

MEASURING UP:

PROGRESS TOWARDS EQUALITY

FOR

WOMEN IN WALES



30 mlynedd 30 years



Comisiwn Cyfle Cyfartal
Menywod. Dynion. Gwahanol. Cydradd.

Women. Men. Different. Equal.
Equal Opportunities Commission

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CONTENTS

FOREWORD	3
MEASURING PROGRESS TOWARDS EQUALITY	4
HOW DOES WALES MEASURE UP?	6
EMPLOYMENT	8
FINANCIAL RESOURCES	11
PUBLIC LIFE	15
ANNEX 1 - SOURCES	18

FOREWORD

The Equal Opportunities Commission (EOC) is pleased to have supported the Bevan Foundation in this innovative project. We want to develop an index which charts progress towards equality for women in Wales and '**Measuring Up**' is a valuable first step towards this goal.

In April 2007 the biggest change to sex equality legislation since the Sex Discrimination Act comes into force – the Gender Equality Duty. This new Duty will require all public bodies to promote gender equality and eliminate discrimination in the design and delivery of public services and through their employment practices. The Duty has the potential to transform the public sector in Wales and this transformation will be underpinned by statistics analysed by gender. These will inform policy decisions which impact on all of us.

Against this background it is shocking to see the lack of progress towards equality in key areas during the last decade. There has been very little improvement in terms of narrowing the gender pay gap and in tackling occupational segregation. And there has been a worrying increase in the numbers of women who fear walking alone at night.

We hope that this initial piece of work on gender equality indicators will be a useful contribution towards the goal of ensuring the Gender Equality Duty fulfils its potential to improve public services and deliver real benefits to women and men in Wales.

The gender equality indicators included in '**Measuring Up**' need to be easy to understand for the public as well as policy makers and politicians. Presenting the data in an accessible and engaging way for a wider audience is a task for the future and a gauntlet that we are hoping will be picked up by the new Commission for Equality and Human Rights.

Kate Bennett

Kate Bennett
Director
Equal Opportunities Commission Wales

MEASURING PROGRESS TOWARDS EQUALITY

Why measure progress?

There has been rapid social and economic change in Wales in recent years but substantial inequalities between women and men remain. Not all of these inequalities are obvious, and it is not always easy to see whether inequalities are increasing or decreasing. We decided it was time to take an objective look at progress.

More and more, progress towards various goals is measured using 'indicators' of change. For example indicators of sustainable development are well established. However, to date indicators have not been used to chart progress towards gender equality. Using indicators to measure gender equality is useful because they:

- provide a simple, easy to understand measure of whether inequality is decreasing;
- hold to account the bodies responsible for helping to achieve gender equality;
- help to highlight priorities for action.

What we have measured

We have measured progress towards gender equality across in seven different aspects of women's and men's lives. The seven areas are:

- employment
- financial resources
- education
- health
- crime and safety
- participation in public life
- personal mobility.




There are many other areas we could have included, such as childcare, but we were sometimes constrained by the lack of available data for women and men in Wales, or lack of data on a particular issue.

Progress in each different area is illustrated by a small number of indicators. The indicators were chosen to measure the most significant issues that shape women and men's lives. They also had to measure *inequality* between women and men, rather than simple gender differences. And as far as possible the indicators had to provide reliable and broadly comparable figures over the last 10 years.

We have tried to use indicators that show the *relative* position of women and men, rather than the figures just for males or for females. Typically, we have measured the *gap* between women and men – with a narrowing gap suggesting increasing equality. However the gap could also close because of a deterioration in men's position rather than an improvement in women's.

Traffic Lights for Equality

Where possible we have looked at progress over the last ten years, comparing indicators for the mid 1990s, 2000, and 2005 (or as close as possible to those dates). We have used a traffic light system to illustrate the overall direction of change:

Increasing inequality	
No change or unclear trends	
Decreasing inequality	

We have not combined the indicators into a single measure or 'index' of equality, because that is a complex and long-term task that was outside the scope of this project and which would not necessarily have produced a clear or meaningful output. Nor have we developed sets of 'sub-indicators' to complement the main indicators as, again, that is a more complex task. However sub-indicators could be usefully developed in the future.

What you thought

We consulted a wide range of organisations and individuals on our proposals. The consultation paper also included the detailed rationale for the choice of indicators - copies of the original consultation paper are available on request from the Bevan Foundation.

