

THE BEVAN FOUNDATION



MEASURING UP:

A CONSULTATION PAPER ON MEASURING PROGRESS TOWARDS GENDER EQUALITY IN WALES

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EXECUTIVE SUMMARY

- Measuring performance and progress is commonplace but it has not widely used to measure gender equality.
- An objective measure of progress towards gender equality would help to hold organisations promoting equality to account, highlight what still needs to be done, and help prioritise effort.
- There are numerous collections of statistics that show gender differences but they are not focused on measuring relative *equality* between men and women.
- There is a broad consensus that key dimensions of equality are employment, financial resources, education, crime, caring, participation in public life, and personal mobility.
- It is feasible to produce a simple set of a small number of indicators of gender equality that looks at change in Wales since the mid-1990s
- The initial index produced shows that there has been progress towards equality particularly in employment, but the picture on most other aspects of equality is mixed.
- We welcome the views of stakeholders on the proposals in this paper by Friday 10th February 2006.

1. INTRODUCTION

1.1 Aim and Scope of the Report

The aim of this report is to seek views on the feasibility and desirability of measuring progress towards gender equality in Wales using a statistical index.

Its findings are based on a small scale piece of work, which has reviewed existing reports and other studies, and briefly assessed the availability of statistical data. It sets out the rationale for measuring progress through an index of gender equality, reviews other indicators of gender equality, demonstrates what an index of gender equality for Wales might look like, and seeks the views of stakeholders.

1.2 Making Your views known

Please let us know what you think. Some questions on which we would particularly welcome views are set out in section 4, but any comments would be appreciated.

Please send your comments by Friday 10th February 2006 to:

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2. MEASURING GENDER EQUALITY

2.1 The nature and purpose of indicators

Indicators are increasingly used to measure a wide range of social and economic characteristics, from improving the performance of public services, such as health and education, to monitoring climate change and the environment. Indicators are valuable because they provide a tangible means of measuring the achievement of a specific goal or target, and hence of monitoring change.

Although indicators use numerical information, they are essentially different to statistics because they shed light on a particular problem or question and are not just descriptive. So, whilst there are many different statistics covering, for example, different aspects of women and men's earnings, only one or two of these statistics may be good indicators of the gender pay gap. Annex 1 provides a summary of the different types of statistics and indicators.

One of the best developed sets of indicators is the UK government's sustainable development indicators (and the complementary set for Wales). Here a 'framework' set of 12 UK-wide indicators has been selected as the key measures of progress towards sustainable development, complemented by a set of 48 'supporting indicators' which provide more detail on each of the framework measures. Change over time for each indicator is assessed into one of three categories (positive, little or no change, or negative) shown by a simple visual symbol, with brief background details available about the data and highlights. Nine of the 12 sustainable development indicators for Wales are available, nine of which are the same as the UK Framework indicators.

2.2 Indicators of Gender Equality

Perhaps surprisingly, there have been few attempts to develop indicators of gender equality even though it is an issue on which it might be thought desirable to monitor progress and compare achievements.

There are a number of collections of statistics which highlight differences between men and women in Wales. They include:

- the Equal Opportunity Commission's '*Facts about Women and Men*' series¹,
- the Welsh Office's '*Statistical focus on Wales: Women*'²,
- and the Department for Trade and Industry's '*Interim Update of Key Indicators of Women's Position in Britain 2004*'³.

These publications provide very useful overviews of men and women's relative circumstances but they are all essentially descriptive, focusing on highlighting differences and similarities between women and men on a range of subjects, rather than measuring gender *equality*. So, whilst the statistics in these

collections are extremely useful and have provided a valuable starting point for this report, they are not in themselves indicators of gender equality.

This study has identified only one piece of work on indicators of gender equality – *Gender Equality Indicators for Northern Ireland – a discussion paper*, published by the Office of the First Minister and Deputy First Minister in January 2004⁴. This was a detailed investigation which reviewed all the current research on gender equality in Northern Ireland, covering everything from employment to health to crime, as well as the availability of data. The report recommended more than 50 separate indicators be adopted, and concluded that although a composite index – made up of a combination of indicators - would be useful it was too complex to introduce at present. Despite the scale of the study, some of the indicators proposed for Northern Ireland are nevertheless measures of gender difference rather than gender equality. Also, the indicators proposed are not accompanied by a detailed specification of the data that should be used. So, whilst this is a very useful piece of work from which this report has drawn, it is not a blue-print for a set of gender equality indicators for Wales.

The only set of indicators developed specifically to measure gender equality in the UK that we have been able to identify are those drawn up by the Department for Trade and Industry. Target 9 of the DTI's Public Service Agreement targets is to:

*'bring about measurable improvements in gender equality across a range of indicators, as part of the Government's objectives on equality and social inclusion.'*⁵

This target is supported by a range of sub-targets, covering a limited number of policy areas, which are shown in Annex 1. Although a considerable number of the sub-targets are said to apply to Wales, it is not clear that the Welsh Assembly Government is explicitly helping to achieve them nor does the Welsh Assembly Government have its own public service targets on gender equality.

