

Tackling Occupational Segregation in
Scotland: a report of activities from the
Scottish Government Cross-Directorate
Occupational Segregation Working Group

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Executive Summary

Introduction

1. In 2006, the then Scottish Executive set up the cross-departmental (now cross-directorate) Occupational Segregation Working Group (OSWG) to take forward action within Scottish Government to tackle occupational segregation.

2. The development of this group has been framed by a number of recent policy drivers occurring at UK and Scotland level, most notably the publication of the Women & Work Commission (2006) report: *Shaping a Fairer Future*, and the introduction of the *Gender Equality Duty* in April 2007. The OSWG was also concerned to continue action in response to recommendations from the *Strategic Group on Women*, to support the work of the *Close the Gap* partnership to reduce the gender pay gap in Scotland, and to take forward issues raised by the General Formal Investigation into occupational segregation by the Equal Opportunities Commission (EOC).

3. OSWG had an ambitious brief, which recognised that gender inequality occurs across the life-course, and that age, disability, ethnicity, religion and sexual orientation play into people's experiences of gender inequality. The group held discussions on policy activity in a number of areas: early years; schooling; further and higher education; and training and labour market issues. Representatives from across these policy areas contributed to OSWG meetings, with relevant external agencies also contributing at key points in discussions.

4. Tackling occupational segregation plays an important part in achieving the Scottish Government's targets and objectives. For example, eliminating the gender pay gap will help the Government achieve its Economic Growth target. In addition, ensuring that women and men have access to the full range of careers, and taking action to address the clustering of women in low paid jobs, will progress the Solidarity target.

The Research

5. Four core activities inform the content of this report:
- Analysis of statistical data on gender inequality in Scotland.
 - Review of research on aspects of occupational segregation.
 - Analysis of current policy activity by Scottish Government to address gender inequality/occupational segregation – including individual meetings with policy teams.
 - Observation of, and participation in, the OSWG meetings.

Labour Market Inequality

6. While women's labour market participation has increased in the last few decades, significant inequalities between women and men's labour market experience remain:

- Women are the majority of part-time workers, a trend that is strongly associated with women's role in caring for children and other family members.
- Women and men are segregated into different sectors of the labour market: women making up the majority of those employed in health and social work

- (77%) and education (75%), while men are the majority in manufacturing (75%), transport, storage and communication (76%) and construction (93%).
- Women are far more likely to work in the public sector than men – women represent 67% of employees in local government and 78% of NHS staff.
- Women on average continue to earn less than men. Figures from 2007 show that the gender pay gap is 15% based on the mean hourly earnings in full-time employment (and 12% based on the median). Comparison of women's part-time hourly pay with men's hourly full-time pay indicates a much more significant gender pay gap of 35% based on the mean (and 37% based on the median).

School Education and Qualifications

7. There are important differences in the attainment levels and subject choices made by pupils while at school, that impact on potential occupational segregation in employment:

- While there are Standard Grade subjects that are evenly split along gender lines (e.g. English, Maths and Chemistry), girls are the majority in home economics (80%), administration (74%), travel and tourism (71%) and biology, while boys are the majority in technological studies (92%), woodworking skills (87%), craft and design (77%) and physics (72%).
- There continue to be gender differences in educational attainment, with girls doing better than boys, particularly in achievement of 5+ awards at SCQF Level 4 and Level 5. The same trends are evident at S5 and S6, with girls having higher attainment at all stages and categories.
- There are also gender differences in staying on rates at S5 and S6, with girls more likely than boys to stay on at school to S5 and S6.
- From primary school onward, boys are more likely than girls to encounter difficulties (e.g. learning and behavioural difficulties) leading to specialist support being put in place. Boys, for example, made up 71% of pupils with a Record of Need of Individualised Educational Programme in 2004/05. Boys are also more likely to be excluded from school, being a significant majority of those excluded in primary school and many of the excluded in secondary school.
- Girls are more likely upon leaving school to enter full-time further or higher education than boys. Boys are more likely to go into training, employment or to be unemployed and seeking employment. While this is a long term trend, the differences in destinations of girls and boys have, in recent years, increased.
- While girls' educational attainment is higher this is so far not reflected in levels of salary attainment.

Early Years and Education Workforce

8. Discussion of the gender composition of the early years and education workforce is important both to highlight one area of occupational segregation, but also because it potentially highlights an important issue about gender inequality that may influence the school population.

- Women were 98% of the childcare and early years workforce in 2005 and 97% in 2007. Women were also 98% of Classroom Assistants.
- Reasons for women's dominance in this area of work focus on the perceived low status of the work (e.g. poor pay, conditions and opportunities for promotion) and a view that this work is not suitable for men due to suspicions about men who want to work with young children and a view that this is feminine work.

- The primary school workforce is also predominantly female – in 2007 92% of teachers, 90% of deputy head teachers and 83% of head teachers were female.
- In secondary schools the pattern differs: women are the majority in the overall teaching workforce (60%), but are much less likely than men to be head teachers (26%). While women continue to be under-represented in senior positions in secondary schools, there is an increase in women working as head teachers in recent years.
- There are gender differences in the subjects that women and men teach in secondary schools in Scotland. Women are more likely to teach languages, business studies, English and music, while men are more likely to teach technical education and physics. Almost all home economics teachers are women, while women are also the majority of teachers delivering teaching to meet additional support needs.
- While there is an almost even split in teaching staff within colleges, men remain the majority working in management positions across the college sector (58% in 2004/05). In higher education, men continue to outnumber women among the academic staff (60% of all academic staff in 2003/04) although the number of women working in higher education is rising. The types of work that women and men perform do however differ, with women less likely to be in senior academic positions within universities.
- Similar to the position in schools, there are gender differences in the subjects that women and men teach in higher education. Men dominate in many subjects, but notably in engineering, architecture, physical sciences and mathematics, while women are most likely to teach 'subjects allied to medicine' and education.

Vertical Segregation

9. There is evidence that women continue not to reach management and senior positions in employment at the same rate as men. Two issues are said to explain women's limited movement into senior positions: 'glass ceiling' and 'sticky floor' effects:

- The 'glass ceiling' describes the invisible barriers that women (and other disadvantaged groups) face in reaching the top of their chosen field, while the 'sticky floor' suggests that women are stuck in low paid, low skilled jobs due to limited availability of training and promotion opportunities. The 'sticky floor' effect is thought to be particularly acute within part-time employment.
- Accurately measuring the extent to which 'glass ceiling' or 'sticky floor' effects are at play is not easy. At best, we can suggest that various issues affect women's ability to enter and progress within senior positions in organisations, due in part to the long working hours' culture associated with senior positions in organisations, and the lack of opportunities for flexible/part-time working.

Current Policy Activity

10. A range of policy activity has been taken forward in recent years to challenge gender segregation within the early years' workforce e.g. through improved career pathways and leadership opportunities within the profession.

11. The Scottish Government's reform of the education system through *Curriculum for Excellence* is intended to ensure that children have every opportunity to participate in every aspect of learning and, through this, that gender stereotypes are challenged. The Career

Scotland *Career Box* is a further useful tool to encourage children from 3 to 18 years when thinking about careers to question gendered assumptions around jobs.

12. *Shaping a Fairer Future* highlighted concern to improve take-up of vocational skills training. *Skills for Scotland* (Scotland's skills strategy) is taking forward this commitment, drawing attention to the need to offer opportunities for participation by a range of equality groups.

13. Recent policy activity in relation to the teaching workforce has focused on increasing teacher numbers at both primary and secondary school level, and reducing class sizes. There is also activity currently taking place - which Scottish Government is involved in - to address the pay and conditions affecting Classroom Assistants.

14. The *Review of Scotland's Colleges* recognised that attention needed to be given to addressing equality issues in colleges, specifically addressing the gendered subject choices of male and female students. The Scottish Funding Council is committed to tackling this issue, with research to be commissioned to explore gender equality issues within the college environment. Identifying, sharing and promoting good practice in colleges is also to be encouraged.

15. The review of higher education in Scotland focused centrally on promoting lifelong learning. While not explicitly highlighting issues around gender inequality, the Scottish Funding Council is aware of its responsibility to continually improve the opportunities for learning and progression beyond education. A key part of this is ensuring that women and men in higher education have the full range of opportunities available to them.

16. The *Close the Gap* partnership, which includes Scottish Government, is continuing to take forward activities to tackle gender stereotyping and occupational segregation, as these are recognised to be major contributors to the continuance of the gender pay gap.

17. Achieving long-term sustainable economic growth is a central priority of the current Government in Scotland. Much of the responsibility for in-work employment conditions falls to the UK Government. At local level in Scotland, various initiatives are being progressed to promote employment opportunities. Focusing on the potentially different needs of specific groups of women in relation to the local labour market is important to this activity.

18. While there are a range of activities being taken forward to tackle gender inequality and occupational segregation in Scotland, there remains a significant amount of work to do.

Future Activity

19. *Children in Scotland* will assist Scottish Government to take forward activities to tackle gender stereotyping and occupational segregation, for example by encouraging public sector employers to examine their employment policies and practices and address any barriers that may contribute to gender inequality.

20. The Care Commission and HMIE, as regulatory bodies, play an important role in inspecting childcare and education services as well as providing information on the effectiveness of policy interventions in relation to compliance with equalities legislation.

Scottish Government will hold discussions with these agencies to explore ways of capturing data on the effectiveness of staff in helping children to challenge gender stereotypes.

21. Scottish Government have recently commissioned a research review to draw together the current evidence on attitudes to vocational learning. A key element of the work of this review is to explore the relevance of gender and socio-economic factors affecting attitudes to vocational learning. The publication of this review will be helpful in better understanding what affects attitudes to vocational learning.

22. *Close the Gap* will investigate with *CPD Find* the possibilities for developing and offering online materials for teachers to challenge occupational segregation in schools

23. To address gender inequalities across the teaching workforce, Scottish Government intends to develop a marketing campaign to attract men into primary school teaching.

24. The EHRC-led group taking forward the EOC report recommendations on Classroom Assistants will continue, with future actions to deliver on the recommendations on terms and conditions of service being taken forward through the Scottish Joint Council.

25. Scottish Funding Council will be taking forward research to explore gender equality in Scotland's colleges, including a focus on occupational segregation. The research is intended to assist the sector to understand better, identify and address any current barriers to participation in non-traditional subject choices. SFC will also undertake regular gender analysis of statistics on staff and students to track progress in promoting equalities in the college and university sector in Scotland.

26. *Skills Development Scotland* (SDS) is the new agency responsible for skills development and lifelong learning in Scotland. This new agency recognises that a number of policy issues impact on its work, including: *Curriculum for Excellence*, *More Choices, More Chances* and the public sector equality duties. SDS is expected to plan for and make significant contributions to addressing occupational segregation through its work.

27. The *Close the Gap* partnership, which includes Scottish Government, will continue to take forward activities to tackle gender stereotyping and occupational segregation, which are recognised to be major contributors to the gender pay gap. In Phase 3 of its work (July 2008 to March 2011), it will continue to target the finance industry and the further and higher education sectors, where the pay gap is particularly high and where occupational segregation is a significant contributor. As part of its targeted work with the finance industry, *Close the Gap* plays an important role in advising a delivery group set up by the Financial Services Implementation Group (FiSIG), which delivers the *Strategy for the Financial Services Industry in Scotland* on behalf of the Financial Services Advisory Board (FiSAB). The delivery group has been tasked with reviewing evidence of the gender pay gap within the industry and recommending actions to address the issues.

28. At local level, Scottish Government support the *Glasgow Works* partnership, which aims to increase employment rates in Glasgow. The BME population, with low rates of employment among certain ethnic groups, is a priority group for the partnership. Scottish Government is funding a member of staff within *Glasgow Works* to implement a recently agreed action plan to increase BME employment in the city. The first priority is to increase

employment by currently under-represented BME groups, which includes getting more BME women into employability activity. Scottish Government is aware of occupational segregation within sectors traditionally accessed by specific BME groups, and will work with *Glasgow Works* to agree actions for inclusion in the plan which consider how to address this.

