

MOD Civil Service Gender Pay Gap Reporting Year 2022/2023



21 March 2024

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Headlines

The UK National median gender pay gap in 2023 was **14.3%**, down from 14.4% in 2022¹. MOD Civil Servants compare favourably with this:

Gender Pay Gap:

Median pay gap of 8.2%², up 0.4 percentage points from last year.

Mean pay gap of 7.0%, down 0.9 percentage points from last year.

Gender Bonus Gap:

Median bonus gap of 8.2%, down 8.5 percentage points from last year.

Mean bonus gap of 22.3%, up 7.6 percentage points from last year.

Declaration

We confirm that data reported by the Ministry of Defence is accurate and has been calculated according to the requirements and methodology set out in the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.

David Williams CB MOD Permanent Secretary Vice Admiral Phil Hally CB MBE Chief of Defence People

¹ The UK National Median figure quoted as **14.3%** is for 2023 as quoted in the <u>Gender Pay Gap in the UK 2023</u>.

² Percentages are rounded to one decimal place. Changes in percentages are calculated on unrounded data therefore percentage point changes quoted in the tables and text may not always be the same as differences calculated from the rounded figures shown in the tables.

Introduction

The Ministry of Defence (MOD) has prepared this report as part of the legal requirement for public authorities to publish their gender pay gap on an annual basis.

In 2017 the Government introduced world-leading legislation that made it a statutory requirement for organisations with 250 or more employees to report annually on their gender pay gap. The legislation underpins the <u>Public Sector Equality Duty</u> and requires relevant organisations to publish their gender pay gap by 30 March annually. This includes the median³ and mean⁴ gender pay gaps; the median and mean gender bonus gaps; the proportions of male and female employees who received bonuses; and the proportions of male and female employees in each pay quartile.

Since the MOD's first publication of the <u>Gender Pay Gap report</u> in 2017, there has been a gradual reduction in the following: the median gender pay gap has reduced from **14.6%** (2017) to **8.2%** (2023), whilst the mean gender pay gap has reduced from **12.5%** (2017) to **7.0%** (2023), more information is contained at <u>Annex A</u>. From 2017 to 2023, there has been a sustainable positive trend with increasing numbers of females in the upper pay quartiles **26%** (2017) to **34.4%** (2023); more information is contained at <u>Annex B</u>.

This report fulfils the Department's reporting requirement and outlines our commitment to close the gender pay gap, covering the period from 1 April 2022 to 31 March 2023.

What is the Gender Pay Gap?

The gender pay gap⁵ is different to equal pay which relates to the pay differences between men and women who carry out the same jobs or similar jobs or work of equal value. Under UK Law it is illegal to pay people unequally because of their gender⁶. Gender Pay Gap shows the difference in the average pay between all men and women in a workforce, regardless of any differences in the work they do and as such can be influenced by how the workforce is made up (incl. profession, grade, location etc).

The gender pay gap is based on hourly pay excluding overtime. This is calculated in line with Civil Service Statistics <u>Annual Civil Service Employment Survey</u> and the 2017 gender pay gap regulations. Hourly pay is the sum of ordinary pay and any bonus pay (including any pro-rated bonus pay) that was paid in the pay period which ends on the snapshot date (31 March 2023).

If a workforce has a high gender pay gap, signified by a positive result, it means that on average one gender is paid more than the other and that actions are needed to address this.

³ The median average is the middle number in a sorted dataset, taken as the average of the two middle numbers when the sequence has an even number of numbers.

⁴ The mean average is found by calculating the sum of the values and dividing by the number of values. ⁵ Within this report we use the terms male and female and man and woman interchangeably, aligning with statistical reporting and the Gender Pay Gap regulations.

⁶ <u>https://www.gov.uk/government/publications/gender-pay-gap-reporting-guidance-for-employers/overview</u>

Organisational context

Strategic approach

Defence is increasingly challenging itself to become a more equal, and inclusive organisation at all levels. We recognise that Diversity & Inclusion (D&I) is more than a legal requirement; it is mission critical, essential to our operational effectiveness, and it ensures we can safeguard the security, stability, and prosperity of our nation.

The Ministry of Defence supports the fair treatment and reward and recognition of all staff, irrespective of gender. Equity and inclusion have been, and continue to be, a priority for Defence. While we have made encouraging progress, reports including the <u>House of Commons</u> <u>Defence Committee Inquiry into Women in the Armed Forces</u>, the <u>Wigston Review</u> and the <u>Gray</u> <u>Report into Unacceptable Behaviours</u> have highlighted we still have further to go to achieve the essential cultural change necessary. Defence is however starting to deliver clear, tangible progress, positively impacting the lived experience of our people (see <u>Targeted Actions</u>.)