2.3 Defining Equality

A set of indicators, as opposed to a set of descriptive statistics, implies that there is a goal against which progress is being measured⁶. And whilst 'gender equality' is clearly the general aim, it is so broad that it is useful to try to define what this means in more detail.

The Welsh Assembly's statutory duty to '*make appropriate arrangements with a view to securing that its functions are exercised with due regard to the principle that there should be equality of opportunity for all people*'⁷ might be unique but it does not provide much of a starting point against which to measure progress.⁸ And as its Equality of Opportunity Committee has noted, the Assembly Government does not have an overarching gender equality strategy against which change might be measured, nor even any gender-specific targets.⁹

The Equal Opportunity Commission's own vision statement (shown in Figure 1) is useful in setting out the general direction of changes it wishes to see to achieve gender equality.

Figure 1 Equal Opportunities Commission Vision

- **Women and men valued equally.** Pay and pensions are equal, and the benefits system treats everyone fairly.
- **Fair treatment, not discrimination.** Women and men get fair treatment at work and in all walks of life, regardless of their sex. If they don't, help and advice is available.
- **Caring roles shared.** Women and men share responsibility for work at home. Society and employers support people who look after their children or relatives and go out to work, making it possible to balance both and enjoy life.
- **Equal choice, not stereotypes.** When women and men choose jobs, educational subjects and how to spend their leisure time, there are no stereotypes about 'traditional' roles – so there are no jobs it's unusual for a woman or a man to do.
- **Different lives, equal services.** We all get services that are equally useful for our different lives. From childcare to pensions, transport to training, services and products meet women's needs as well as men's and everyone has equal access.
- **Equal power.** Women – in their full diversity - are as likely as men to be in positions of power, taking decisions in government, business and their communities.
- **Women safe from violence.** Domestic violence is unacceptable, and women feel safe in and outside their homes. The justice system is fair to women who have experienced violence.

Source: http://www.eoc.org.uk/cseng/policyandcampaigns/our_vision.asp

3. SELECTING INDICATORS

3.1 Criteria

The review of indicators for Northern Ireland set out a number of criteria against which any indicator which might be chosen should be assessed. These included two essentially technical requirements as well as four other criteria which concern the relatively usefulness of the data. The criteria are:

- Quality of the data (i.e reliability and robustness)
- Clarity
- Comparability (e.g. with other parts of the UK or over time)
- Frequency of availability
- Capacity to provide profiles for sub-groups and areas.

Whilst these criteria are certainly useful in weeding out which **data** might be used, they are less useful in defining the criteria for choosing the **indicators** in the first place. We would suggest that in addition:

- indicators should measure **inequality** between men and women, not just biological differences or different behaviours. And as part of that, a reduction in inequality should be either generally desirable or a formal policy goal.
- indicators should recognise **diversity** amongst men and women, such as different ethnic groups, and should not include value judgments, for example about whether or not employment for mothers of under-5s is inherently desirable or not.
- indicators should reflect the areas of inequality between women and men, that have a **deep-seated and long-term impact** on their respective abilities to achieve their potential.
- indicators should be **easy to understand** by the general public and attractively presented.

3.2 Format and Presentation

Although the Northern Ireland review suggests more than 50 different indicators, this is not a readily digestible or easily accessible range of information. We would suggest that the approach taken by the indicators of sustainable development has much to commend it. Here, the 12 'framework' indicators cover the main sustainable development issues, show very simply whether progress is being made, seem relatively easy for the general public to understand, and are attractively presented on websites as well as in paper-based reports. A similar number of 'headline' indicators of gender equality would seem appropriate, supported by a larger number of more detailed measures. This report focuses on

defining the headline indicators and suggests that further work on the supporting indicators is needed if required.

3.3 Comparison with what?

Implicit in selection of indicators is that they will be compared in some way, but with what? Typically indicators will be benchmarked against a target (but these are notably absent in Wales), or against the performance of others (perhaps Wales against other nations or regions of Britain or the UK), or change over time. For this report, we have shown as far as possible how indicators have changed over time. Unfortunately we have been unable to identify statistics which are comparable over the last 30 years, i.e. since the mid 1970s. However we have been able to measure change on the majority of indicators over the last 10 years.

3.4 Coverage of indicators

There is a considerable consensus about the key areas about which statistics should be produced. Table 1 summarises the contents of the four main collections of data / indicators and the areas which they cover. Hardly surprisingly, employment, financial resources, and participation in public life are identified by all publications surveyed, with education and training, work-life balance, childcare / care and crime being identified by almost all. There was less consensus about the inclusion of health, transport and public attitudes.

