

# Gender pay gap reporting in national government entities

*The Equality and Anti Discrimination  
Ombud*

*May 25<sup>th</sup> 2022*



## About Oslo Economics and the project

Oslo Economics provides economic analysis and strategic advice to businesses, policymakers and organizations.

Our team of consultants have experience from research (doctoral degrees), assessment reports, evaluations and strategic advice.

Project led by the Ministry of Local Government and Regional Development, who represents the employers in the wage negotiations in the governmental sectors.

Initiated and influenced by the unions



## About us:



**Nina Skrove Falch (Ph.d)**

Senior Manager in Oslo Economics



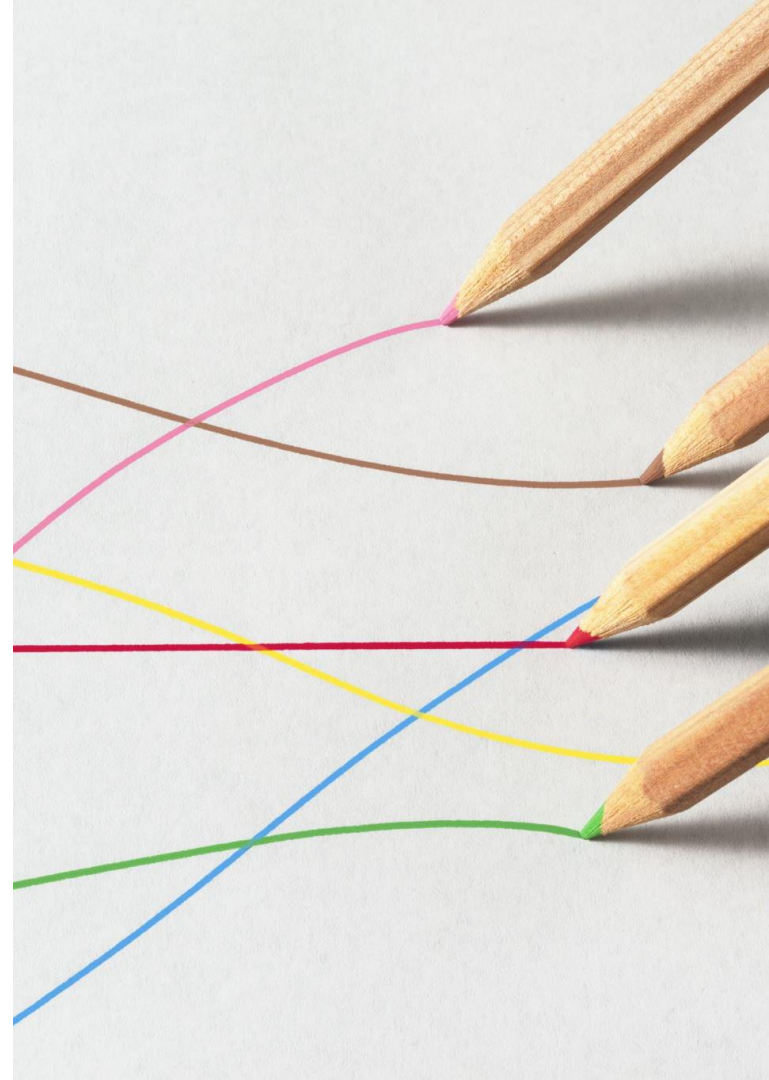
**Alexander Huth**

Senior Economist in Oslo Economics

## The activity duty and the duty to issue a statement

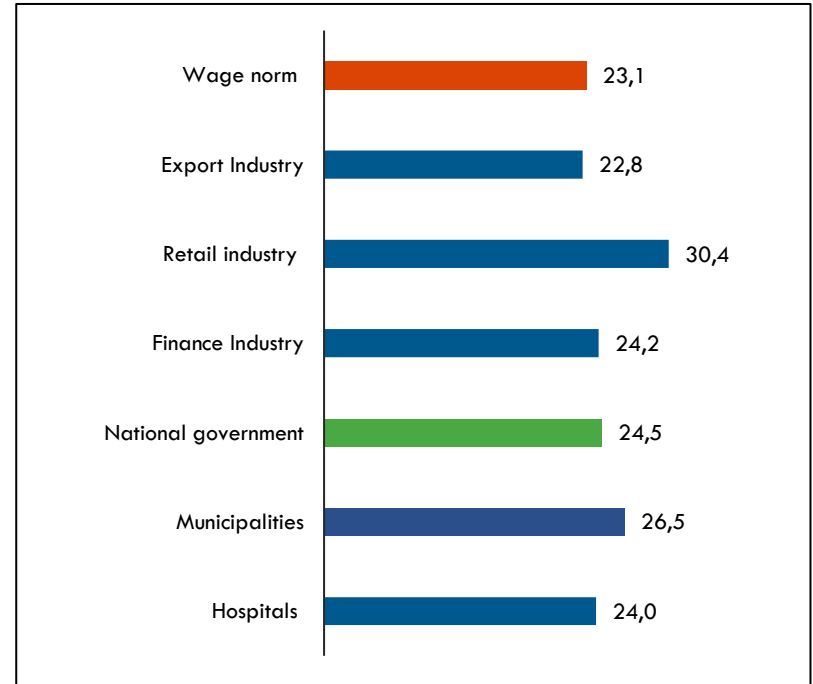
The Equality and Anti-Discrimination Act §26, second paragraph states that all public undertakings, shall, in the context of their operation:

- a) investigate whether there is a risk of discrimination or other barriers to equality including by reviewing pay conditions by reference to gender and the use of involuntary part-time work every two years,
- b) analyze the causes of identified risks,
- c) implement measures suited to counteract discrimination and promote greater equality and diversity in the undertaking, and
- d) evaluate the results of efforts made pursuant to a) to c).



## Wage formation in the Norwegian public sector

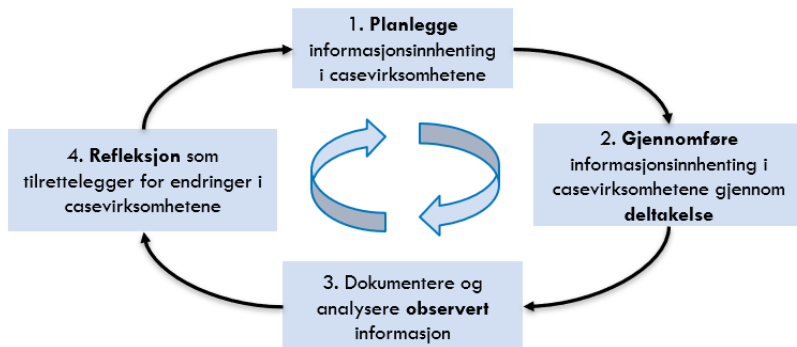
- Norway has a high degree of coordination in the wage formation process.
- The process starts with negotiations between the Norwegian Confederation of Trade Unions (LO) and The Confederation of Norwegian Enterprise (NHO) about an annual pay-rise for workers in the export-related sectors of the economy.
- This pay-rise forms a norm for other sectors. The national government has historically been loyal to this norm.
- In practice, this means that there is an “absolute” amount of additional money that may be shared in local wage negotiations.
- On an aggregate level, wage negotiations is a zero-sum game.



## Specific traits with governmental entities

- Governmental entities does not have a board – they are governed by their respective ministry as a part of the government.