29. *Women Onto Work* is another local initiative funded by Scottish Government. During the funding period July 2008 to March 2011, this group will monitor demand from women trainees for work placements in non-traditional occupations, any barriers that are encountered and develop contacts with employers who may be able to offer an increase in work placement opportunities in traditional male occupations.

30. There is a need to extend the work of the OSWG in its next phase specifically to investigate the data and issues affecting a more diverse group of women, including minority ethnic women, disabled women, older and younger women, lesbian and transgender women and women of different faiths.

31. To continue the good work started by the OSWG, Scottish Government will engage in wider dialogue with public, private and third sector organisations about taking forward future work to tackle gender stereotyping and occupational segregation. An effective network – including stakeholders from within and outside Scottish Government – will progress activities to tackle gender stereotyping and occupational segregation.

32. Scottish Government will carry out work to investigate whether there are any successful initiatives to tackle occupational segregation, including in other countries, which might help inform policy development.

Monitoring progress

33. All relevant policies and initiatives will be individually monitored on their progress and outcomes.

34. The network (mentioned at paragraph 31 above) will ensure that the recommendations and actions noted in this report are implemented.

35. Scottish Government will carry out work to investigate social attitudes to occupational segregation among the adult population with a view to tracking changes over time.

Chapter One: Introduction

1.1 Background

1.1.1 Both the Scottish Executive Equality Strategy (Scottish Executive 2000) and the Scottish Parliament's commitment to mainstreaming equality through all of its work (Kidner & Curtis 2003) have highlighted a concern to promote equality through all policy and legislative activities in Scotland. In support of this broad commitment to equality, there have been a number of specific activities taken forward at UK and Scotland level in recent years that have focused on addressing gender inequality.

1.1.2 *The Strategic Group on Women* was set up in 2003 by the then Minister for Social Justice (later the Minister for Communities), Margaret Curran MSP. The Group's remit was to take a strategic look at the issues facing women in Scotland and to suggest an agenda for action to address these. The Group identified occupational segregation as a key priority and made specific recommendations to address this through, for example, promoting flexible working arrangements, tackling gender segregation in education and training, and encouraging women and men towards employment in non-traditional sectors/occupations (Scottish Executive 2003).

1.1.3 The *Women and Work Commission* was set up in 2004 by the UK Government to: "offer an independent review to examine the causes of the gender pay and opportunities gap and to find practical ideas to close it within a generation" (Women & Work Commission 2006; p.iv). Evidence to inform the Commission's work was taken from experts in gender equality and those running successful initiatives, as well as from meeting with women and girls during visits to schools, colleges, workplaces and meeting places across the UK, including a visit to Glasgow. The Commission's report *Shaping a Fairer Future* (Women & Work Commission 2006) identified four areas for action, including a concern with challenging gender stereotyping in education, training and employment. With girls and women still following traditional paths through education and training, and earning less as a result, the Commission recognised that a cultural change was needed to challenge assumptions about men and women's potential and widen girls' horizons in terms of the jobs that they do. There was also recognised to be a need to address the range of barriers affecting take-up of a wide variety of employment options for both women and men.

1.1.4 Throughout its 30 years, the Equal Opportunities Commission (EOC) worked to challenge gender inequalities, including occupational segregation, through policy, research and advocacy activities that engaged employers, training and education providers and government. In 2003, the EOC launched a General Formal Investigation (GFI) into occupational segregation. Framed by the activities of the Modern Apprenticeship scheme, the Scottish GFI reported a continuance of traditional gendered career choices, with significant attitudinal and cultural barriers framing the occupational choices made by young people (Thomson et al 2005). The report highlighted important policy messages on occupational segregation:

- The segmentation of women and men into different types of employment has a damaging effect on the economy by failing to make the most efficient use of the potential workforce, contributing to persistent skills' deficits and holding back increased productivity.

- Occupational segregation of women and men in different occupational groups (horizontal segregation) and the concentration of women in low paid and low status jobs (vertical segregation) are major contributors to the gender pay gap.

1.1.5 The continuance of occupational segregation has important economic and social implications, not only in relation to pay inequality and the potential cost to the Scottish economy of women not realising their full potential, but also in terms of the differential status attached to specific jobs. With women dominating in five core occupations – what the Women & Work Commission report refers to as the five ‘c’s of caring, cashiering, catering, cleaning and clerical (p.4) - there is recognition that many of the jobs done by women are low value, low status jobs (Guy & Newman 2004).

1.1.6 As many part-time jobs are low-level and low pay jobs within particular sectors, and women are the significant majority of part-time workers, there is a clear economic disadvantage to working part-time, which disproportionately affects women (Equal Opportunities Commission 2005). As is discussed further in Chapter 2, analysis of hourly earnings by gender shows that the pay gap between women working part-time and men working full-time is significantly higher than the pay gap between women working full-time and men working full-time.

1.2 Current policy/legislative drivers

1.2.1 At both UK and Scotland level, there have been a number of policy/legislative activities introduced in recent years that may have a more or less direct influence on the achievement of gender equality. The biggest policy change emerges from the introduction of the *Gender Equality Duty* (which came into force on 6 April 2007), which places a new legal requirement on all public authorities not just to eliminate unlawful gender discrimination and harassment, but also to promote equality of opportunity between women and men. The introduction of the *Gender Equality Duty* is said to represent the biggest change in gender equality legislation in 30 years with, for the first time, public authorities and those contracted by them now having to be proactive in eliminating inequalities between women and men. In practice, this means that when a public body, or someone contracted by a public body, carries out its functions, they must have due regard to the need to:

- Eliminate unlawful sex discrimination and harassment.
- Promote equality of opportunity between women and men.
- Eliminate discrimination and harassment in employment and vocational training for transsexual people.

1.2.2 To comply with the *Gender Equality Duty*, each public authority was required to publish a gender equality scheme in April 2007. The written scheme is intended to set out how each public authority intends to fulfil their gender equality duties by setting specific gender equality objectives. The Scottish Executive (2007a) gender equality schemeⁱ identified four activities as important to achieving gender equality in Scotland:

- Produce, in partnership with the Equal Opportunities Commission, a gender equality toolkit for education staff working in schools (Scottish Executive 2007b).

ⁱ Subsequently revised in June 2008, detailing similar objectives and actions attributed to relevant Directorates (as opposed to Departments) within the revised structure of Scottish Government.

- Via the Occupational Segregation Working Group (see 1.3), explore areas where policy might be developed to tackle occupational segregation in the workforce of Scottish schools.
- Draw on the cross-Directorate Occupational Segregation Working Group to help challenge gender stereotyping in subject choices, career choices, and within Modern Apprenticeships.
- The continued support of policy teams throughout Scottish Government by the Equality Unit to embed the equality agenda in all their work.

1.2.3 As one of the high level objectives within the Scottish Executive's gender equality scheme was to tackle occupational segregation, the cross-Directorate Occupational Segregation Working Group was identified as an important policy driver to achieving change on this issue. More recently, gender stereotyping/occupational segregation has been discussed at meetings with stakeholders and public bodies to consider possible priority areas for the specific duty on Scottish Ministers to report on the advancement of equality of opportunity between men and women in Scotland. The outcome of these discussions will be available later in 2008.

1.2.4 While not making any specific reference to gender equality, *The Government Economic Strategy* (Scottish Government 2007a) states that "Scotland has a real strength in the most vital factor for modern economies – the human capital offered by our greatest asset, Scotland's people". This focus on human capital offers an important and timely opportunity to think explicitly about the human capital potential of women within Scotland's economy. Specifically, taking an inclusive approach to developing Scotland's economy requires activities to address gender inequality e.g. addressing the lower economic and social status attributed to the capital investments made by women in caring and domestic labour.

1.2.5 The *Government Skills Strategy* (Scottish Government 2007b) was launched with a key message to increase the skills of the workforce to boost productivity and growth. The Strategy makes explicit the commitment to promoting equality:

This Strategy is a framework to show how all of the constituent parts of our education and learning systems can contribute to giving Scotland a skills base that is world class. As well as aiming to promote equal access to, and participation in, skills and learning for all, we will aim to recognise people's different needs, situations and goals and remove the barriers that limit what people can do and can be. We will expect our partner organisations to do the same.

Each part of the Strategy covers very specific target groups from early years through to adulthood. In order to consider fully the equalities' implications of each policy area on its relevant audience, we will ensure that each programme underpinning this Strategy will be equality impact assessed across six strands (race, disability, gender, sexual orientation, age and religion/faith) and monitored thereafter to make sure that they are appropriate, to mitigate against any potential negative impact and to ensure that our policies are as robust and effective as they can be for as many people as possible (p.iii).

1.2.6 With the UK thought to be experiencing a 'productivity gap' (ESRC 2004), with output per worker low compared to other leading European economies and the USA, developing skills is recognised as important to improving productivity. Education and training – particularly vocational training programmes such as Modern Apprenticeships – have long

been viewed as a means of addressing this gap by increasing skills and therefore increasing productivity. A key message to emerge through the Skills Strategy is that high levels of skills and qualifications must be matched by greater utilisation of skills so as to boost productivity and economic growth across Scotland. The Skills Strategy also makes an explicit commitment to removing the barriers that stand in the way of all individuals participating in learning and skills development, so helping people to realise their potential in the workforce.

1.2.7 In the new political context then, we can see evidence of a continued commitment to promoting equality and, with this, a need to continue to work to address gender inequality and tackle occupational segregation.

1.3 Occupational Segregation Working Group

1.3.1 In 2006, the then Scottish Executive set up the cross-departmental (now cross-directorate) Occupational Segregation Working Group (OSWG) to take forward action to tackle occupational segregation. The Scottish Executive's gender equality scheme, published in March 2007ⁱⁱ, set out the following action to be taken forward by OSWG:

- Identify the key issues that impact on and contribute to gender stereotyping in education, work and training
- Raise awareness and understanding of the importance of considering gender issues and the wider mainstreaming equality agenda
- Further encourage joint working between delivery agencies and policy makers
- Consider where effective interventions might be made across the life-course to address gender stereotypes and encourage men and women to enter occupations where they are presently under-represented.
- Suggest concrete changes that can be made to existing or proposed interventions - exploring measures to tackle aspects of occupational segregation in the short, medium and long term.

1.3.2 A significant driver behind the work of OSWG was to address the recommendations of the *Women and Work Commission* as these pertained to Scotland. The OSWG was also concerned to continue action in response to the recommendations of the *Strategic Group on Women*, to support the work of the *Close the Gap* partnership in reducing the pay gap between men and women, and to take forward the issues raised by the EOC's GFI into occupational segregation. The main concerns raised in these documents, which have framed the work of the OSWG, relate to:

- Reducing the gender pay gap.
- Tackling low pay.
- Tackling job segregation.
- Promoting job flexibility.
- Improving childcare.

1.3.3 The OSWG had an ambitious brief, recognising that gender inequality occurs across the life-course, while also being aware that age, disability, ethnicity, religion and sexual orientation can also affect an individual's experience of gender inequality.

ⁱⁱ In March 2008 the gender equality scheme published its first annual report. In 2008 the gender equality scheme was revised to outline the actions that were attributed to the new Directorates (as opposed to Departments) within the revised structure of Scottish Government.

1.3.4 Throughout 2007, the OSWG met to explore a range of issues that impact on and contribute to gender stereotyping from early years through school, further and higher education, training and employment. In addition to having representation from a range of policy teams within Scottish Government, the group also drew on the expertise of relevant external stakeholders as appropriate. This included the commissioning of a researcher to support the work of OSWG and to write this final report.

1.4 The Research

1.4.1 Three activities framed this research exercise:

- Analysis of statistical data on gender (in)equality in Scotland.
- A review of research on occupational segregation in the UK.
- Analysis of current policy activity by Scottish Government to address gender inequality/occupational segregation (which included individual meetings with policy teams to discuss their activities).