Table 1 Coverage of indicators

	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	Northern Ireland Review	DTI Key Indicators
Population & Demography				✓
Employment	✓	✓	✓	✓
Work-Life Balance	✓	✓		✓
Education and Training		✓	✓	✓
Financial Resources	✓	✓	✓	✓
Participation in Public Life	✓	✓	✓	✓
Health			✓	✓
Crime	✓		✓	✓
Transport			✓	✓
Childcare / care	✓	✓	✓	
Attitudes			✓	

Within each of these different subject areas, there are sometimes a large number of different statistics available, each measuring a slightly different aspect of a particular issue, and sometimes there are surprisingly few. It is outside the scope of this project to review the plethora of different published statistics available on each and every subject, so we have taken the four key collections of indicators as a starting point. A summary of the sets of indicators is given in Appendix 3.

3.5 Indicators on Economy and Employment

Enabling men and women who want to contribute to economic life to do so, to the best of their ability, is fundamental to gender equality. Work is a key source of identity, status and, crucially, access to income and assets, in both the short and long term. Taking the EOC's vision, the issue is enabling women and men to choose the balance between work and domestic life that best suits them. Thus, any indicators should not imply that one pattern of work is superior to another, e.g. that full-time work is 'better' than part time work, although it does imply that paid employment is, overall, better than not working. Table 2 summarises the different indicators chosen by the four different reports surveyed.

Economic Activity

There is a strong consensus that some measure of the relative economic participation of men and women is a key indicator of equality, using either economic activity rates (which includes people in employment or who are actively seeking work) or employment rates (which measures only those who are actually employed). Given the blurred boundary between economic inactivity and unemployment, especially for women, and that the indicator is being chosen because it measures access to the benefits of paid work, **employment rate appears to be a more appropriate 'headline' indicator.**

Working patterns

Men and women have very different patterns of work. Far more women than men work part time, and men and women do so for different reasons (women tend to work part time to accommodate their caring and domestic commitments whilst men tend to work part time in order to study or towards the end of their working lives). However, different hours of work are not a measure of *per se* of inequality between genders, nor is one pattern of work intrinsically 'better' or more 'equal' than another, and so for these reasons working patterns are not included as a headline indicator.

Entrepreneurship

Increasing women's entrepreneurship is one of the UK government's gender equality targets, and so for this reason it features as a performance indicator. It also features in the DTI's collection of key indicators. However, desirable though

an increase in both male and female entrepreneurship may be, the number of women entrepreneurs is not a key measure of equality between the sexes. It is therefore not included as a headline indicator.

Occupational and Industrial Segregation

Women and men work in very different occupations and industries. Whilst both industry and occupation show markedly different patterns, it is arguably occupational segregation which is the most robust measure of equality between the sexes^{10 11}. Occupational segregation reduces individuals' choices and opportunities, by reducing the range of jobs and careers apparently open to men and women, as well as limiting productivity of the economy as a whole. Occupational segregation is long standing and reflects some of the most deep-rooted stereotypes about the roles of men and women¹². It should therefore be a headline indicator.

In measuring occupational segregation, there is a choice between choosing:

- measures which measure the segregation of women or men into typical occupations e.g. women in cleaning occupations, men in construction;
- measures which measure the presence of women or men in 'atypical' occupations e.g. women in engineering or men in childcare.

With both approaches there are problems with the continuity of data over time as the classification of occupations has changed.

For this report, we have adopted a measure of the extent to which women have entered the relatively broad occupational group 'managers and senior officials', but **we would welcome comments on whether a measure of the extent to which women have moved out of traditional occupations might be more appropriate.**

Sex Discrimination

The UK Government's Women and Employment Unit is the only publication to choose employment tribunals as an indicator. Whilst there are issues surrounding the extent to which applications to employment tribunals accurately reflect unfairness at work 'on the ground', and the availability of data, information about employment tribunals is the only measure of people's perception of discrimination and unfairness at work. Valuable though it would be, given the need to keep the number of headline indicators relatively small, we therefore conclude that an indicator on employment tribunals should not be included.

Work-Life Balance

A wide range of different indicators to measure 'work-life balance' is suggested by other authors, ranging from individuals' satisfaction with arrangements to the

incidence of flexible working arrangements, and the impact of childbirth / rearing on employment behaviour. Another recently-available potential measure is how men and women use their time, e.g. in employment, childcare and other care, and leisure – the UK Time Use Survey 2000.¹³ However we have been unable to identify data for Wales that is readily available.

It is a moot point whether many of the indicators of ‘flexible working’, and in particular part time work, measure a positive choice or whether these arrangements are the only option for women who have to combine employment with caring and domestic responsibilities. Moreover, some of the so-called flexible arrangements, e.g. evening or early morning shifts, seem to owe more to the employers’ needs than those of individuals. Part time working also covers a wide range of employment – from someone working 29 hours a week on a professional salary to a low paid unskilled worker on low pay. The Northern Ireland study concludes that ‘part time working cannot be seen as a positive choice for many workers, though it may be for some. For many, it is likely to be perceived as the only option.’ For this reason, we suggest that part time working should **not** be included as a measure of flexible working.

3.6 Education and Training

Educational Achievement

There are a number of different points at which the different educational achievements of males and females can be measured – from the various key stages during compulsory schooling, to achievements in the final year of compulsory schooling, to A level and higher educational achievements. In addition, there is the overall level of qualifications amongst the population as a whole. Whereas the overall level of qualification is likely to change very slowly, and therefore is not so useful as a measure of short-medium change, the performance of young men and women as they pass through the education system is more volatile and reflects at least in part current policy initiatives.

