counts.” (PCS)
  - Loss of better paid jobs in public services may increase overall gender pay gap
    - Example Greece “harder for well qualified women to find employment”



# Is gender pay gap closing? 1

- Eurostat figures show that in most countries it is closing
  - Health and social work: narrowed in 18 countries but widened in 10
  - Public administration: narrowed in 16 countries but widened in 6
  - Education: narrowed in 20 countries but widened in 7
  - Electricity and gas: narrowed in 17 countries but widened in 9
  - Water and sewerage: narrowed in 20 countries but widened in 7



# Is gender pay gap closing? 2

- Some national figures show gap closing
  - Sweden 2007-11
    - Central 13% to 9%; regional 28% to 26%; local 9% to 6%
  - Switzerland 2008-2010
    - Central 12.9% to 12.1%; regional 17.4% to 16.4%; local 8.9% to 6.7%
  - Finland 2008-11
    - Central 16.3% to 14.6%; local 16.0% to 14.6%
  - Denmark municipal workers 2009-2011
    - Central 15.3% to 15.0%; regional 26.2% to 24.8%; local 10.6% to 9.6%
  - Iceland 2008-2012
    - Public sector 21.2% to 16.2%



- Hope this provides a basis for further discussion
- Thank you for your attention

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