1.4.2 As well as the above activities, the research was informed by observation of, and participation in, a number of OSWG meetings held during 2007/08.

1.5 The Structure of the Report

1.5.1 This report presents important messages regarding the extent of, and measures to address, occupational segregation in Scotland. To set the scene, Chapter 2 presents a range of available statistical and research data relating to gender inequality/occupational segregation in Scotland, along with discussion of some of the key explanations that have been offered as to why inequalities still exist. Chapter 3 then presents evidence on the policy context and policy activity being taken forward in Scotland to address occupational segregation.

Chapter 2: Summary of Statistics and Research

2.1 Introduction

2.1.1 With occupational segregation recognised as a significant contributor to economic and social inequality between men and women, this chapter presents the available evidence on the key reported divisions between boys and girls, men and women, in Scottish society. There are four themes that frame the discussion in this chapter. First, attention is given to the broad labour market inequalities between women and men in Scotland. Second, attention turns to gender segregation within the early years and education workforce. Third, evidence regarding school attainment and subject choice is presented to understand better one critical issue in how occupational segregation emerges. Finally, the chapter looks at vertical segregation so as to understand better the factors that may be affecting women getting to the top in organisations.

2.2 The Scottish Labour Market: a gender analysis

2.2.1 Over the last 40 years, there has been an overall increase in the employment rate in Scotland. The increase represents significant rises in female employment, from a position where less than 50% of women in the 1960s were participating in the labour market, to over 70% in 2005. During this time, there have also been reductions in male employment, with over 90% of working age men in employment in the 1960s/1970s, reducing to less than 80% in 2005 (Scottish Executive 2006e). Looking beyond these broad trends, however, shows continuance of significant labour market inequalities between women and men in Scotland.

Part-Time Employment

2.2.2 The first significant difference is the propensity for women to work part-time: 60% of all female employees, compared with 9% of all male employees in 2006 (Equal Opportunities Commission 2006). Women's involvement in part-time employment is a trend that continues throughout the life-course; with only slightly higher rates of part-time working among 16-24 year olds (44%) as compared with women aged 25-44 (39%) and those aged 45-64 (40%). In contrast, among male employees, it is young men who are most likely to work part-time, with relatively high levels of part-time working by men aged 16-24 years (30%). After this time, rates of part-time working reduce significantly; with only 4% of men aged 25-44 and 7% among men aged 45-64 working part-time. Men who are still participating in the labour market beyond retirement age are the majority of those in part-time employment in that age group (61% of men working aged 65 and over).

2.2.3 The continuance of women's involvement in part-time employment throughout their working lives is strongly linked to the primary role women often play in caring (particularly parenting). Figures from 2005, (Table 2.1) show that women with children aged below 11 years are more likely to work part-time than full-time, while men with children are far less likely to work part-time (Equal Opportunities Commission 2006). This trend is part of a male 'breadwinner' model common in the UK and Ireland, where women take primary responsibility for childcare and men take primary responsibility for providing the household income through employment (Lewis 2006).

Table 2.1: Parents' employment, by gender and age of children

	% full-time	% part-time
Women:		
All parents	45	55
Youngest child 0-4	35	65
Youngest child 5-10	42	58
Youngest child 11-15	55	45
Youngest child 16-18	64	36
No dependent children	69	31
All aged 16-64	60	40
Men:		
All parents	97	3
No dependent children	88	12
All aged 16-64	91	9

Source: Labour Force Survey 2005

Sector/Occupational Divisions

2.2.3 The second significant difference is the sectors and occupations in which women and men participate. Figures from 2005 (Table 2.2) show that women are the majority of those employed in health and social work (77%) and education (75%), while men make up the majority of those employed in manufacturing (75%), transport, storage & communication (76%) and construction (93%) (Equal Opportunities Commission 2006).

Table 2.2: Employmentⁱⁱⁱ by sector, by gender 2005

Industry sector	Women		Men	
	Thousand	%	thousand	%
Health & Social Work	264	77	77	23
Education	163	75	55	25
Wholesale, retail & motor trade	191	56	149	44
Hotels & restaurants	66	54	57	46
Banking, insurance & pension provision	62	52	57	48
Public administration & defence	89	50	89	50
Real estate, renting & business activities	90	45	112	55
Manufacturing	68	25	209	75
Transport, storage & communication	37	24	119	93
Construction	14	7	179	93
All sectors	1140	48	1257	52

Source: Labour Force Survey 2005

2.2.4 Although significant gender inequalities remain within the labour market in Scotland, there have been some critical changes in occupational patterns in recent years. Notably, there has been a decline in the proportion of men working in education (from 36% in 1998 to 29% in 2005) and an increase in men working in public administration and defence (43% in 1998 to 50% in 2005)^{iv}.

ⁱⁱⁱ Employees and self-employed aged 16 and over

^{iv} Annual Business Inquiry statistics provided by Scottish Executive January 2007

2.2.5 Table 2.3 shows that in 2005 women continued to dominate in personal social services (83%), administrative and secretarial (82%) and sales and customer services (68%), while men were the majority in skilled trades (92%), as process, plant and machine operatives (88%) and as managers and senior officials (64%).

Table 2.3: Employment^v by occupation and gender, 2005

Occupational group	Women		Men	
	thousand	%	thousand	%
Personal service	161	83	34	17
Administrative & secretarial	247	82	56	18
Sales & customer service	145	68	69	32
Associate professional & technical	170	50	170	50
Professional	143	48	158	52
Elementary	120	42	167	58
Managers & senior officials	108	36	192	64
Process, plant and machine operatives	23	12	165	88
Skilled trades	22	8	247	92
All occupations	1140	48	1257	52

Source: Labour Force Survey 2005

Public Sector Employment

2.2.6 The third difference is that women are far more likely than men to work in the public sector. Figures on public and private sector employment in Scotland collected through the Labour Force Survey show that almost 40% of female employees work in the public sector, compared with just over 20% of male employees^{vi}. Specifically, women are a significant majority of employees in Local Government (67%) and the NHS (78%). This is perhaps not surprising given the predominance of women in education, and the health and social work sectors, although the perceived availability of flexible working arrangements is one further explanation for women's dominance in public sector jobs.

Gender Pay Gap^{vii}

2.2.7 Perhaps the most significant gender inequality affecting women in the labour market is the gender pay gap. Table 2.4 shows that, based on median hourly pay in 2007, the full-time gender pay gap was 12%, while using mean hourly pay the gender pay gap was 15%. Comparing median hourly pay between women and men in part-time employment indicates a small gender pay gap in favour of women, with women in part-time work earning 102% of the hourly rate of pay of men in part-time work. Using mean hourly earnings, the gender pay gap is 8% - with women earning 92% of the hourly rate of pay of men in part-time work. Given that the majority of part-time employment by men takes place in their early years in employment (16-24 years) (when their earnings are lowest), while women work part-time throughout their working lives (across their earnings lifetime), comparing part-time male

^v Employees and self-employed aged 16 and over.

^{vi} In-house analysis of statistics presented to the Occupational Segregation Working Group, January 2007.

^{vii} Data is presented here in both median and mean format. Using median earnings we represent the middle of the range of incomes across all income levels. The mean figure represents an average of all earnings.

employment with part-time female employment is less helpful conceptually than if we compare median and mean hourly pay for men in full-time employment with women in part-time employment. Here we find that the gender pay gap is 37% in favour of men using median figures and 34% in favour of men using mean figures.

Table 2.4: Median/Mean hourly pay in Scotland, by gender, 2007

	All employees pay (£)	Women's pay (£)	Men's pay (£)	Earnings ratio %
Median hourly pay				
Full-time employment	10.99	10.22	11.61	88%
Part-time employment	7.27	7.28	7.16	102%
All employment	9.88	8.89	11.17	80%
Mean hourly pay				
Full-time employment	13.14	11.93	14.02	85%
Part-time employment	9.35	9.21	10.00	92%
All employment	12.59	11.25	13.82	81%

Source: Annual Survey of Hours and Earnings 2007

Black and Minority Ethnic Women

2.2.8 The report *Moving on Up?: Visible minority ethnic women at work* (Equal Opportunities Commission 2007c) highlights the relevance of ethnicity to labour market disadvantage. While we know that minority ethnic communities face disadvantage in the labour market, we still know little about the experiences of minority ethnic women, whose working lives are likely to be influenced by the adverse impact of both racism and sexism. The report found that some barriers are shared by women from minority and majority ethnic groups e.g. difficulties with childcare and difficulties progressing into senior positions within organisations. However, there is evidence that there are further and particular barriers faced by ethnic minority women e.g. a lack of culturally sensitive services to support women wishing to move into work and a lack of positive role models in senior positions in organisations. Institutional racism is further argued “to work in complex and subtle ways to prevent minority ethnic women from participation and progression in the Scottish labour market. This can be overt, for example racist or sexist language to women staff members or covert, where the discrimination may not be intentional but still has an adverse/disproportionate impact, for example, lack of provision for flexible working, or prayer spaces” (p.13).

2.3 School Education and Qualifications

2.3.1 Figures from 2007 show that, of the primary school population, there are larger numbers of boys (191,824) than girls (184,122). The secondary school population was 154,845 male and 154,715 female in 2007; representing only a very slightly larger number of male school pupils than female pupils in secondary schools in Scotland. In recent years pupil numbers have been reducing, in line with a fall in the population (Scottish Government 2008b).

Subject Choices

2.3.2 The subject choices of boys and girls in secondary schools vary significantly along gender lines. While some subjects are quite evenly split, e.g. English, Maths and Chemistry, there continue to be significant differences in the majority of subjects that boys and girls take in secondary school. For example, looking at the gender differences in Standard Grade

subjects shows that boys dominate in technological studies (92%), woodworking skills (87%), craft and design (77%) and physics (72%), while girls dominate in home economics (80%), administration (74%), travel and tourism (71%) and biology (70%). At Higher Grade, boys dominate in technological studies (94%), computing studies (75%), physical education (72%) and physics (70%), while girls dominate in home economics (93%), administration (81%), Spanish (80%) and French (79%)^{viii}.

2.3.3 McQuaid & Bond (2004) found that subject choices made by young people were influenced by whether a subject was compulsory or not. Beyond this, interest in and being good at the subject were the next most common reasons for choosing a subject. For some pupils, subject choice was based on its potential usefulness in any future employment, for instance science subjects, computing and administration were subjects chosen for this reason. These broad trends were found to be similar for both boys and girls.

2.3.4 The two studies conducted in recent years on career aspirations and career choices of young people (EOC 2001, McQuaid & Bond 2004) both highlight the continuance of gender stereotypes among young people about the appropriateness of specific jobs for men and women. The UK-wide EOC study, for example, found that the majority of young people saw some jobs as appropriate only for men: construction/building (82%), plumbing (81%) and engineering (76%), and some that were appropriate only for women: childcare (61%), hairdressing (50%) and nursing (48%). Some jobs were, however, viewed as appropriate for both women and for men: doctor (88%), head-teacher (88%), IT (83%), primary school teacher (74%) and architect (64%). Interestingly, manual jobs tended to be viewed in more gendered terms than non-manual jobs. Similar trends were found in the McQuaid & Bond (2004) study.

2.3.5 Both studies reported two interesting findings. First, girls are less likely than boys to hold stereotyped views on the appropriateness of jobs/occupations for women or for men. Second, younger children (aged 11), were more likely to say that jobs were only suitable for women or for men. This indicates that as young people grow older they grow more aware that occupations need not be gender specific, although there remain significant stereotypical views held by both boys and girls, particularly in relation to the suitability of traditionally male manual jobs for girls/women.