The idea of benchmarking equality was welcomed by those we consulted and we have tried to take on board the comments and suggestions that we received.

HOW DOES WALES MEASURE UP?

Overall, gender inequality has gradually diminished across a number of areas of women's and men's lives, from employment of women and men with dependent children to gross weekly earnings to health.

A number of areas show little or no change – including overall employment, personal incomes, and educational achievement at age 16 (where it is boys who are disadvantaged).

Only one area - crime and safety – shows gender inequality worsening, with a marked increase in the proportion of women who are afraid of crime compared with men.

But even though some areas have a 'green light', this is not the end of the story. While the trend might be in the right direction, inequalities between men and women still persist and continue to need attention. Where trends are less clear cut, it is clear that much more needs to be done to reduce inequality. And on crime and safety, urgent action is needed to address the growing inequality between how safe women and men feel when walking alone at night.

Notes to table

- a. In most cases the figures are the differences between percentages. Exceptions are footnoted.
- b. The dates in the headings are approximate because of the varying government sources used; see footnotes for specific cells for actual dates.
- c. Difference from mid 90's to mid 2000's
- d. 2001
- e. 2004
- f. 1991
- g. 2001
- h. 2004
- i. Women's median gross income as a percentage of men's.
- j. 1996/97 – 1998/99
- k. 2000/02 – 2001/02
- l. 2001/02 – 2003/04
- m. women's gross weekly earnings as a proportion of men's
- n. 1998
- o. 2001
- p. 1994/95
- q. 2000/01
- r. 2003/04
- s. 1996
- t. 2001
- u. 2004
- v. 1995/97
- w. 1999/2001
- x. 2002/2004
- y. 1998/99
- z. 2000/01
- aa. 2001/02
- bb. 1998
- cc. 2001
- dd. 2002/03

The change in Gender differences over the last ten years^a

Indicator	About 1995 ^b	About 2000 ^b	About 2005 ^b	Change ^c	Traffic light
Employment rate gap	8.1	8.6	4.1	↓ 4.0	Yellow
Employment rate gap – dependent children	37.0	36.5 ^d	31.1 ^e	↓ 5.9	Green
Employment rate gap – older people	-1.0	3.1	1.6	→ 2.6	Yellow
Occupational segregation	31.7 ^f	34.0 ^g	35.0 ^h	↓ 3.3	Green
Average weekly income ⁱ	51.5 ^j	57.0 ^k	56.0 ^l	↓ 4.5	Yellow
Average weekly earnings ^m	57.7 ⁿ	61.2 ^o	63.9	↓ 6.2	Green
Qualifications gap at 16	-8.0 ^p	-8.0 ^q	-8.0 ^r	→ 0	Yellow
Adult qualifications gap	1.8 ^s	0 ^t	0 ^u	↓ 1.8	Green
Life expectancy gap	-5.6 ^v	-5.0 ^w	-4.5 ^x	↑ 0.9	Yellow
Good health gap	12.0 ^y	0 ^z	0 ^{aa}	↓ 12.0	Green
'Fear of walking alone at night' gap	10.0 ^{bb}	11.0 ^{cc}	14.0 ^{dd}	↑ 4.0	Red

EMPLOYMENT

We have chosen two types of indicator of gender equality in employment, This is because paid work is a key determinant of individuals' wellbeing. The first set of indicators looks at whether women are in paid employment to the same extent as men. We have also used this indicator to look at the position of different groups of women relative to their male counterparts, including ethnic minority groups, people with disabilities, parents of children under 5, carers and older women and men. We have then looked at the extent to which women are in occupations which are traditionally women's work.

Employment rate

We have measured the likelihood of women and men having a paid job using the difference between men and women's employment rate. This is a better measure than the economic activity rate because the boundaries between women's unemployment and inactivity are blurred. The employment rate is the proportion of people of working age who are employed or self employment (full time and part time) or on a government training scheme.

	1995	2000	2005	
Employment rate gap	8.1	8.6	4.1	

The indicator shows that the gap between men and women's employment rates increased slightly over the second half of the 1990s, then closed significantly between 2000 and 2005. Women's employment rate in spring 2005 stood at 69.1% compared with 73.2% for men.

Employment rate – minority ethnic groups

We have chosen to include an indicator on minority ethnic groups even though there is unfortunately no data available before or after the 2001 census, because ethnicity is such an important issue.