If a measure of educational ‘output’ is chosen, there is compelling evidence that educational achievement in the final year of compulsory schooling is a key indicator of the likelihood of securing future qualifications and of future employment prospects. In addition, it is also a stage in the education system that applies to all young people. It is therefore suggested that educational achievement in the final year of compulsory schooling be included as a headline indicator.

Subject Choice

Subject choice is an important issue as it can be argued that it reinforces gender stereotyping and shapes men and women’s future career paths. Whether it is

measured at A level or Higher education level needs further discussion, as does which subject choices are the best indicators of inequality.

3.7 Financial Resources

Earnings

There are many different measures of earnings, depending on whether hourly, weekly or annual pay is used, and whether full time or part time workers are counted. Each measure gives slightly different results. According to the Northern Ireland review:

- comparing hourly rates of full time workers is most indicative of the impact of discrimination;
- comparing weekly rates of full time workers is most indicative of take home pay and hence men and women's ability to support themselves and their households;
- comparing full time and part time workers' hourly pay rates indicates the unequal labour markets for women and men (in terms of industrial and occupational segregation, skill levels and payment systems)

Given the need to identify a small number of headline indicators that are the broadest indicator of equality, we initially concluded that the ratio of women's part time to men's full time earnings be selected. However some people, such as the Fawcett Society, argue that gross weekly earnings is a more appropriate measure because it reflects the inequalities between women and men when they participate in the labour market. In addition, we were unable to identify data that was comparable back to the mid 1990s. We have therefore compared the weekly pay of women and men full time workers instead.

Incomes

Data about incomes are useful because they include all adults, not just those who are working, and include other sources of income as well as earnings e.g. benefits, and pensions.

Statistics are available which give men and women's average incomes and for median incomes. Median incomes (i.e. the 'mid-point' in the spread of incomes) are less skewed by a small number of either very high or very low incomes, and are most widely used in analyses of income data. Statistics are also available on men and women on households below 60% median income (the standard definition of a low income), on sources of income, and benefit take-up. **We suggest that median income is used as a headline indicator.**

3.8 Health

There is a plethora of gender statistics about health and health services, yet a number of sets of indicators do not include any health data at all. In part this appears to be because it is not clear what the gender equality issues in health actually are. For example, the Northern Ireland Review explains:

- on average women live longer than men
- but on average women tend to suffer more ill health than men (partly because of their longevity)
- there are considerable gender differences in the causes of ill health, some of them arising from biological differences
- there are gender differences in health behaviours, such as smoking, alcohol consumption, substance misuse and exercise, although the gaps are narrowing
- levels of service provision are not a measure of gender equality because of different biological needs e.g. reproductive health and maternity.

These differences are a combination of biological differences as well as gender differences, and are not necessarily measures of *inequality* between women and men^{14 15}.

Nevertheless, measures of progress towards gender equality which do not include any indicators of health would be very partial, and for this reason we have chosen an indicator of general health for inclusion here. However it has proved difficult to access a time-series of data by gender for Wales and so the data used cover a relatively limited period.

Views are invited on whether this is an appropriate indicator or whether any other indicators should be adopted.

3.9 Crime and safety

There are a number of different statistics available about crime and safety, covering essentially the characteristics of victims and the crimes against them, the characteristics of perpetrators and the outcome of action against them, and the wider impact of crime on society.

Victims of Crime

Data shows that men are slightly more likely to be victims of crime than women, but men are far more likely to be the victim of a stranger, whereas women are more likely to be the victim of someone known to them.

Most indicators of equality chose the incidence of domestic violence as a key measure, because violence against women reflects the imbalance of power between women and men and also more general gender inequalities. Although

men and boys may also be victims of domestic abuse (and women may also be perpetrators), it is suggested that 'patterns of abuse reflect power relations that remain distinctly gendered'¹⁶. Whilst there are issues about the reliability of data on domestic violence, including significant under-reporting and different definitions by different agencies, **the impact of domestic violence on people's lives warrants its inclusion as a headline statistic.**

Perpetrators of Crime

Whilst there are undoubtedly gender differences between perpetrators of crime - men are more likely to be perpetrators than women – there is no suggestion of a goal of gender equality and so an indicator would not be appropriate.

Fear of Crime

This is an important issue because fear of crime constrains men and women's behaviour, with women fearing crime more than men. However, the factors that contribute to fear of crime are many and varied, and the fear is not, in itself a direct measure of gender inequality. It is not therefore suggested as a headline indicator.

3.10 Transport

Transport is increasingly recognised as a key element of inequality and social exclusion, because it is the means by which people get to work, access public services and enjoy their leisure. Although highly desirable for many other reasons, use of public transport rarely provides the same level of personal mobility and choice as use of a private car. Access to a car is therefore increasingly regarded as an important measure of equality between different groups, including equality between men and women.