School Attainment

2.3.6 A significant policy concern in Scotland and elsewhere at present is the differential educational outcomes between boys and girls (see Northern Ireland Assembly 2001, Tinklin et al 2001, Kane 2006). Data on secondary school examination results in Scotland (Scottish Government 2007d) shows that, for academic years 2004/5 to 2006/07, girls' attainment levels were continually higher than boys. This differential achievement is particularly noticeable in relation to the achievement of 5+ awards at SCQF Level 4 and Level 5 (see Table 2.5). The same trends are evident at S5 and S6 levels, where attainment is higher for girls than boys at all stages and all categories (Scottish Government 2007d).

^{viii} In-house analysis of statistics presented to the Occupational Segregation Working Group, January 2007.

Table 2.5: S4 pupils achieving Standard Grades, by gender, 2004/05-2006/07

Year	Percentage of the S4 year group achieving:			
	English and Maths at SCQF level 3 (e.g. Standard Grade Foundation) or better	5+ Awards at SCQF level 3 (e.g. Standard Grade Foundation) or better	5+ Awards at SCQF level 4 e.g. Standard Grade General or better	5+ Awards at SCQF level 5 e.g. Standard Grade Credit or better
2004/05				
Total	90	90	76	34
Male	90	89	73	30
Female	91	91	79	39
2005/06				
Total	91	91	77	35
Male	90	90	74	31
Female	92	93	80	39
2006/07				
Total	91	91	76	33
Male	91	90	73	29
Female	92	92	78	37

Source: *SQA Examination Results in Scottish Schools*

2.3.7 There are also gender differences in staying on rates at S5 and S6. The pupil census in Scotland for 2007 (Scottish Government 2008b) shows that 80% of female secondary school pupils stayed on at school to S5, compared with 73% of male secondary school pupils. The staying on rate to S5 for secondary school pupils has remained relatively high since the mid 1990s, with the same proportionate difference in rates between boys and girls. In 2007, 48% of female pupils stayed on until S6 compared with 40% of male pupils.

2.3.8 Among the explanations for differences in educational attainment identified through the literature review conducted by Tinklin et al (2001) is a view that girls and boys display different attitudes and behaviour in school. Girls are seen as “better prepared, more conscientious, cooperative, organised and respectful... boys, on the other hand, are seen as ill-prepared, competitive, disruptive, overconfident and less attentive”. The differences in educational attainment and ways that boys and girls engage with school differently are explained in relation to peer-pressure, differences in approach to assessment and curricular tasks, approaches to teaching and learning and differences in perceived or actual post-school opportunities (Tinklin et al 2001).

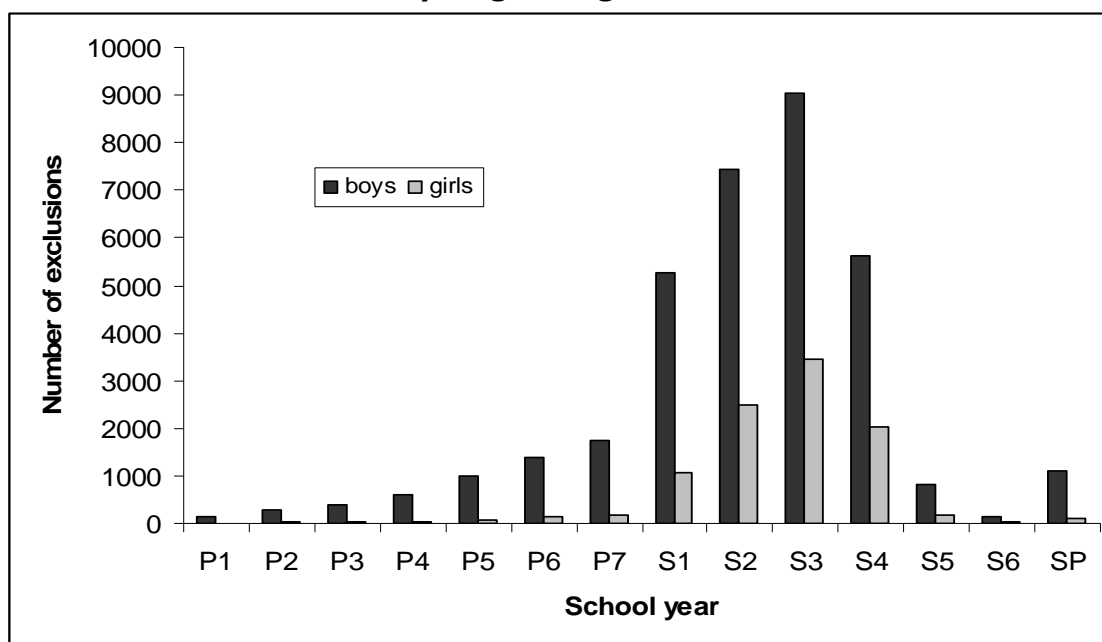
Exclusions and Additional Support Needs

2.3.9 From primary school onward, boys are more likely than girls to encounter difficulties (e.g. learning or behavioural difficulties), leading to specialist forms of support being put in place. Figures published in the *Gender Audit of Statistics* (Breitenbach & Wasoff 2007) show

that boys are twice as likely as girls to have a Record of Need^{ix} or an Individualised Educational Programme (boys making up 71% of these pupils in 2004/05).

2.3.10 Boys are also more likely than girls to be excluded from school. As Chart 2.1 shows, the disparity is evident within both primary and secondary school, with boys making up a significant majority of exclusions among primary school pupils and many of the excluded in secondary school although, in secondary school, girls' rates of exclusion increases, notably in S2 and S3, reducing again in S4 and S5.

Chart 2.1: Exclusion rates, by stage and gender, 2006/07



Source: *Exclusions from Schools, 2006/07*

2.3.11 Perceived differences in behaviour between girls and boys in schools, that may affect the likelihood of school exclusion or specific forms of learning support being put in place, commonly draw on the nature/nurture debate to explain these phenomena. For example, Riddell et al's (2006) international research review on additional support in schools found different explanations were used. One explanation for boys' propensity to need additional support at school is that boys may have a greater vulnerability to illness and a greater genetic propensity to behavioural difficulties (so drawing on a biological/nature approach). An alternative explanation relates to the growing 'feminization' of the teaching profession, with this seen as playing a part in boys' engagement with education and therefore their behaviour and attainment levels when in school (so drawing more on a social/nurture approach). Both views are in themselves controversial, with questions remaining about whether either can offer a coherent and complete explanation for gender differences within the education setting.

^{ix} The Education (Additional Support for Learning) (Scotland) Act 2004 brought RoN to an end; replaced by Coordinated Support Plans (CSP), where pupils are assessed in relation to their additional support needs in education. A wider group of pupils is said to gain support through this approach than through the 'special educational needs' focus previously taken.

2.3.12 The debate about attainment has recently faced criticism for oversimplifying what are, in practice, far more complex educational experiences and outcomes for boys and girls:

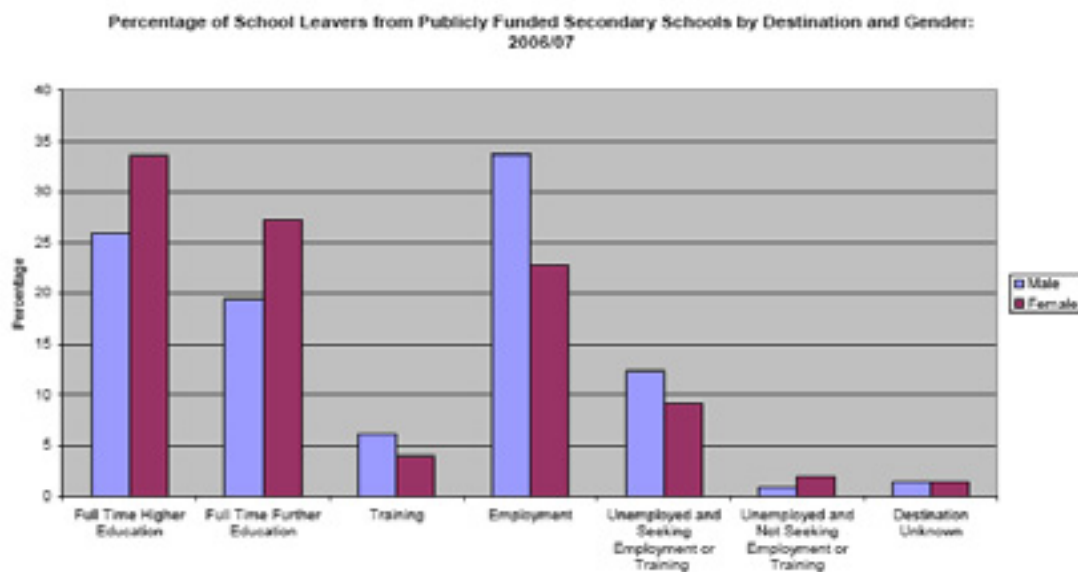
...the attention [to boys' lack of attainment and exclusion] has generally been insensitive to research highlighting the complexities of gendered experience of schooling and its relationship to other forms of social identity. Professional discourses, and the practical strategies arising from them, have often neglected the experience of girls and, in addition, ill-served many boys. (Kane 2006; 561)

2.3.13 Kane (2006) and Tinklin et al (2003) both argue, for example, that education providers should take account of the influences of social class and ethnicity, as well as gender, to successfully engage pupils and ensure that both girls and boys are adequately provided for within the school environment.

Destinations of School Leavers

2.3.14 Looking at the destinations of school leavers, we see that girls are more likely, on leaving school, to enter full-time further or higher education than boys, while boys are more likely to go into training, employment or to be unemployed and seeking employment (see Figure 2.1).

Figure 2.1: Destinations of School Leavers by gender, 2006/07



Source: *Destination of Leavers from Scottish Schools 2006*

2.3.15 The *Destination of Leavers from Scottish Schools* survey for 2006/07 (Scottish Government 2007d) reports that similar patterns were observed in previous years. The differences between boys and girls has however widened since 2005/06, with the proportion of boys entering employment now 11% higher than the proportion of girls entering employment (a 2% rise since 2005/06), while the proportion of girls entering further or higher education is now over 15% higher than the proportion of boys entering further or higher education (a 1% rise since 2005/06).

2.3.16 In 2004/05, there were 450,435 students enrolled in further education colleges in Scotland, 58% of which were female. Looking at the gender division in further education,

there is very little difference in female and male participation rates on full-time courses. However, there are far more women participating in part-time college courses. Of the males enrolled at further education colleges in 2004/05, 77% were participating in higher education courses, compared with 75% of women. Men were also more likely to be participating in vocational courses than women – 13% compared with 11% - while women were more likely to be participating in non-vocational courses - 14% compared with 10%^x.

2.3.17 Similar trends occur within higher education, with consistently higher rates of participation in higher education by women than by men. As with secondary school, the subjects that men and women take part in within higher education differ considerably. Far more men are participating in courses on: engineering and technology (90%), information technology (77%) and architecture (77%), while women are more commonly found in allied medicines (86%), veterinary studies (73%), social studies (72%) and education (71%)^{xi}.

2.3.18 In order to get more information on the causes of occupational segregation, the next section explores employment patterns within the childcare and education workforce, to gain a better understanding of the possible explanations for the dominance of women within this workforce.

2.4 Early Years and Education Workforce

2.4.1 Looking in detail at the gender divisions within the childcare and education workforce offers an important illustration of the gender divisions that currently exist in the Scottish labour market. This section discusses gender divisions in the workforce in childcare and early years, school education and in further and higher education.

Childcare and Early Years Workforce

2.4.2 Scottish Government statistics (Scottish Government 2007e) on the preschool and childcare workforce show that there were 30,640 people working in pre-school and childcare centres in Scotland in 2005, increasing to 32,800 by 2007. Women represented 98% of the childcare and early years workforce in 2005, and 97% in 2007. The EOC General Formal Investigation into Classroom Assistants in Scotland found that there were 15,000 classroom assistants in Scotland, 98% of whom were women (Equal Opportunities Commission 2007a).