- To ensure that employees have a say, all entities have a steering group where both the directors and the union representatives are members.
- In the national government sector, unionization rate among employees is high. Most workers have their wage determined by a collective agreement between the government and a union.
- Most governmental entities have reported on pay by gender for several years.
- This is however done with respect to different positions – not with a categorization of what constitutes work of equal value.

# Utilization focused evaluation



- 10 governmental entities were recruited as cases
- Variations in size, gender patterns, placement in the governmental «hierarchy», and expectancies to the process of gender pay gap reporting
- We participated in meetings with the working groups
  - Observed their process and discussions
  - Acted as a discussion partner

## Union representatives

- We found that not all entities did include the union representatives to the degree that they should have.
- Some included the representatives too late in the process.
- In the most «harmonic» cases, the union representatives were included in both the planning of the process, and in the evaluation itself.
- When included properly, we found that the union representatives contributed to the discussions about what constitutes work of equal value. Their contributions were often principle-based and less pragmatic.
- The national labor organizations championed the activity duty – however, the local union representatives did not play the role as local champions in the government entities



## Evaluation of what constitutes work of equal value

- The working-groups struggled to understand the principles behind the evaluation.
- The starting point for the entities were different – some have an even gender mix in all levels of the entity, some have a gender skew hierarchy.
- The discussions about what constitutes work of equal value were conceptually challenging.
  - The manual from the directorate (BUFDIR) was helpful to understand what the evaluation was about.
  - We did however find that few of the entities used the manual in the same way, and most of them ended up not strictly following the results of the model in the manual
- We also found that the working groups moderated themselves from suggesting too far-reaching changes in categorization of groups who do work of equal value.
- There seemed to be a strong “pull” towards the status quo.