There are a number of indicators that could be used, including holders of full UK driving licences, and access to a household car. Although we initially concluded that main mode of transport used is the most suitable indicator as it measures people's *behaviour* rather than access to a car, which may be only occasional, it proved difficult to locate data broken down by gender and countries of the UK so we have therefore used **holders of full car driving licenses** instead.

3.11 Caring

Childcare

Good quality, affordable childcare is crucial to equality of opportunity for women and men. Yet the availability of childcare is not a particularly good indicator in itself of gender equality. This is because it is not childcare but the underlying

issue of who cares for children that shapes participation in the labour market and in social and civic life. In addition, statistics only measure formal childcare rather than informal arrangements, for example with family members, and do not measure usage.

The Northern Ireland Review suggests that data on childcare places should be supplemented by other information e.g. on usage of childcare and the respective roles of men and women. However, we are not aware that such information is readily available. Until there are deep-seated social changes in the relative roles of men and women in caring, the availability of childcare is likely to continue to be a key element in enabling gender equality. However, there is a real shortage of statistical data especially pre-2000. **We therefore suggest that the number of registered childcare places should be a headline indicator.**

Other Care

Similar issues apply to the impact of other forms of care on equality. There is relatively little data, other than statistics on the number of carers, the amount of care they gave and their employment status. Providing care tends to impact more on women than on men, and has a huge impact on participation in employment, education and social and civic life. Although we initially considered including a headline indicator showing the employment rates of women carers who provide 20 or more hours of care a week, data is only available for 2001 which means that it is very difficult to measure change. This indicator is therefore not included as a headline measure.

3.12 Participation in Public Life

There are a number of different possible measures of gender equality in public life, ranging from the number of women appointed to public bodies, to the number of women elected to various tiers of government, and the number of women in the senior civil service. Whilst women in public bodies and the senior civil service are important, they are both appointments made on merit and cover only one element of public life. Elected representation is arguably more comprehensive. We therefore recommend that a composite indicator of local authority representatives, members of parliament and UK members of the European Parliament should be a headline indicator. However, difficulties identifying the data mean that the percentage of Welsh MPs who are women is not used in this report.

3.13 Diversity

Just as statistics on the population as a whole hide differences between women and men, so data on all women masks differences between groups of women. We have therefore chosen to include one indicator – to keep the coverage manageable – to show the following:

- differences between white women and women from minority ethnic groups
- differences between able bodied women and those with a disability

Unfortunately we have been unable to identify any statistics on sexual orientation and so it is not included here.

We have chosen to use a measure of employment participation for the reasons discussed earlier, namely that employment is the key means of securing an independent income and status.

4. A GENDER EQUALITY INDEX FOR WALES

4.1 Headline Indicators

Based on the analysis in section 3, we suggest that the following be selected as the 'core' or 'headline' indicators of gender equality for Wales. The core indicators are:

1. employment rate
2. diversity amongst women – employment rate
3. occupational segregation
4. educational achievement
5. earnings
6. Median income
7. health status
8. Domestic violence
9. Transport
10. Number of registered childcare places per 100 children
11. Elected representation

There is potential for one or two more indicators, e.g on educational subject choice. Table 10 shows the definition it is suggested should be used for each indicator, and the source of data and most recently available data set.

4.2 Indicators for Wales

Table 11 gives the results for the headline indicators for Wales, and shows the extent to which conditions have changed over the last 10 years – i.e. since the mid 1990s.

The table uses a very crude 'colour coding' where green indicates progress towards gender equality, amber indicates no change, and red indicates a reduction in equality.

4.3 What do you think?

This overview suggests that there is considerable merit in measuring progress towards gender equality in Wales by producing a 'gender equality index'. Before work is finalised, however, we would welcome the views of stakeholders about the benefits of the approach outlined here. The following are some key issues on which we would particularly welcome your comments:

- do you think measuring progress through an index of gender equality will be useful?
- do the indicators set out here cover the key dimensions of gender equality?
- is the choice of statistics used to measure progress on each indicator the right one? Are there other statistics that should be used instead (bearing in mind the need for data to be available for Wales, by gender, and if possible from the mid-1990s onwards)?
- how might the findings be made available and disseminated?
- who should own and maintain the index?

4.4 What happens next?

We will consider all constructive comments and suggestions received by Friday 10th February 2006. We will incorporate those views that we can, and revise the proposals accordingly. We will then aim to publish a final version of the index, with accompanying commentary, in spring 2006.