2.4.3 A review of international literature on the childcare workforce (Cunningham-Burley & Kochenderfer 2006) offered two central explanations for the lack of male participation in the childcare workforce:

- The perceived low status of the work (e.g. poor pay, poor conditions and few opportunities for promotion). In particular, the low pay means that the wage is not sufficient to support a family.
- Working with young children is not seen as an appropriate job for men to do, with suspicion about men who wish to enter an occupation that is perceived as feminine.

2.4.4 Cameron and Moss (2002) suggest that young women enter the childcare workforce because they are familiar with children as a result of having childcare experience before

^x In-house analysis of statistics presented to the Occupational Segregation Working Group, January 2007.

^{xi} In-house analysis of statistics presented to the Occupational Segregation Working Group, January 2007.

entering work e.g. caring for younger siblings or babysitting. Women generally enter childcare employment as a result of enjoying and perceiving themselves to have the skills required to work with children. Women are also attracted to this occupation as it often suits their domestic circumstances e.g. offering local employment and opportunities to combine employment with their caring responsibilities.

Schools Workforce

2.4.5 Similar trends are evident in the primary school workforce, with figures from 2007 (Scottish Government 2008c) showing that:

- 92% of primary school teachers across all grades are female.
- 83% of primary head teachers are female.
- 90% of deputy head teachers are female.
- 93% of classroom teachers are female.

2.4.6 In secondary schools, the pattern differs. Here, women are the majority in the teaching workforce overall (60%), with 54% principal teachers and 44% deputy head teachers. Men, however, are the majority of head teachers in secondary schools – 74% in 2007.

2.4.7 There is a positive trend emerging within this picture, with the proportion of female head teachers rising from 18% in 2004 to 26% in 2007. Similarly, there has also been a rise in women deputy head teachers – from 39% in 2004 to 44% in 2007. While women are clearly still under-represented in the most senior positions in secondary schools, there does seem to have been a trend of women's participation increasing in recent years.

2.4.8 Corresponding with gender segregation in subject choices taken by school pupils, we also find gender differences in the subjects that women and men teach in secondary schools in Scotland. Men are far more likely to teach technical education (87%) and physics (74%), whereas women make up the majority of teachers in: French (82%), Business Studies (80%), English (72%) and Music (70%). The significant majority of Home Economics teachers in Scotland are female - 98% (1,007 of 1,025 teachers).

2.4.9 *Teachers in Scotland 2007* data also show that, while the numbers are small, women make up the majority of teachers in learning support (82%), while also being the majority of teachers offering a range of additional support needs classes. For example, women are 149 of 182 teachers (82%) in learning difficulties classes; and 110 of 154 teachers (71%) in behavioural support classes (Scottish Executive 2008c).

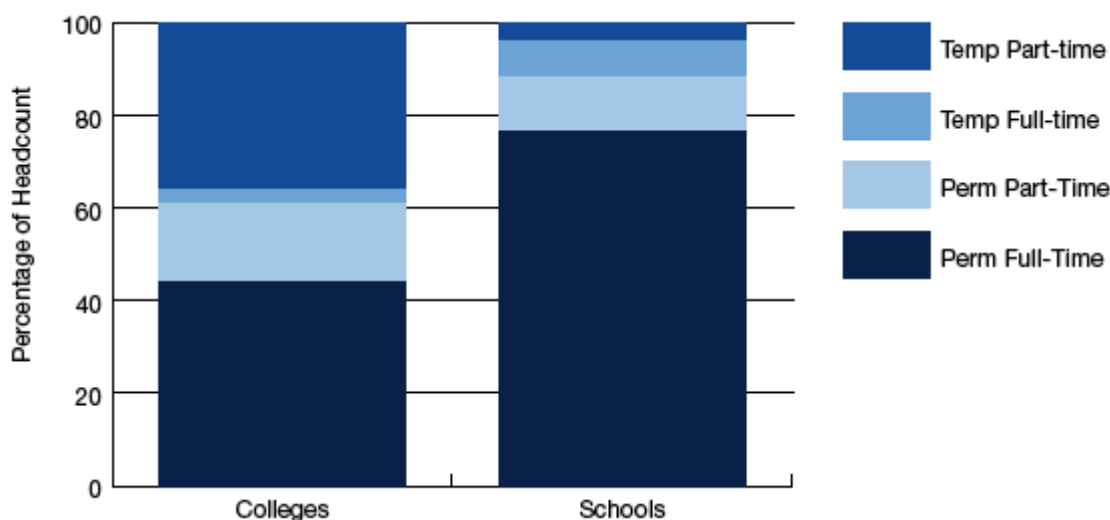
2.4.10 Similar to messages emerging from the childcare workforce literature review (Cunningham-Burley and Kochenderfer 2006), Riddell et al's (2006) research on the teaching workforce in Scotland suggests a number of explanations for the increasingly gender segregated workforce in teaching. Centrally, with gendered subject choices continuing to be played out within the school setting, boys and girls are, at an early age, making choices that will impact on the career options open to them. This offers one explanation for the differences in subjects taught by women and men in secondary schools. Further, where women and men both graduate from science, engineering and technological subjects, more men than women take up higher paid employment in the private sector. Part of the decision-making made by men in opting not to go into teaching is likely to be driven

by the growing concern with child protection, with men fearing that they will be treated with suspicion if they pursue a career involving direct contact with children. Riddell et al (2006) also suggest that the feminisation of teaching can act as deterrent to men, with its female image associated with a reduced professional status. The perception of the profession is that it is poorly paid, has a low social status and is unattractive due to discipline problems in schools. However, for women, the holidays and perceived family friendly nature of the work are sufficient pulls to make up for the negatives associated with this profession.

Further and Higher Education Workforce

2.4.11 There is a lack of comprehensive statistical data collected on the further and higher education workforce in Scotland. The evidence that was collected for the *Review of Scotland's Colleges: Equalities Issues Report* (Scottish Executive 2007c) highlights that the majority of staff who work in colleges work part-time hours, with a large number of the part-time staff also on temporary contracts (see Figure 2.2).

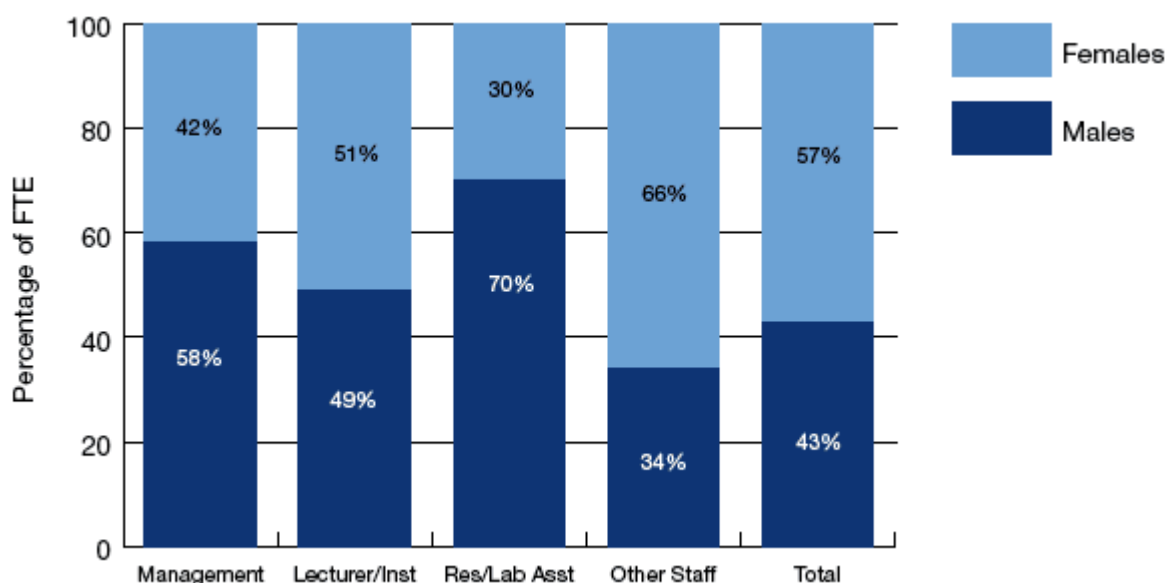
Figure 2.2: Staff contracts in Colleges & Schools, 2004/05



Source: Scottish Executive (2007c) *Review of Scotland's Colleges: Equalities Issues Report*

2.4.12 The majority of staff working in colleges are female (57%) although, as with other parts of the education sector, there is divergence in the roles performed by men and women (Figure 2.3). While there is an almost even split between the number of male and female lecturers/instructors/senior lecturers (51% female, 49% male), the majority of staff in management positions across the college sector are male (58%).

Figure 2.3: Staff gender distribution in Colleges - 2004/05

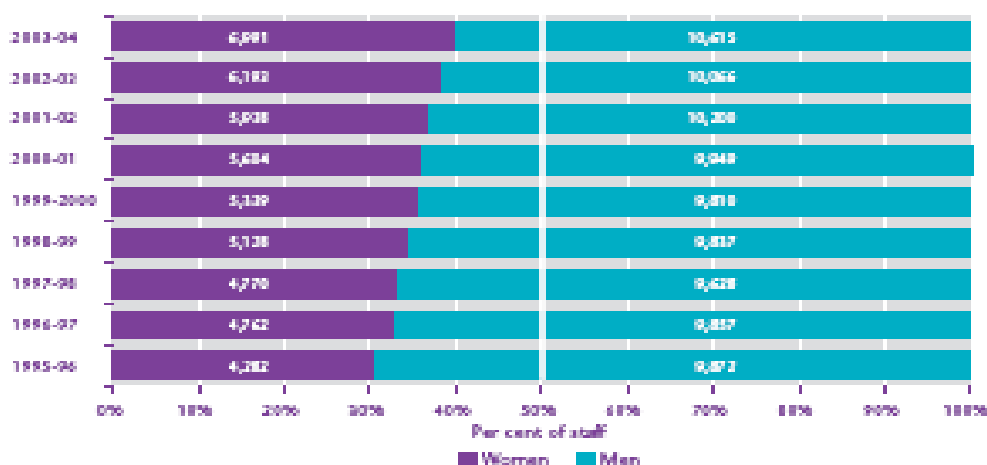


Source: Scottish Executive (2007c) *Review of Scotland's Colleges: Equalities Issues Report*

2.4.13 A recent study on gender in higher education in Scotland (Scottish Funding Council 2006) points out that, while the majority of students in Higher Education Institutions (HEIs) are women, men still outnumber women as academic staff^{xii}. As Figure 2.4 shows, in 2003/04, about 40% of academic staff in Scottish HEIs were women and 60% were men, although there has been an increase in the number of women working in higher education in recent years.

Figure 2.4: Academic staff, by gender, 1995/96 to 2003/04

Figure 31: Academic staff (headcount) by gender, 1995-96 to 2003-04 (Source: HESA)



Source: Higher Education Statistics Agency

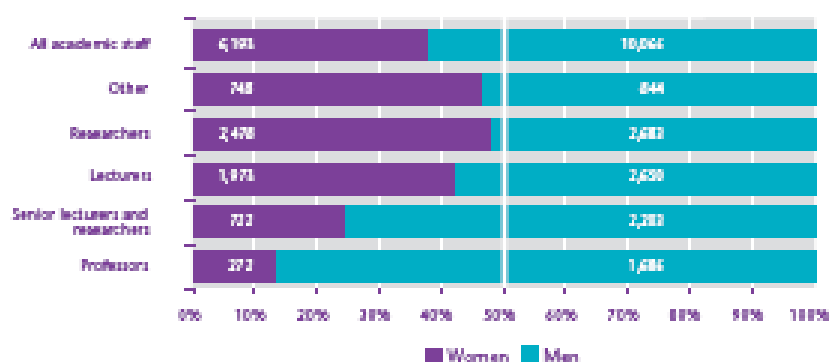
^{xii} Data to inform the Scottish Funding Council report is drawn from the Higher Education Statistics Agency (HESA). Staff delivering higher education in the college sector are not included in the report, as there is much less detailed data available on staff in colleges than in institutes of higher education.