## Remuneration – what is pay?

- The law states that all forms of remuneration should be included in the pay gap reporting.
  - Overtime
  - Specific compensation (night-shift, hazard, responsibility)
  - Different forms of benefits-in-kind
  - Bonus
- This created a lot of confusion.
  - Several of the entities struggled to find data on the different forms of remuneration
  - Some of them ended up reporting only on the fixed wage, after making an assessment that other forms of remuneration were not relevant to their entity.

## Final reports

- We found that in the annual reports, in the statement on equality and anti-discrimination, the entities have mainly reported on the quantitative parts of the gender pay gap.
- Few have companies have described the process of how they categorized different positions and did the evaluation of what constitutes work of equal value.
- Few have described their results or included discussions on what drives the pay gap in their entity.
  - This in even in the cases when we know that the entity has a clear understanding of the driving forces of the gender pay gap. In most cases the working group had fruitful and relevant discussions on the topic.
  - In many cases, the entities even had a clear plan to combat the gender pay gap but did not report this or mention it in the gender pay gap reporting.

# Statsforvalteren i Trøndelag

## Likestilling

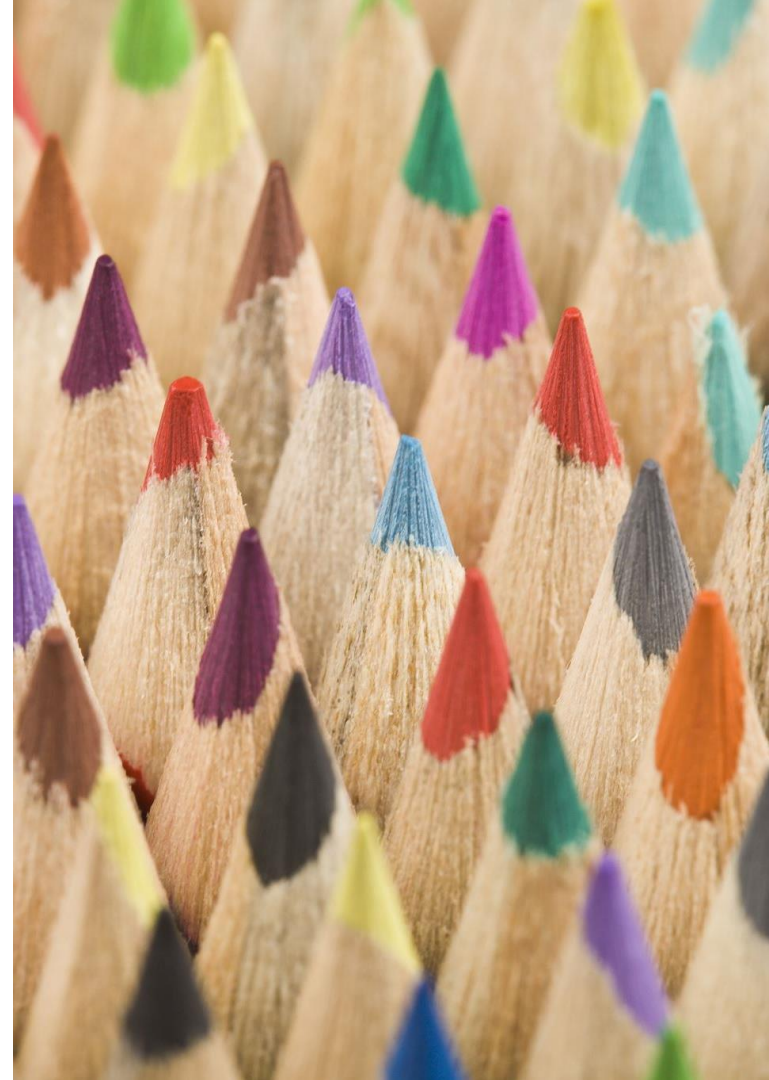
Betegnelse på rapporteringskrav	Antall kvinner	Andel kvinner	Antall menn	Andel menn	Årslønn kvinner	Årslønn menn	Andel kvinners lønn av menns lønn
Totalt i virksomheten	182.0	66.9 %	90.0	33.1 %	621 215.0	668 956.0	92.9 %
Kategori 1: Embetsledelse/Dir/Admsjef	3.0	33.3 %	6.0	66.7 %	970 000.0	1 111 029.0	87.3 %
Kategori 2: Seksjonssjef/Ass dir	16.0	69.6 %	7.0	30.4 %	843 321.0	847 691.0	99.5 %
Kategori 3: Saksbehandler 1	118.0	67.8 %	56.0	32.2 %	622 100.0	638 153.0	97.5 %
Kategori 4: Saksbehandler 2	28.0	62.2 %	17.0	37.8 %	549 544.0	572 585.0	96.0 %
Kategori 5: Kontorstillinger	10.0	71.4 %	4.0	28.6 %	496 945.0	533 885.0	93.1 %
Kategori 6: Fagarb. stillinger	7.0	100.0 %	0.0	0.0 %	413 357.0	0.0	
Kategori 7: Lærlinger							