Table 10 Definitions and Sources

Indicator	Definition	Source of Data
employment rate	The number of women in employment (employees and self employed) as a percentage of all women of working age	Labour Force Survey, Stats Wales
occupational segregation	The percentage of managers and senior officials who are women.	Labour Force survey, Stats Wales
educational achievement in the final year of compulsory schooling	The difference in the percentage of girls and boys achieving 5 or more GCSEs at grades A-C	Schools in Wales, national assembly for Wales
Earnings	Women's full time gross weekly earnings as a percentage of men's full time gross weekly earnings	Labour Force survey, stats wales
Median income	Women's gross median income as a percentage of men's gross median income	Family Resources Survey, ONS / DTI Women and Equality Unit 2004
Domestic violence	Percentage of adults who were victims of domestic violence	British Crime Survey, Home Office
Childcare	Number of registered childcare places.	Digest of Welsh Local Statistics, National Assembly for Wales Care Standards Inspectorate Wales annual report 2005
Percentage of members of Parliament who are women	Percentage of AMs who are women: <ul style="list-style-type: none"> • not appropriate • 1999 • 2003 	EOC
	Percentage of local authority councilors who are women: <ul style="list-style-type: none"> • 1997 • 2001 • 2004 	Councillors Survey, Employers' Organisation for Local Government
Transport	Percentage of women who hold a full car driving licence	Regional Trends 38

Table 11 A Gender Equality Index for Wales

Indicator	Definition	Mid 1990s	2000	Now	
employment rate	The number of women in employment (employees and self employed) as a percentage of all women of working age, <ul style="list-style-type: none"> • Aug – Oct 1995 • Aug – Oct 2000 • Aug – Oct 2005 	63.6	64.8	68.6	
	The number of women in employment from minority ethnic groups as a percentage of all women of working age from minority ethnic groups <ul style="list-style-type: none"> • n.a. • 2001 • n.a. 	n.a.	46.0	n.a.	
	The number of women with disabilities in employment as a percentage of all women of working age with disabilities <ul style="list-style-type: none"> • n.a. • 2001 • 2004 	n.a.	35.6	40.8	
occupational segregation	The percentage of managers and senior officials who are women. <ul style="list-style-type: none"> • 1991 • 2001 • 2004 	31.7	34.0	35.0	
educational achievement	The difference in the percentage of girls and boys achieving 5 or more GCSEs at grades A-C	10.25	11.48	11.00	
Earnings	Women's average full time weekly earnings as a percentage of men's average full time weekly earnings <ul style="list-style-type: none"> • 1997 • 2001 • 2005 	81.8	85.2	81.1	

Income	Women's gross median income as a percentage of men's gross median income	51.3	58.4	58.4	
Health	Percentage of women reporting good general health: <ul style="list-style-type: none"> • 1998/99 • 2000/1 • 2001/2 	49	59	55	
Domestic violence	No. of adults per 10,000 people who were victims of domestic violence: <ul style="list-style-type: none"> • 04/5 • 01/02 • 1998 	110	139	132	
Childcare for under 8s.	Number of registered childcare places: <ul style="list-style-type: none"> • 1994 • 2000 • 2005 	47,776	56,773	72,856	
Public life	Percentage of AMs who are women: <ul style="list-style-type: none"> • not appropriate • 1999 • 2003 	n.a.	40	50	
	Percentage of local authority councilors who are women: <ul style="list-style-type: none"> • 1997 • 2001 • 2004 	20.4	19.0	21.8	
Access to private transport.	Percentage of women who hold a full car driving licence: <ul style="list-style-type: none"> • 92-94 • 99-01 • 02-03 	48	57	58	

Annex 1 MEASURES OF GENDER EQUALITY

Quantitative information can be extremely useful in helping to understand the position of women and men in society. Four different types of quantitative measures can be identified¹⁷:

- **Statistics** – statistics provide descriptive information about the position of women and men for a particular attribute or issue. They are not, alone, measures of progress or performance. They can be derived from various government surveys, both regular and ad hoc, or from independent research. Whilst many statistics are disaggregated by gender (and are sometimes known as gender statistics), some are not.
- **Indicators** – indicators are statistics which measure success in achieving specific goals or targets. They are chosen because they shed light on a particular problem or question. So, whilst there are many different statistics covering, for example, different aspects of women and men's earnings, only one or two of these statistics may be good indicators of the gender pay gap.
- **Performance indicators** – performance indicators measure the success of particular policy measures, and often measure the effectiveness of action taken. They may well be linked with efforts to address a wider socio-economic issue. For example, a performance indicator might measure the number of people calling a helpline on domestic violence.

High level composite indicators – these indicators bring together data from a range of areas into a single combined index to produce a simple, clear measure. They can serve as measures of national performance on an issue, such as GDP.

Annex 2 DTI PSA Target 'Women's economic participation and advancement' sub targets

Sub-target 1

DTI will work with other government departments to improve the labour market position of women and their overall lifetime incomes. DTI will increase the percentage of employees who are satisfied with their work/family balance. In order to do so, DTI will aim to ensure:

- (i) By 2006 there is an increase in employee awareness of their right to request flexible working arrangements. Baseline 2003/04: 52%, increase to 56% by 2006;
- ii) By 2006 there is an increase in the percentage of employers who provide two or more flexible working time arrangements to their employees. Baseline 2003/04: 44%, increase to 50% by 2006.