The indicator shows the gap between the employment rate for women and for men from minority ethnic groups.

	1995	2001	2004	
Employment rate gap – minority ethnic groups	n.a.	27	n.a.	n.a.

The indicator shows a massive gap between the employment rate for men and women from minority ethnic groups – a difference of 27 percentage points compared with just 8.6 percentage points for all women. The employment rate for women from minority ethnic groups is just 55% compared with 82% for minority ethnic men.

Employment rate gap – women and men with disabilities

The indicator shows the difference between the employment rate for men with disabilities and the employment rate for women with disabilities. Unfortunately no data are available for the mid 1990s.

	1995	2001	2004	
Employment rate gap – women and men with disabilities	n.a.	2.7	1.5	

The gap in the employment rate of women and men with disabilities is smaller than the gap between the women and men as a whole. Further, the gap between women and men with disabilities appears to be narrowing. The employment rate for women with disabilities in 2004 stood at 40.8% compared with 42.3% for men with disabilities, and 69.1% for all women.

Employment rate gap – women and men with young children

This indicator measures the difference between the employment rate for men with a dependent child under 5 and women with a dependent child under 5.

	1995	2000	2005	
Employment rate gap – women and men with dependent children under 5	37.0	36.5	31.1	

The gap in the employment rate of parents of under 5s is huge, although it has closed somewhat over the last decade to stand at 31 percentage points in 2005. Whilst 86% of males with dependent children under 5 were in employment, only 55% of women with dependent children under 5 were working.

Employment rate gap – carers

The employment rate of carers is only available for 2001, so it is not possible to see how the trend is changing.

	1995	2001	2005	
Employment rate gap – carers	n.a.	11	n.a.	n.a.

The indicator shows a gap of 11 percentage points in the employment rate of women and men who provide more than 20 hours a week of unpaid care. Whilst 38% of men who provided this amount of care were in employment, only 27% of women carers had a paid job or were self-employed.

Employment rate gap – older women and men

We have included a measure of differences between older women and men, as older people's experiences are often very different to those of younger people. As before the measure is the 'gap' between the employment rate of men and women aged between 50 and retirement.

	1995	2001	2004	
Employment rate gap	-1	3.1	1.6	

The indicator shows varying trends over the last ten years. Whilst a higher proportion of older women than older men were employed in 1995, the proportion of older men in employment has since increased so that by 2004 slightly more men aged 50–retirement were employed compared women of the same age (64.5% of men compared with 62.9% of women). The employment rate for older women is almost the same as that for all women.

Occupational segregation

We have measured the extent to which women and men are concentrated into stereotypical occupations – 'occupational segregation'. The indicator chosen looks at the concentration of women in 'personal service' occupations (which includes care workers, childcare workers, hairdressers etc).

	1991	2001	2004	
Occupational segregation	n.a.	87%	82%	

The indicator shows that the concentration of women into stereotypical jobs has declined slightly over the first three years of the 21st century.

FINANCIAL RESOURCES

We have chosen two measures of equality in financial resources. The first aims to include **all** income received by women and men, including pensions, benefits and investment income as well as earnings. The second looks at women and men's gross weekly earnings, as this figure reflects differences in hours worked as well as differences in pay rates, and it also indicates people's ability to support themselves and their dependents.

Income

We have measured gender equality as women's median gross income (i.e. the gross income received by half of all women) as a percentage of men's median gross income. This figure includes income from earnings, pensions, benefits and investments.

	1996/7-1998/9	2000/01-2002/03	2001/02-2003/04	
Women's income as a proportion of men's income	51.5	57.0	56.0	

The indicator shows that after an increase in women's median incomes compared with men's in the second half of the 1990s, there has been a very slight widening of the gap 2001/02 and 2003/04 (the last year for which data are available). Women's median gross weekly income for this period was £145, compared with £259 for men.

Earnings

We have measured gender equality in earnings by taking women's average gross weekly earnings as a percentage of men's average gross weekly earnings. We have chosen the weekly earnings of all women and men, whether full time or part time, rather than the figure for full timers alone, in order to take account of different working patterns. We have also chosen to use weekly rather than hourly earnings, as it is this that influences people's ability to support themselves and their families.

	1998	2001	2005	
Average gross weekly earnings	57.7	61.2	63.9	

The figure shows a steadily narrowing gap between women's and men's gross weekly earnings – on average women now earn 63.9% of the pay of men at £291 per week compared with men's £455.