# Universitetet i Agder

Stillingstype	Kompetansekrav		Kjønnsbalanse i årsverk totalt			Lønn totalt (gjennomsnitt per 31.12.2021)			Midlertidige (prof. II., stipendiat, vikar, åremål, postdoc, lærling)			Deltidsstillinger (5 – 90 % stilling)		
			% Kvinner	% Menn	Totalt årsverk	Kvinner	Menn	Kvinner andel i %	%	%	Totalt årsverk	% Kvinner	% Menn	Totalt årsverk
Totalt UIA		2021	53,4 %	46,6 %	1578,9	613 283	657 699	93,2 %	50,6%	49,4%	439,6	62 %	38 %	120,9
		2020	53,4 %	46,6 %	1504,9	587 266	633 701	92,7 %	52,4%	47,6%	405,5	62 %	38 %	121,85
Ledelse totalt		2021	51,5 %	48,5 %	66,0	871 592	898 752	97,0 %	47,1%	52,9%	34	-	-	-
		2020	51,9 %	48,1 %	52,0	896 315	881 020	101,7 %	47,1%	52,9%	34	-	-	-
Vitenskapelig	Nivå 1	2021	50,0 %	50,0 %	8,0	1 023 820	1 107 300	92,5 %	50,0%	50,0%	8	-	-	-
		2020	62,5 %	37,5 %	8,0	1 004 040	1 088 300	92,3 %	62,5%	37,5%	8	-	-	-
	Nivå 2	2021	50,0 %	50,0 %	26,0	825 928	893 443	92,4 %	48,0%	52,0%	25	-	-	-
		2020	46,2 %	53,8 %	26,0	814 990	846 048	96,3 %	44,0%	56,0%	25	-	-	-
Administrativt	Nivå 1	2021	52,4 %	47,6 %	21,0	952 697	896 411	106,3 %	-	100,0%	1	-	-	-
		2020	55,6 %	44,4 %	18,0	940 043	864 492	108,7 %	-	100,0%	1	-	-	-
	Nivå 2	2021	54,5 %	45,5 %	11,0	720 350	750 400	96,0 %	-	-	-	-	-	-
		2020	-	-	-	-	-	-	-	-	-	-	-	-
Vitenskapelige stillinger totalt		2021	47,4 %	52,6 %	953,7	645 203	690 379	93,5 %	51,0%	49,0%	334,7	53 %	47 %	76,69
		2020	47,6 %	52,4 %	927,7	616 776	656 375	94,0 %	51,7%	48,3%	338,4	55 %	45 %	81,67
Professor & dosent, nivå 1		2021	30,5 %	69,5 %	211,7	834 354	856 741	97,4 %	32,0%	68,0%	6	36 %	64 %	15,65
		2020	30,9 %	69,1 %	193,3	790 102	817 381	96,7 %	28,7%	71,3%	5	40 %	60 %	14,3
Førstestillinger, nivå 2		2021	50,2 %	49,8 %	272,0	696 264	696 695	99,9 %	41,6%	58,4%	6	44 %	56 %	19
		2020	49,1 %	50,9 %	276,9	667 373	665 761	100,2 %	42,9%	57,1%	15	41 %	59 %	21,9
Andre vitenskapelige stillinger, nivå 3		2021	60,2 %	39,8 %	179,7	623 740	652 558	95,6 %	75,1%	24,9%	35	54 %	46 %	18,65
		2020	58,5 %	41,5 %	175,2	598 249	620 632	96,4 %	67,3%	32,7%	39	58 %	42 %	23,15
Rekrutteringsstillinger, nivå 4		2021	43,2 %	56,8 %	38,1	616 895	590 745	104,4 %	43,2%	56,8%	38	71 %	29 %	2,05
		2020	44,2 %	55,8 %	39,2	594 950	582 736	102,1 %	44,2%	55,8%	39	29 %	71 %	1,22
Rekrutteringsstillinger, nivå 5		2021	50,1 %	49,9 %	244,8	506 705	504 606	100,4 %	49,5%	50,5%	242	84 %	16 %	13,8
		2020	52,1 %	47,9 %	236,3	491 132	487 174	100,8 %	51,6%	48,4%	234	91 %	9 %	14,3
Professor II (Førstestilling og høyere)		2021	49,1 %	50,9 %	7,5	797 262	1 278 278	62,4 %	49,1%	50,9%	8	49 %	51 %	7,54
		2020	45,6 %	54,4 %	6,8	779 322	804 292	96,9 %	45,6%	54,4%	7	46 %	54 %	6,8