2.4.14 The gender ratio varies with the type of work done; with women far more likely to be in teaching only (50%) or in research only (47%) rather than in posts involving both teaching and research (30%); this latter group being the tenured/permanent staff within universities.

2.4.15 Gender differences increase significantly when looking at participation in senior positions in universities (Figure 2.5). Women are far less likely to be senior academics: only 14% of professors and 20% of senior lecturers are women. Another way of showing the imbalance is that less than one in 20 of female academic staff are professors, compared with just under one in six male staff.

Figure 2.5: Academic staff, by grade and gender, 2003/04

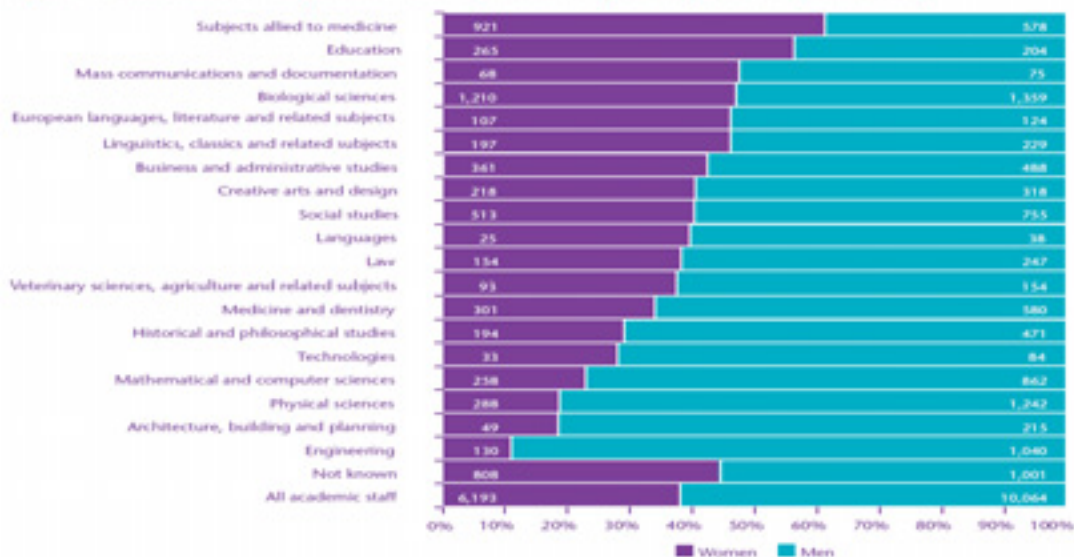
Figure 33: Academic staff by grade or seniority at Scottish HEIs, 2003-04 (Source: HESA)



Source: Higher Education Statistics Agency

Figure 2.6: Staff by subject area and gender, 2003/04

Figure 36: Gender ratio among academic staff by broad subject area, 2003-04 (Source: HESA)



Source: Higher Education Statistics Agency

2.4.16 As within secondary schools, there are notable gender inequalities in the subject areas that women and men teach in higher education (Figure 2.6). Men dominate in many subjects, but mostly in engineering, architecture, physical sciences and mathematics, while women are most likely to teach 'subjects allied to medicine' and education.

2.4.17 The gender divide in further and higher education is not quite as significant as within schools, which suggests that some of the explanations for the gender inequality encountered in schools (e.g. pay, status and child protection concerns) are not as significant in further and higher education. However, there is no substantial debate on this subject so it is not possible to offer a coherent message on the explanations for the gender inequalities that do occur.

2.4.18 Drawing on messages about inequalities in schools, it is likely that the dominance of women and men into specific subject areas is the result of subjects taken at school leading to a specialisation and skills development in a specific subject area that will frame the subjects taught in college/university. However, the fact that more women than men are on teaching or research only (often temporary) contracts requires further investigation.

2.5 Vertical Segregation: 'glass ceilings' and 'sticky floors'

2.5.1 As highlighted above, there is evidence that women continue not to reach management and senior positions in organisations to the same extent as men. There are two issues that are said to affect women's movement between junior and senior positions: the 'glass ceiling' effect and the 'sticky floor' effect. Both will now be explored.

Glass Ceiling

2.5.2 'Glass ceiling' is a term that has been in use in the UK since the 1980s to describe the invisible barriers that women (and other disadvantaged groups) face in reaching the top of their chosen field. It is most commonly used to refer to the barriers encountered in reaching senior positions within organisations (Women & Work Commission 2006), but can also explain the specific difficulties that women in senior positions face when trying to progress in that environment (Equal Opportunities Commission 2007b).

2.5.3 The glass ceiling hypothesis is that there are specific barriers limiting women's participation in senior positions within organisations (so perpetuating vertical occupational segregation). There is certainly evidence that women remain under-represented in the most senior positions (Equal Opportunities Commission 2007b; Equality and Human Rights Commission 2008):

- Women are a minority of MSPs (34%)
- Women are 13% of local authority Chief Executives
- Women are 12% of Judges of the Court of Session
- Women are 10% of senior police officials
- Women are 29% of Further Education Principals
- Women are 21% of Vice Chancellors in Universities

Sticky Floor

2.5.4 The 'sticky floor' hypothesis is that women and other minority groups are 'stuck' in low-skilled, low-paid jobs (often without access to higher paid jobs) due to limited availability of training or promotion prospects. This 'sticky floor' effect is thought to be particularly acute within part-time employment (Women & Work Commission 2006).

2.5.5 While there is little Scottish data on this phenomenon, a UK study by Opportunity Now undertaken in 2002, (Women & Work Commission 2006) highlights significant barriers to women advancing into management positions, due to:

- The need to balance work and family responsibilities.
- Perceived lower committed to employment than men, especially when women have family commitments.
- Stereotyping and preconceptions of women's roles and abilities in employment.
- Stereotyping and preconceptions of non-managers' aspirations for promotion.
- A lack of clear procedures and processes for career progress out of support roles and into management.

2.5.6 Many of these trends were confirmed through a recent Scottish study exploring the barriers to training, recruitment and retention of 'disadvantaged parents' within small and medium enterprises (SMEs) (McQuaid et al 2008), which found that employers are less inclined to employ parents/women with pre-school age children due to concerns that they will need time off to deal with childcare issues. Opportunities for parents/women with children are further limited by the absence of flexible working arrangements in SMEs to effectively allow employees to combine employment with caring responsibilities (McQuaid et al 2008).

2.5.7 Being able to accurately measure the extent to which a 'glass ceiling' or 'sticky floor' effect is at play in limiting women's movement out of low-paid, lower skilled jobs is not easy. At best, we can speculate that there are various issues that affect women's ability to enter and progress within senior positions in organisations, due in part to the long working hours' culture at very senior levels and lack of opportunities for flexible/part-time working - while the lack of available training and staff development opportunities, combined with a lack of promotion prospects when working part-time, can trap some women in lower paid, lower skilled jobs.

2.6 Conclusions

2.6.1 This chapter has offered illustrations of some important gender inequalities that create and reinforce current patterns of occupational segregation. We can see that gender stereotypes and inequalities occur within a range of settings, potentially affecting children from a young age. Alongside this are strongly held societal norms about the attributes of women as 'natural' carers, while the jobs that are predominantly done by men tend to call on other skills and attributes, leading to entrenched views about the suitability of some jobs as 'natural' for men and other jobs as 'natural' for women.

2.6.2 An important issue that is often left unspoken in debates on gender stereotyping and occupational segregation is that different jobs have different status and therefore different value/pay. Many of the jobs done by women (e.g. caring, customer services, personal services) rely on performing emotion work as a core element of the task; the lack of any

financial reward for these skills is argued to be an important explanation for women's generally poorer pay as compared with men (Guy and Newman 2004). When discussing policy activity and future directions for work to address occupational segregation, it is important, therefore, to bear in mind that different jobs are differently valued, have different status and perceived skill levels.

Chapter 3: Policy Responses to Occupational Segregation

3.1 Introduction

3.1.1 Occupational segregation was identified as a core theme in the Scottish Executive's Gender Equality Scheme (GES), published in April 2007 (Scottish Executive 2007a^{xiii}):

Tackling occupational segregation is seen as an integral part in not only closing the gender pay gap for women but also challenging gender stereotypes and social attitudes about the role of women and men. Removing occupational segregation is seen as important in the fight against poverty and low pay (p.21).

3.1.2 The GES recognises divisions between women and men in the labour force, with women and men working in different sectors (horizontal segregation) and at different levels within organisations (vertical segregation). Women make up the majority of the workforce in the public sector (67%) and are far more likely than men to work part-time. Removing occupational segregation is important to addressing poverty and low pay as this affects many working age women.

3.2 Occupational Segregation Working Group

3.2.1 The Occupational Segregation Working Group has played an important role in bringing a number of policy teams together to explore the causes of, and to identify where changes could be made to reduce, occupational segregation. The Group was set up with a clear recognition that gender stereotypes shape people's views and experiences throughout their lives, from early years through to learning and employment. Membership of the group included those with responsibility for policies on early years, schools, further and higher education, skills and employment.

3.2.2 Central to the work of the group was to ensure that strategic policy activities to address occupational segregation were being taken forward within policy teams. In this final chapter, attention turns to the recent and forthcoming measures to progress this agenda. It is clear that there are no 'quick fixes' that can eradicate occupational segregation and its associated problems overnight. As the GES recognises: "[m]any of the reasons for occupational segregation are entrenched in the gendered structures of our society and will take many years to challenge effectively" (p.25). Nonetheless, the programme of activities discussed here offers important steps on the road to tackling this important policy issue as it impacts on the lives of both women and men.

3.3 Early Years and Childcare Workforce

3.3.1 Historically, there has been a public perception that early years' and childcare work is low paid, women's work. Although women make up 98% of the workforce, they require a variety of highly developed skills. Their valuable contribution to the development of Scotland's children was recognised in 2004 when the Scottish Executive led the *National Review of the Early Years and Childcare Workforce*. The remit of the Review was to improve employment opportunities for early years' and childcare staff and raise the status of the sector.

^{xiii} Subsequently revised in June 2008, detailing similar objectives and actions attributed to relevant Directorates (as opposed to Departments) within the revised structure of Scottish Government.

3.3.2 A central concern to this Review was to identify and capture the unique contribution of early years' and childcare service providers. This information would facilitate the growth of a new profession, to work alongside established professions, such as teaching and social work. With this new professional identity would come opportunities for career enhancement, demanding high levels of qualification and offering increased earning potential for employees.

3.3.3 Developing the current workforce and employment opportunities in the sector was seen as a crucial step towards ensuring the eradication of occupational segregation. It was also recognised that there needed to be a proactive approach to attracting under-represented groups into the profession, as the consultation (Scottish Executive 2006b) that formed an important part of the Scottish Executive's response to the Workforce Review noted:

We need to develop pathways to attract new people into the workforce, for example those returning to work or changing careers. Importantly, we need to attract underrepresented groups such as men, older people and people from minority ethnic groups. (p.21)

3.3.4 The partnership between local and national government was crucial at this early stage. Alongside the national drive to raise the status of the workforce, came a number of local activities designed to attract men and other under-represented groups into the workforce. This localised approach has been successful in training and equipping hundreds of men throughout Scotland to take on childcare jobs in a variety of settings.

In 2006, the Scottish Executive published its response to the National Review of the Early Years and Childcare Workforce: *Investing in Children's Future* (Scottish Executive 2006d). This document highlighted a series of actions designed to raise the status of the early years' and childcare sector. The report focussed on the need to support and develop this emerging new profession by introducing new qualification requirements for leaders in the sector. There was also a need to support the learning and development of all staff, no matter where they were in an organisation. The two main actions can be summarised as:

- * Improving leadership: introduce degree level (SCQF 9) award in 'Childhood Practice' for lead practitioners/managers
- * Creating a genuine career structure where career progression and development is supported by a qualifications and professional development framework (continuous learning framework)

Although the Workforce Review did not look directly at issues around pay, by professionalising the sector through increased qualification levels and increased employment choice, the earning potential of the workforce was thought to be increased.