EDUCATION AND LEARNING

We have chosen two indicators to measure gender equality in education and learning. They have been selected to highlight both higher and lower level qualifications, and different groups of the population.

Qualifications at age 16

We have measured gender equality in education through the qualifications achieved in the final year of compulsory schooling i.e. at age 16, as these qualifications are a significant predictor of future education and employment. The indicator chosen is the difference between the percentage of boys and girls achieving five or more GCSEs at grades A – C.

	1994/95	2000/01	2003/04	
Educational achievement gap at age 16	8	8	8	

The indicator shows that the gap between boys and girls has remained static throughout the period, with 64% of girls achieving five or more GCSE passes at grades A-C compared with 56% of boys.

Qualifications of adults

We have also measured gender equality in educational achievement amongst adults as a whole. Here we have focused on the difference in the proportion of men and women of working age who have higher level qualifications, namely those at NVQ level 4 or above.

	1996	2001	2004	
Qualification gap amongst adults	1.8	0	0	

The gap between women and men's higher level qualifications is now negligible, with 26% of adults of both genders having a qualification at NVQ level 4 or above. As there is now parity between the genders we have given this area a green light.

HEALTH

The two indicators chosen for health aim to measure general health rather than the incidence of particular conditions, which are shaped by biological as well as socio-economic factors. We have selected the overall life expectancy and self reported health as the indicators.

Life Expectancy

We have measured life expectancy as the difference (in years) between the number of expected years of life at birth for males and females at three reference years.

	1995-97	1999-2001	2002-2004	
Life expectancy gap	5.6	5	4.5	

The indicator shows that the gap between men and women's life expectancy is closing. Although life expectancy for both women and men is increasing, men's life expectancy is doing so at a faster rate, so that a male born in 2002-4 can expect to live 75.8 years compared with 80.3 for a female.

Good health

We use the difference between the proportion of men and women who report their health to be 'good' as an indicator. This indicator has the advantage of being available every two years, and is easy to understand compared with some other measures. The indicator shows the gap between the proportion of women and men reporting that their health is good.

	1998/99	2000-01	2001-02	
Good health gap	12	0	0	

After a significant gap in 1998/99 where a considerably higher proportion of men than women reported that their health was good, the same proportion of both genders now report good health. In 2001-02 55% of both men and women said their health was good.

CRIME AND SAFETY

The indicator chosen to measure gender inequality in crime and safety is fear of crime. We have chosen fear of crime because it can have a huge impact on women and men's lives, whether or not that fear has any foundation. There are also few other statistics available about crime in Wales that show women and men's experiences separately.

Fear of Crime

The indicator used measures the difference between the percentage of women and men who feel very unsafe when walking alone at night.

	1998	2001	2002-03	
'fear of walking alone at night' gap	10	11	14	

In just five years the gap between women and men's feelings of insecurity has widened substantially. By 2002/03, only 3% of males felt very unsafe walking alone at night, down two percentage points on the 1998 figure. This compares with 17% of females feeling unsafe, up two percentage points over the previous five years.

PUBLIC LIFE

There are still marked differences in men and women's participation in a wide range of public roles, from the judiciary and top jobs to public appointment to their success at elections to various spheres of government.

The indicators we have chosen are the proportion of women elected to the UK Parliament, National Assembly for Wales and local government. These are prominent and influential roles, as well as being easy to measure.

Members of Parliament for constituencies in Wales

	1997	2001	2005	
Percentage female	10	10	20	

Members of the National Assembly for Wales

		1999	2003	
Percentage female	n.a.	40	50	

Local authority councillors in Wales

	1997	2001	2004	
Percentage female	20.4	19.0	21.8	

The indicators show that half the members of the National Assembly for Wales are women, but that the proportion of members of Parliament and local councillors who are women are strikingly low. Whilst the proportion of female MPs has increased, the proportion of women local councilors is static.

PERSONAL MOBILITY

Personal mobility shapes people's access to employment, public services and leisure. Although using public transport is desirable for other reasons it rarely offers the same level of personal mobility as a private car. Because of problems with the availability of other data, we have chosen to measure gender equality in personal mobility by whether women and men hold full UK car driving licenses, although this indicator does not measure whether or not drivers have access to a car some or all of the time.