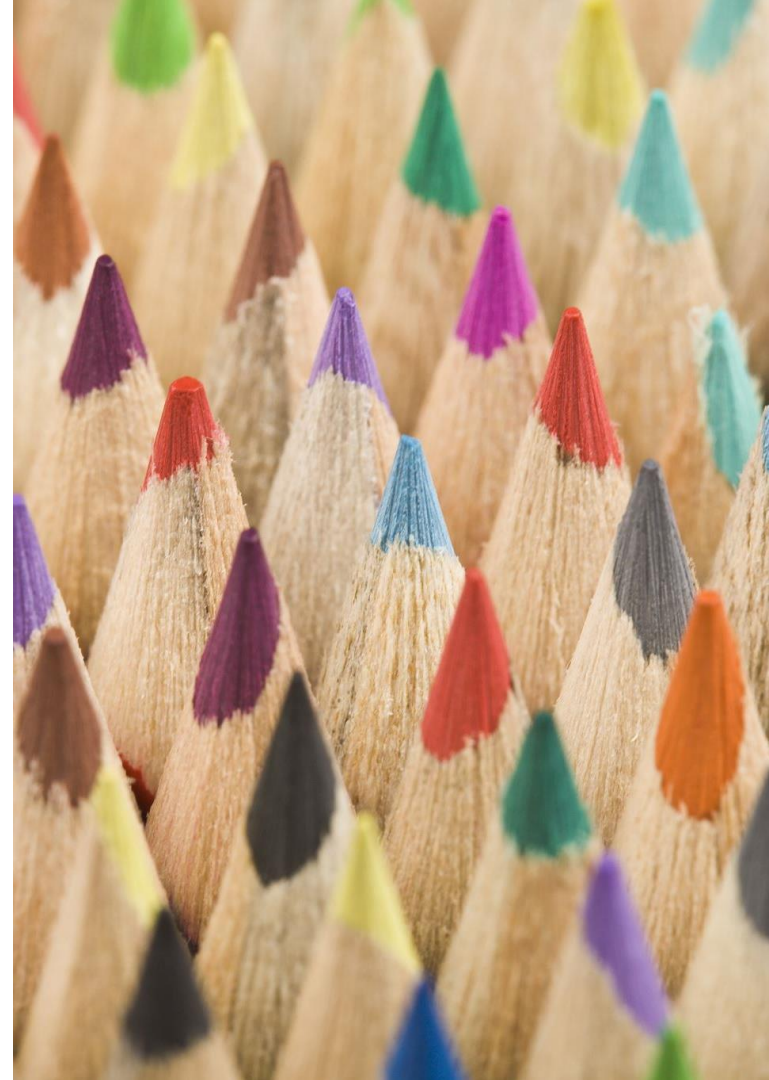
## Summing up: (1/2)

- Learning process – the entities we followed learned about the how to conduct a mapping of the gender pay gap in their entity. There were several learning point to later reviews.
- National unions should equip the local union representatives should with more information and practical advice about the gender pay gap mapping process.
- There should be clear and specific guidelines on how the different forms of remuneration should be reported and data tools to handle the amount of data.



## Summing up: (2/2)

- The finding in the gender pay gap report were not surprising. In all of the entities we followed, the results of the reporting were in line with the suspected trends and patterns of pay in the entity.
- The process did however bring attention to the driving forces of equality in the entity, and the challenges that do need extra attention.
  - The recruitment process (previous choices)
  - different career paths chosen by men and women in the entity







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