Local activities continue to attract men into childcare training and employment. The *Men in Childcare* project has trained hundreds of men throughout Scotland. Local Authority Childcare Partnerships also have their own strategies to attract under-represented groups into childcare.

Children in Scotland will assist Scottish Government to take forward activities to tackle gender stereotyping and occupational segregation by actively engaging with female-

dominated professions and public sector employers. Given that children and young people are core client groups, the intention is that *Children in Scotland* should encourage employers to examine their employment policies and practices and address any barriers that may contribute to gender imbalances. This should assist in developing responsive policies, practices and services that aid the development of a healthier work-life balance for women and for men.

3.4 Early Education and Childcare Provision

3.4.1 In *Shaping a Fairer Future* (Women & Work Commission 2006) each of the four countries in the UK were to: “Draw up national guidance for teachers and early years childcare workers on how to ensure that the horizons of children in the 3 to 5 age group are not limited by stereotypes of what girls and boys can do” (p.9).

The Scottish Executive response (Scottish Executive 2006c) outlined a range of activities that have been progressed to deliver this priority. Of particular note was *A Curriculum Framework for Children 3 to 5*, which included guidance on the importance of ensuring that boys and girls have opportunities to participate equally in the full range of learning experiences, and that particular activities did not become associated with boys or with girls. The aim through this agenda was that practice in pre-schools should avoid gender stereotyping and give children the opportunity to participate equally in the full range of learning experiences.

The agenda has now moved on and, building on this activity, *Curriculum for Excellence* seeks to establish the values, purposes and principles of education in Scotland for all young people between the ages of 3 and 18 with the focus on prioritising and simplifying existing curricular guidance, focusing the curriculum on essential learning experiences. *Curriculum for Excellence* is presented as a curriculum for all, with the emphasis on enabling all pupils to achieve their full potential, whatever their gender, background, interests and abilities.

The Careers Scotland *Career Box* is a resource delivered in schools by teachers. It is the first national resource that teachers can use with children and young people between the ages of 3 and 18 years. Contained within a series of CD ROMs, the resource involves interactive games, quizzes, multiple choice worksheets and lessons, which include activities that specifically aim to question and explore gender stereotypes. The Career Box is therefore a useful tool for teachers working within pre-school settings to get young children thinking about - and questioning - gendered assumptions around the jobs that women and men commonly do.

The Care Commission and HMIE, as regulatory bodies in this area, play an important role in inspecting services and providing information on the effectiveness of policy interventions in relation to ensuring compliance with a number of equalities commitments. Scottish Government will hold discussions with these agencies to explore ways of capturing data on the effectiveness of staff in helping children to challenge gender stereotyping.

3.5 Qualifications, Assessment and Skills

3.5.1 *Curriculum for Excellence* aims to equip all pupils with the skills, knowledge and experiences they need to realise their potential, fulfil their ambitions and succeed in later life. It is a programme that seeks to establish the values, purposes and principles of education in Scotland for all young people between the ages of 3 and 18. The four principles that underpin the development of the new curriculum in Scotland emphasise:

- Successful learners
- Confident individuals
- Responsible citizens
- Effective contributors

Building the Curriculum 3, published in June 2008, provides further details on the new framework for learning and teaching in Scotland (Scottish Government 2008a). (This will replace existing curriculum guidance, including *A Curriculum Framework for Children 3 to 5*.) Two important issues are highlighted as important to addressing occupational segregation within the educational setting.

- First, there is an explicit recognition in *Building the Curriculum 3* of the need to tackle stereotyping in its many forms: “All children and young people should have frequent and regular opportunities to discuss their learning with an adult who knows them well and can act as a mentor, helping them to set appropriate goals for the next stages in learning. This provides opportunities to challenge young people’s choices, which may be based on stereotypes” (p.17).
- Second, Scottish Government is committed to developing guidance setting out in greater detail how all young people will build ‘skills for learning, skills for life and skills for work’ through the curriculum, including opportunities for placing learning within a practical context. Gender stereotyping is a challenge when delivering more practical or applied learning; the importance of challenging attitudes will be reflected in the guidance document.

3.5.2 As well as developments within the curriculum, there are also activities taking place to address skills and vocational learning needs within the educational setting. *Skills for Scotland* (Scottish Government 2007b), Scotland’s skills strategy, aims to ensure that the activities taken forward “will promote equal access to and participation in, skills and learning for everyone... including those from groups such as race, disability, gender, sexual orientation, age and religion/faith and educational starting points” (p.44).

Two actions were cited in *Skills for Scotland* as necessary to engender change:

- Undertake research on changing attitudes to vocational learning; and
- Challenge those providing advice to young people: Careers Scotland; teachers; and parents and carers, to consider the whole range of options available to young people in guiding their choices (Scottish Government 2007b; 18).

Since the document was published, Scottish Government has commissioned a literature review to draw together the current evidence on attitudes to vocational learning. A key element of this research review is to explore the relevance of gender and socio-economic factors affecting attitudes to vocational learning.

Ensuring that children and young people are provided with the full range of options when making choices is taken forward through a number of initiatives, including activities undertaken within the *Career Box* and the developments taking place within *Curriculum for Excellence*.

Close the Gap will investigate with *CPD Find* the possibilities for developing and offering online materials for teachers to challenge occupational segregation in schools.

3.5.3 Recent curriculum guidance (Scottish Government 2008a) makes it clear that all children and young people will be entitled to build skills they will use throughout their work – including pre-vocational, enterprising and employability skills as well as an opportunity to put learning into a practical context. These ‘skills for learning, skills for life and skills for work’ will be embedded across all areas of the curriculum.

The guidance states that children and young people should have opportunities to:

- build knowledge and understanding of the workplace, what employers may expect of them and what they should expect from employment;
- experience enterprising activities and an enterprising culture; and
- have access to more specific opportunities for learning through Skills for Work courses or other vocationally relevant qualifications.

This is intended to enable them to develop the skills, confidence and abilities to become the employees, employers and entrepreneurs of the future. The view is that all young people can benefit from such learning and this should be reflected in the planning of the curriculum. This planning should involve all partners and ensure that these activities are not bolted on, but rather are part of a coherent learning framework.

3.5.4 The *Skills for Work* qualifications are available to young people of all abilities in S3 and above. These qualifications intend to deliver knowledge and skills important for employment and for life in general; and provide a variety of practical experiences linked to particular careers. They are intended to provide pathways to employment, training or further education. These qualifications include an understanding of the workplace, employability skills and positive attitudes to learning.

3.5.5 *Skills for Work* qualifications were piloted from 2005 for two years, with thirteen qualifications made available to schools and colleges across Scotland from Autumn 2007. A further six Skills for Work qualifications were launched in Spring 2008 and will be available to schools and colleges for the start of the Autumn term 2008. The Scottish Qualifications Authority, in consultation with key stakeholders including the Sector Skills Councils, will continue to develop the portfolio of Skills for Work qualifications.

3.5.6 To raise awareness of Skills for Work qualifications, a DVD has been produced and sent in 2007 to schools and other educational partners across Scotland e.g. Directors of Education, College Principals (FE) and Head Teachers at independent schools.

Within both *Determined to Succeed* and *Skills for Work* efforts have been made to highlight non-traditional images of girls and boys, women and men, in employment. For example, the

Determined to Succeed website and the *Skills for Work* DVD both have representations of females doing jobs traditionally associated with males. This sort of activity should be encouraged and rolled out through further promotional activity. This offers one of several ways of challenging gender stereotypes about the suitability of specific jobs for girls/women and boys/men. To build on the current positive activities taking place, representations of boys/men doing jobs traditionally associated with girls/women are also required.

3.6 Teaching Workforce

3.6.1 Two policy priorities were developed by the Scottish Executive: increasing teaching numbers and reducing class sizes in both primary and secondary schools. The Scottish Government has a commitment to reduce class sizes in Primary 1 to 3 to a maximum of 18 pupils. The concordat with local government provides funding to maintain teacher numbers at a time of falling rolls, so providing the headroom to reduce class sizes in accordance with the commitment. Regulations introduced in 2005 also mean that local authorities should ensure that teaching staff have the appropriate professional skills and knowledge for the posts to which they are being appointed.

To address gender inequalities across the teaching workforce, Scottish Government intends to develop a marketing campaign to attract men into primary school teaching.

3.6.2 Since 1998, classroom assistants have worked in primary, secondary and special schools. Supporting both teachers and pupils, classroom assistants play a vital role in the classroom setting including:

- Contributing to the effective organisation and use of resources.
- Contributing to the quality of care and welfare of pupils.
- Supporting the needs of pupils in effectively accessing the curriculum.
- Supporting the quality of learning and teaching in the classroom.

3.6.3 The EOC's Scottish-focused General Formal Investigation of classroom assistants set out a number of actions that are required to address the pay and conditions affecting these workers (see Equal Opportunities Commission 2007a). The *Classroom Implementation Guidance* (published in 1999) sets out the duties and responsibilities associated with the work of classroom assistants, although precise job descriptions are a matter for individual local authorities. Terms and conditions of service are a matter for the Scottish Joint Council, while individual local authorities must ensure through Single Status agreements that any equal pay issues have been appropriately addressed.

Scottish Government currently participates in the EHRC-led group to consider and take forward the recommendations of the EOC report on Classroom Assistants. It is likely that future action to deliver some of the EOC recommendations in terms and conditions of service will be taken forward through the Scottish Joint Council.

3.7 Further Education

3.7.1 The stakeholder-led *Review of Scotland's Colleges* (Scottish Executive 2007d) took the closest ever look at the college sector since colleges' incorporation in 1993. The Review group examined issues relating to the three elements identified as important to successful learning: learners; staff; and the locations where learning occurs. The Review considered how to support successful and accountable governance. It also looked ahead to explore colleges' strategic future. *Promoting Excellence* (Scottish Government 2007c) provided a response from Scottish Government to the Review's work.

3.7.2 Equalities was an integral issue explored through all work-streams of the Core Group. The Core Group considered integration of equalities across all streams of work the right way to proceed as it reflects the delivery practices of colleges. Now that the review is complete, the Core Group continues to meet with a refreshed membership. Its job is to take forward the actions identified in the Review, monitoring progress and evaluating the effectiveness of the Review outcomes as they impact on the six equality strands: race, disability, gender, sexual orientation, age and religion/belief.

3.7.3 The *Equalities Issues Report* (Scottish Executive 2007c) specifically recognises the gender differences in subject choices by female and male students at colleges:

We appreciate that the gendered uptake of courses has been a long-running issue. One way to promote greater gender balance within subjects is to work with school pupils via taster courses or Skills for Work courses. In the meantime, it is worth noting that the SQA are currently reviewing their course arrangements to ensure that they don't contain gender bias and that they are also considering how to promote gender equality more directly; for instance, through the use of publicity material. However, we believe that more needs to be done to resolve the gender imbalance within subjects. (p.25)

3.7.4 The colleges' review recommended that activity should be taken forward to address the gender divide in subject choices taken by women and men in Scotland's colleges:

We recommend that colleges, the Scottish Qualifications Authority (SQA) and policy makers should continue to investigate ways in which the gender imbalance within college courses can be resolved. We expect that this will involve [members of] the Executive's cross-departmental working group (see Chapter 1, para 1.3) engaging with colleges to review current good practice activity. (p.2)

Given the strategic remit of the OSWG, the Group's work did not involve investigating the practices taking place within service delivery agencies. Scottish Funding Council (SFC) is, however, intending to commission research to explore gender equality in Scotland's colleges, including occupational segregation. The intention is that this research will assist the sector to understand better, and identify and address any current barriers to participation in non-traditional subject choices. Further, SFC will undertake regular gender analysis of statistics on staff and students to track progress in promoting equalities in the college and university sectors in Scotland.