Territorial scope – Great Britain

Sub-target 2

The Government will work with businesses and trade unions, the Equal Opportunities Commission (EOC) and Opportunity Now towards ensuring that 35 per cent of large companies have done pay reviews by 2006. Baseline: 2003 – 18%

Territorial scope - UK

Sub-target 3

The Government is committed to encouraging women into sectors where they are currently under-represented and helping women to succeed once in those sectors:

- i) By 2005, DTI will ensure that women make up 40 per cent of the representation of Science, Engineering and Technology (SET) related boards and councils; Baseline 2002 – 23%
- ii) By 2006, we will increase the number of women entrepreneurs to that in comparable economies such as the UK. To this end, at least 40% of Business Links' customers will be women. Baseline 2002-03 – 25.8%.
- iii) DTI will aim to reverse the serious under-representation of women in Information, Technology, Electronics and Communications (ITEC) jobs, so that the UK matches the best of our competitors. As a first step, DTI will aim by 2006 to have increased the proportion of women in the UK ITEC workforce from the 2002 figure of 23%.

Territorial Scope – UK

Sub-target 4

By 2005 boards of public bodies should have an overall balance of men and women. This target is underpinned by individual Departments' targets in respect of the public bodies they sponsor. Baseline: 2002 34% increase to over 40% women appointed by 2006.

Territorial Scope - Public bodies and appointments sponsored by the UK Government.

Sub-target 5

By 2004/5, 35 per cent of all SCS posts and 25 per cent of the top 600 civil service posts should be filled by women. The Baseline figures from the Cabinet Office for April 2003 show that:

26.4% of the SCS are women;

22.9% of those in the very top management posts are women. This includes 3 women at Permanent Secretary level.

Territorial scope - UK

Sub-target 6

The Government will ensure that the judicial appointments process is accessible to all those who aspire to judicial office, particularly those from under-represented groups. This will lead to a more diverse range of applicants for judicial appointment.

Territorial scope - England and Wales

Sub-target 7

By 2006, the Government is committed to create 250, 000 new childcare places for at least 450,000 children (approximately 280,000 children net of turnover) in addition to the new places for 1.6m children to be created between 1997 and 2004.

Territorial Scope - England

Sub-target 8

The Government is committed to: taking action to reduce domestic violence, which currently accounts for 25 per cent of violent crime; bringing more perpetrators to justice; and providing better support to victims. Ministers have agreed a basket of performance indicators that will be used to measure effectively the success of the Government's domestic violence Strategy. For the purposes of this PSA, DTI will monitor and report on one of these indicators: the percentage of reported domestic violence incidents where there is a power of arrest where an arrest is made. The target will be to increase this percentage. It is envisaged that baseline data will be set in 2003/04.

Territorial Scope - England and Wales

Annex 3

Table 2 – Indicators on Economy and Employment

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Economic activity	Economic activity rate of working age women.	Employment, unemployment and activity rates	Economic activity rate, by age, family type, ethnic group*, lone & couple mothers*, long term disability* Employment and unemployment rates, by age and family type	Economic activity rates. ILO unemployment rates
Working patterns		Full and part time employment Employment by age. Employment by ethnic group. Employment by disability.	Full and part time employment, by age, age of youngest child and reason for working part time Pattern of working hours Temporary work – incidence and type	Distribution of working hours
Entrepreneurship	Percentage of business ownership by women. Percentage of customers using government-sponsored support services who are women.		Proportion of those in employment who are self employed.	

Occupational and Industrial Segregation	<p>Women employed in Information Technology, Electronics and Communications</p> <p>Women in Science, engineering and technology (SET) measured by proportion of women appointed to SET-related boards and councils.</p>	Occupation of Employment.	<p>Industrial distribution of employees</p> <p>Occupational distribution of employees.</p>	<p>Industrial distribution of employees.</p> <p>Occupational distribution of employees.</p>
Action against discrimination			Employment tribunals*	
Flexible working	Percentage of employees satisfied with their work/family balance.	Employees flexible working arrangements.	<p>Employees flexible working arrangements.</p> <p>Demand for flexible working.</p>	
Maternity / paternity		Employment patterns of parents.	<p>Maternity and paternity leave taken.</p> <p>Likelihood of return to work.</p> <p>Job / work pattern taken on return.</p>	<p>Economic activity and age of dependent children.</p> <p>Working hours and age of dependent children.</p>

Table 3 Indicators of Education and Training

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Educational achievement.		Examination achievements in final year of compulsory education.	Achievements at key stages in schooling. Achievements in last year of compulsory education by level. Achievements at A level.	Qualifications obtained at secondary level school. Degree and class of degree
Subject choice		Subject of A level entry.	Achievements in last year of compulsory education by subject group. Achievements at A level by subject group	Subject choice at secondary school. Subject choice in further and higher education.
Higher education			Participation in higher education, type of participation and subject. Graduates' first occupation entered	
Job-related training		Trainees on youth programmes. Occupational Area of Modern Apprenticeships	Proportion of employees receiving job related training.	
Qualifications			Highest qualification achieved, by ethnicity. Obstacles to learning.*	
Workforce				Composition of educational workforce at all levels.