Full driving licenses

Personal mobility is measured as the difference between the percentage of women and percentage of men who hold full UK car driving licences.

	1992-94	1999-01	2002-04	
Personal mobility gap	35	26	23	

The indicator shows a considerable decrease in the gap between the proportion of women and men with full driving licenses. By 2002-4, 59% of women held such a license compared with 82% of men.

KEEP MEASURING

This publication presents a snap-shot of progress towards gender equality over the last ten years and benchmarks Wales in anticipation of change over the next ten years.

We believe that the set of indicators are a valuable starting point for monitoring change. We recommend that:

- the indicators should be updated and progress reviewed every two years;
- the indicators should be developed further as more data becomes available, e.g. to include carers and to enhance statistics on minority ethnic groups;
- more generally, a greater range of data should be available for Wales that can be analysed by gender.

ANNEX 1 - SOURCES

Employment rate

Source: Stats Wales [002044] Labour market summary, quarterly Labour Force Survey, seasonally adjusted, Wales (gender, age, Wales, UK) spring quarters

Employment rate – minority ethnic groups

Table 5.2 Statistical Focus on Ethnicity July 2004 SB53/004

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/compendia/2004/sb53-2004/sb53-2004-ch5.htm>

Employment rate – people with disabilities

Welsh Local Labour Force, Stats Wales

<http://www.statswales.wales.gov.uk/TableViewer/tableView.aspx?ReportId=921>

Employment rate – women and men with dependent children

Figures from Welsh Local Labour Force supplied by the Welsh Assembly Government

Employment rate – carers

2001 Census standard table SO26

Employment rate – 50 – retirement

Welsh Local Labour Force, Stats Wales

<http://www.statswales.wales.gov.uk/TableViewer/tableView.aspx?ReportId=924>

Occupational Segregation

2001 and 2004 - Labour Force survey – employment by occupation

<http://www.statswales.wales.gov.uk/TableViewer/tableView.aspx?ReportId=1822>

Incomes

Source: Family Resources Survey - Individual Income 1996/97 - 2000/01, ONS and Women's Equality Unit (2005) Table S5.1

http://www.womenandequalityunit.gov.uk/research/individual_income_tables2005.pdf

Earnings

Source: Annual survey of hours and earnings (workplace analysis) from Nomis 28/02/06

Qualifications at Age 16

Source: Schools in Wales 2004 – Examination Results – Table 2.11, National Assembly for Wales

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/schools-teach/2005/siwep2004/siwep2004-ch2/siwep2004-t2-11.xls>

Qualifications of the Adult Population

2004 - The Levels of Highest Qualification Held by Working Age Adults in Wales 2004, National Assembly for Wales SB9/2006

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/post16education/2006/sb9-2006/sb9-2006.pdf>

2001 - The Levels of Highest Qualification Held by Working Age Adults in Wales 2001, National Assembly for Wales SB115/2003

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/post16education/2003/sb115-2003/sb115-2003.pdf>

1996 - Figures supplied by the Welsh Assembly Government

Life Expectancy

National Assembly for Wales, Life Expectancy 2002-02, SB7/2006 Table 1

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/health/2006/sb7-2006/sb7-2006.pdf>

Reported good health

Regional Trends 38 Table 7.3, Regional Trends 37 Table 7.4, Regional Trends 36 Table 7.4

<http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=836&Pos=&ColRank=1&Rank=422>

Fear of Crime

British Crime Survey quoted in:

Regional Trends 38 Table 9.13

<http://www.statistics.gov.uk/statbase/Expodata/Spreadsheets/D7794.xls>

Regional Trends 37 Table 9.14

<http://www.statistics.gov.uk/statbase/Expodata/Spreadsheets/D6015.xls>

Regional Trends 35 Table 9.13

http://www.statistics.gov.uk/downloads/theme_compendia/regional_trends/RT35_09_Crime_Justice.pdf

Members of Parliament

Figures supplied by House of Commons

Members of the National Assembly for Wales

National Assembly for Wales

Local authority councillors

Employers Organisation for Local Government

<http://www.lg-employers.gov.uk/default.php>

Personal mobility

Welsh Transport Statistics 2005 Table 2.18, National Assembly for Wales

<http://www.wales.gov.uk/keypubstatisticsforwales/content/publication/transport/2005/wts2005/wts2005-ch2/wts2005-t2-18.xls>