This activity should be accompanied by wider-reaching activities that explore, share and adopt best practice across the college sector. One element of this would be for colleges to ensure that they consistently promote non-traditional subject options to students through: ensuring that marketing materials positively promote opportunities for students to consider

non-traditional subject choices, and that case study conduits - such as the *Equality Forward Scotland* equality forums and the *SFEU Equality Diversity Inclusion* website - tackle this issue.

Another route through which good practice is to be shared and extended is through local and national networking activities, including the activities of the *Close the Gap* and *Redress the Balance* projects and initiatives.

3.8 Higher Education

3.8.1 A three-phased review of higher education was undertaken between 2002 and 2004 to explore and map out the future of higher education in Scotland. The review focused on three key areas: teaching and learning; research and knowledge transfer; and governance and management. One of the key national priorities that framed this review was a strong desire that the higher education sector play a full part in promoting lifelong learning in Scotland, thereby ensuring growth of opportunities for learners to move through education from one level or course to another. While this review did not explicitly consider equalities' issues, nor make any specific recommendations to address gender inequality in the higher education sector, there has in recent years been clear recognition of the gender inequalities within the higher education sector. For example, the publication: *Higher Education in Scotland: a baseline report* (Scottish Funding Council 2004) highlighted a recent rise in female participation within higher education, with women 57% of the HE student population in 2001.

3.8.2 Awareness of this trend led to a research study to explore gender issues in higher education. *Gender in Scottish Higher Education: what's the issue?* (Scottish Funding Council 2006) found that education is not the only determinant of life chances. Even with women having higher levels of educational attainment, and with allowances made for different patterns in subject choice and higher education qualifications, men continue to earn more than women after higher education. There are therefore issues that remain to be addressed in relation to tackling the gender inequalities in rewards from educational participation.

While aware that gender inequalities in higher education require more than taking action within the higher education sector, Scottish Funding Council (2006) recognise that more could be done by universities, colleges and employers to promote non-traditional subject choices among men and women to address gender stereotypes and occupational segregation. Policy-makers and practitioners recognise that gender issues are not merely about getting more boys engaged with education any more than it is merely about increasing the number of women working in physical sciences and engineering.

While higher education institutions are autonomous and responsible for their own admissions policy, the Scottish Funding Council recognise that they can play an important role in influencing wider behaviours. The SFC is keen to develop this through its Equality Scheme Action Plan and will consider the issue of gender within its teaching funding review. The SFC seeks to achieve continuous improvement in terms of wider diversity issues through its *Learning for All* initiative. The Scottish Funding Council also fund *Equality Forward* which promotes the achievement of equality and fairness in all aspects of learning and life in colleges and universities in Scotland.

The main responsibility for tackling the current inequalities in retention and progression to advanced study lie with individual HEIs. However, the Scottish Funding Council is already taking action to assist them in addressing this.

3.9 Employability and Skills

3.9.1 Promoting employability and skills development among Scotland's working age population has been a central policy concern in recent years. The Employability Strategy: *Workforce Plus* (Scottish Executive 2006f) highlighted the following priorities:

We believe that, for most people and their families, work is the surest way out of poverty. It increases independence from government, encourages self reliance and builds confidence. That is why the first of our 'Closing the Opportunity Gap'^{xiv} objectives is to increase the chances of sustained employment for vulnerable and disadvantaged groups - in order to lift them permanently out of poverty. (p.3)

3.9.2 The strategy to reduce the number of young people not in education, employment or in training (NEET Strategy), *More Choices, More Chances*, was published to coincide with the Employability Strategy (Scottish Executive 2006g). Both strategies were recognised as having similar concerns, focusing centrally on ensuring that entering the labour market was a realistic option even for those further away from achieving it. The additionality of the *More Choices, More Chances* work was that it was concerned to offer a more preventative agenda, focusing solely on young people, to ensure that engagement of young people both during and after compulsory schooling led to positive outcomes within education, training and employment.

3.9.3 Training programmes: *Get Ready for Work; Modern Apprenticeships; Skillseekers; and Training for Work* are all delivered through *Skills Development Scotland*. Each plays an important role in developing skills for work or offering training while in work.

3.9.4 *Skills Development Scotland* (SDS) brings together four partner organisations (Careers Scotland, Scottish University for Industry, and the skills element of Scottish Enterprise and Highlands and Islands Enterprise to drive forward real, positive and sustained change in skills performance in Scotland. As the SDS website (Skills Development Scotland 2008) states:

With this merger, Scotland now has a dynamic, forward-looking organisation which will deliver comprehensive information, advice and guidance for careers and learning, as well as extensive support for skills' development. Skills Development Scotland will continue to deliver skills, careers and learning support activities both for individuals and employers in Scotland.

3.9.5 The role of SDS (Skills Development Scotland 2007) is to:

- promote the availability of access to and create demand for, relevant, high quality and innovative learning and skills development for the Scottish population;
- advance education and skills development and the promotion of lifelong learning and skills development amongst individuals and businesses;
- provide information, advice and guidance, including guidance relating to career and learning choices, to people of all ages;
- provide support and funding to individuals for learning and skills development;

^{xiv} Close the Opportunity Gap was a policy initiative developed by the previous political administration. Policy in this area is currently under review, and Close the Opportunity Gap is no longer current policy

- advance and provide training programmes to build employability skills and to provide information and support to employers to develop the skills of employees;
- promote and facilitate local lifelong learning opportunities and the local development of skills;
- foster collaborative partnerships in lifelong learning and skills development; and
- promote and deliver equality of access and opportunity in service delivery and the wider lifelong learning landscape.

SDS recognises that a number of policy issues impact on its work, including *Curriculum for Excellence*, *More Choices More Chances*, and the public sector equality duties. SDS is a very new organisation, with a business process project currently underway to help the organisation bed in. Scottish Government, in looking to the future services that this new organisation will deliver, expect it to plan for - and make significant contributions on - occupational segregation in relation to its training and careers' work.

As part of the initial activity of SDS, it - along with all Sector Skills Councils (SSCs) - have been encouraged to consider what the most effective skills-based training intervention is for each industry/sector. Part of the focus of this activity should be to consider the appropriateness of the way that current training initiatives are utilised, as questions remain as to whether the current use of programmes, such as Modern Apprenticeships, may be skewing learning choices for both individuals and employers. This may be exasperating the current gender profile within the Modern Apprenticeship programme. This work will enable a more balanced view to be taken as to the appropriateness of interventions as SDS move towards a more demand-led model.

The *Close the Gap* partnership, which includes Scottish Government, will continue to take forward activities to tackle gender stereotyping and occupational segregation, which are recognised to be major contributors to the gender pay gap. In Phase 3 of its work (July 2008 to March 2011), it will continue to target the finance industry and the further and higher education sectors, where the pay gap is particularly high and where occupational segregation is a significant contributor. As part of its targeted work with the finance industry, *Close the Gap* plays an important role in advising a delivery group set up by the Financial Services Implementation Group (FiSIG), which delivers the *Strategy for the Financial Services Industry in Scotland* on behalf of the Financial Services Advisory Board (FiSAB). The delivery group has been tasked with reviewing evidence of the gender pay gap within the industry and recommending actions to address the issues

3.10 Employment and Enterprise

3.10.1 The Scottish Government has placed achieving long-term sustainable economic growth in Scotland at the centre of their priorities. As the *Government Economic Strategy* (Scottish Government 2007a) states:

Sustainable economic growth is the one central Purpose to which all else in government is directed and contributes. Our Strategic Objectives: to make Scotland wealthier and fairer; smarter; healthier; safer and stronger; and greener – are all predicated on our efforts to bring more economic success to our country. (p.v)

3.10.2 There are a range of policies in place in Scotland aimed at helping to increase productivity levels, notably via the skills agenda discussed above. The intention behind much

of this work is to encourage innovation, entrepreneurialism and high skill levels, as well as helping to encourage the creation, growth and transformation of businesses.

Much of the responsibility for in-work employment conditions falls to the UK Government, with Scottish Government involved in UK-wide strategic developments in relation to: in-work benefits, tax and flexible working arrangements as well as pay, pensions and a range of other employment issues. The Business Interest and Improving Regulation policy team represents Scotland's interests at the UK level, so playing an important role in ensuring that activities to address in-work employment conditions explicitly take account of the differing positions of women and men in the labour market in Scotland.

At local level, Scottish Government support the *Glasgow Works* partnership, which aims to increase employment rates in Glasgow. The BME population, with low rates of employment among certain ethnic groups, is a priority group for the partnership. Scottish Government is funding a member of staff within *Glasgow Works* to implement a recently agreed action plan to increase BME employment in the city. The first priority is to increase employment by currently under-represented BME groups, which includes getting more BME women into employability activity. Scottish Government is aware of occupational segregation within sectors traditionally accessed by specific BME groups, and will work with *Glasgow Works* to agree actions for inclusion in the plan which consider how to address this.

Women Onto Work is another local initiative funded by Scottish Government. This group will monitor demand from women trainees for work placements in non-traditional occupations, any barriers that are encountered and develop contacts with employers who may be able to offer an increase in work placement opportunities in traditional male occupations.

3.11 Next Steps

3.11.1 There remains a lot of work to be done. The activities highlighted above represent steps on the road to addressing the inequalities affecting women and men in the labour market that involve activities from early years, education, skills and training and employment. There is, however, still a long way to go, with the above activities offering only a partial response to addressing this ingrained social problem. Much more awareness of the impact of gender inequality throughout the lifecycle is required across a wide range of areas: early years, schools, colleges, universities, training provision and employment.

A number of additional activities are therefore required to continue the work of the Occupational Segregation Working Group (OSWG):

- * Scottish Government will carry out work to investigate social attitudes to occupational segregation among the adult population. While there has been a lot of focus on the views of children on the suitability of jobs to women or men, it would be interesting to gain a fuller picture of how adults view particular occupations. Regularly surveying on these questions would allow Scottish Government to track changes in attitudes over time.

- * Scottish Government will engage in wider dialogue with public, private and third sector organisations about taking forward future work to tackle gender stereotyping and occupational segregation. An effective network – including stakeholders from within and outside Scottish Government – will progress activities to tackle gender stereotyping and

occupational segregation and ensure that the recommendations and actions noted in this report are implemented.

* Scottish Government will carry out work to investigate whether there are any successful initiatives to tackle occupational segregation, including in other countries, which might help inform policy development.

* There is a need to extend the work of the OSWG in its next phase to specifically investigate the data and issues affecting a more diverse group of women, including minority ethnic women, disabled women, older and younger women, lesbian and transgender women and women of different faiths.

3.12 Concluding comments

3.12.1 Drawing together the debates raised by this report and previous strategic interventions to tackle gender inequality, we find a number of themes emerging time and again. These include:

- Promoting positive images of women/girls and men/boys performing non-traditional jobs and social roles throughout the range of policy and practice activities.
- Continuing to offer and building on the current bundle of tools delivered by parents, carers, and education providers that explore and challenge girls' and boys' traditional stereotypes about occupations. For example, building on the good work developed through initiatives such as the Career Box that aim to tackle gender inequality; ensuring that they are delivered by a range of groups, and used by children across the ages.
- Actively encouraging girls and boys into non-traditional careers, through promotion of positive role models and projects that directly work to tackle gender stereotyping e.g. Men into Childcare.
- Encouraging public bodies to consider measures to tackle occupational segregation (both vertical and horizontal) as an important element of taking forward the Gender Equality Duty.
- Scottish Government continuing to provide strategic leadership in working to reduce the negative impact of occupational segregation in relation to differential pay, status and promotion prospects that are associated with specific jobs and the differential impact of this on women and men.
- Ensuring that all policies and initiatives are regularly monitored and evaluated to highlight current practice and assess its potential impact on tackling occupational segregation.

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