- indicator not updated in 2004 data set

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 • **Table 4 Indicators of Financial Resources**

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Earnings	<p>Target to ensure that 35% of large organizations have undertaken pay reviews.</p> <p>Also support to government departments to implement their reviews.</p>	Hourly, weekly and annual earnings and gender pay gap for each.	<p>Full time hourly earnings by age, ethnic origin, qualification, dependent children, occupational group.</p> <p>Women's part time / men's full time earnings ratio (by age, qualifications and dependent children)</p> <p>Gross weekly earnings.</p> <p>Average hourly earnings for full timers, manual and non-manual*</p>	<p>Full time hourly and weekly earnings.</p> <p>Full time and part time hourly earnings.</p> <p>Low pay.</p> <p>Gender differences in pay across industrial sectors.</p>
Incomes			<p>Distribution of mean & median incomes.</p> <p>Gross, net and disposable median incomes by family type and age.</p> <p>Distribution of low income by household type.</p> <p>Sources of income.</p> <p>Claimants of key benefits.</p> <p>Types of savings.</p> <p>Amounts of savings</p> <p>Pension entitlement.</p>	Individual incomes and sources.

Table 5 Indicators of Gender Equality in Health

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Life expectancy and Mortality			Life expectancy Death rates Causes of deaths.	Life expectancy Mortality
Prevalence of ill health			Prevalence of long standing illness Self reported general health. Psychiatric morbidity* Prevalence of mental illhealth Obesity and overweight.	Morbidity Limiting long term illness Mental Health and suicide
Behaviours impacting on health			Smoking Alcohol consumption Exercise and physical activity Fruit and vegetable consumption. Infant feeding*	Smoking Drinking Physical activity
Sexual health			Contraceptive use. Abortions Sexually transmitted infections.	
Usage of services			NHS GP consultations Hospital attendance in last year. Health screening	Usage of health services

Table 6 Indicators of Gender Equality in Crime

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Victims of Violent crime.	Domestic violence (key indicator – the percentage of domestic violence incidents with power of arrest where an arrest was made related to the incident)		Violent crimes against women and men, age of victim. Types of violent crime. Incidence of domestic violence, type & frequency. Homicide by age / sex of victim and method of killing. Prevalence / type of sexual assault Incidence of Sexual victimization Incidence of stalking	Incidence of domestic violence. Incidence of rape and other sexual offences, and conviction rate. Incidence of other forms of violent crime and conviction rate.
Perpetrators of crime			Number / age of offenders Type of offence Sentencing Prison population	
Fear of crime.	Fear of crime.		Perception of risk of crime (age, sex and type of crime) Worry about crime Feelings of personal safety. Confidence in the criminal justice system	Fear of crime.

Table 7 – Indicators of Gender Equality - Transport

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
			<p> Holders of full car driving licences (by age and ethnic origin)</p> <p> Access to a household car</p> <p> Main mode of transport used (by age)</p> <p> Purpose of trips made.</p> <p> Usual method of travel to work (by ethnicity)</p>	<p> Licence holders</p> <p> Mode of transport used</p> <p> Purpose of journey</p> <p> Distances travelled</p>

Table 8 – Indicators of Gender Equality - Caring

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Childcare provision		Number of registered childcare places per child.	Number of childcare places*	<p>Childcare places by types of provision.</p> <p>Patterns of demand for and usage of childcare</p> <p>Time spent on childcare by men and women.</p> <p>Estimated economic value of unpaid childcare.</p>
Other forms of caring		<p>Number of carers and amount of care provided.</p> <p>Employment patterns of carers.</p>	Caring for elderly and infirm relatives*	<p>Patterns of informal caring.</p> <p>Time spent on informal caring by men and women.</p> <p>Estimated economic value of unpaid childcare.i</p>

Table 9 Indicators of Gender Equality in Public Life

Detail	Government Gender Equality PSA Indicators	EOC Facts About Women & Men in Wales	DTI interim update of Key Indicators	Northern Ireland Review
Public appointments	Target to increase the numbers of women appointed to public bodies to 40% by 2006, measured by appointments made by government departments.		Women on the boards of public bodies. (And by ethnic origin*) Proportion of women appointed / reappointed each year.	Public appointments
Elected representatives		Members of Parliament for Wales Members of the National Assembly for Wales	Women in the House of Commons, Westminster, Scottish Parliament and European Parliament. Local authority councillors*	Representation in formal politics: MPs, MEPs, MLAs, councillors
			Propensity to vote, by age and party (ethnic origin*)	
Senior positions	Appointments of women to the judiciary. Women in the senior civil service.		Women in the civil service.* Women in senior positions in the private sector	Senior positions in public sector workforce including civil service, judiciary, courts, police, teaching and health. Senior positions in business, legal profession, trade unions, voluntary sector.
			Volunteering by type of activity, ethnic origin, (by age*)	

END NOTES

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⁶ Heike Wach and Hazel Reeves (2000) *Gender and Development: Facts and Figures*, Institute of Development Studies: Brighton

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¹⁷ *ibid.*