The Department is committed to delivering against both the <u>Defence Command Paper</u> (July 2023) and <u>Diversity and Inclusion Strategy 2018-2030</u> which will transform Defence through enabling a step-change in our workforce, continuing to create a culture centered on respect, integrity, and courage.

An important component of the D&I Strategy is making inclusion part of 'business as usual.' Defence has achieved this by integrating the <u>Public</u> <u>Sector Equality Duty</u> and embedding within our leadership and culture so that we increase the retention and progression of people from underrepresented groups. This holistic approach is essential if we are to attract and retain talent from all parts of society.



Figure 1 Civil Servants and Military personnel having a team engagement.

Organisational structure

The Ministry of Defence is made up of 20 organisations, comprising Head Office, four Military Commands, the Defence Nuclear Organisation, UK Space Command and 13 Enabling Organisations.

The MOD Civil Service gender pay gap report includes the following organisations in its scope:

- **Top Level Budget Holders (TLBs)**⁷: Head Office, Defence Infrastructure Organisation, Military Commands (civilian staff only), and Defence Nuclear Organisation.
- Agencies and Enabling Organisations: These include Defence Science and Technology Laboratory (Dstl), Defence Electronics & Components Agency (DECA)⁸, Defence Equipment & Support (DE&S), Royal Fleet Auxiliary (RFA), Submarine Delivery Agency (SDA) and the UK Hydrographic Office (UKHO).



Graph 1. Gender ratio of MOD civilian personnel by agency, as at 31 March 2023.

As of 31 March 2023, the MOD civilian personnel headcount was 58,180.

⁷ The major organisational groupings of the MOD directly responsible for the planning, management & delivery of departmental capability.

⁸ From 1 April 2023 (after snapshot date for Gender Pay Gap data of 31 March 2023) DECA merged with DE&S - <u>https://www.gov.uk/government/news/key-mod-strategic-asset-to-merge-into-mods-specialist-procurement-arm</u>

MOD Civil Service Gender Pay Gap

For financial year 2022/23, there is a median pay gap of **8.2%** in favour of men, an **increase** of **0.4 percentage points**, and a mean pay gap of **7.0%** in favour of men, a **decrease** of **0.9 percentage points**.

Although the Gender Pay Gap increased for the first time since reporting began in 2017, it still

Median Gender Pay Gap



- 8.2% in favour of men, up 0.4 percentage points.
- Males earn £1.57 per hour more, at £19.09 compared to Females at £17.52.

Mean Gender Pay Gap

- 7.0% in favour of men, down 0.9 percentage points.
- Males earn £1.45 more per hour, at £20.72 compared to females at £19.27.

aligns to the overall reduction in the mean and medium gender pay gap (<u>Annex A</u>). This reflects the movement of women up the pay quartiles (see <u>Pay Quartile</u> and <u>Annex B</u>,) However, there remains a higher number of men in the highest pay quartile.

Looking across Defence, as reflected in Table 1 below, the reporting organisation with the lowest mean gender pay gap is the Ministry of Defence (excl. agencies), with **3.0% in favour of males**, and the highest mean gender pay gap is the Royal Fleet Auxiliary, with **10.2% in favour of males**.

Pay progression⁹, ended by the Department in 2010, removed the ability to directly move employees through set pay scales. Since 2013, MOD pay settlement policy has purposefully targeted greater pay increases towards the bottom of the pay scales, whilst giving smaller pay awards to those employees closer to the maximum of their pay scale. Although being temporarily paused during the <u>Civil Service pay pause</u> in 2021, the Department returned to the targeted approach in the application of the 2022 and 2023 civilian pay awards. This enabled the shortening of pay scales and thus the reduction of pay differentials between those on the maximum and minimum of each scale. As there is generally a higher proportion of women in the bottom quartile of each pay scale, this approach is seen to have a positive effect on reducing the gender pay gap.

Affordability remains a significant challenge for the Department. An important part of the success criteria for ongoing civilian pay award is to drive a further reduction in the Department's

⁹ The Department moved away from time-served progression in 2010. Since that time, any increase in pay has been due to the annual pay award.

civilian gender pay gap. Whilst not all the drivers of the gender pay gap are directly related to the Department's pay mechanisms, other factors such as societal, demographic, occupational segregation, and workforce location all play a part.

Overall, the Department's position compares favourably with the UK's national median gender pay gap of **14.9% for 2022** but highlights that the MOD still has further to go. We will continue to look for ways in which this gap may be reduced further, see <u>Targeted Actions</u>.

	Ν	<i>l</i> lean	Median		
Reporting organisation(s)	2023	2023 vs 2022 Difference	2023	2023 vs 2022 Difference	
Ministry of Defence (excl. agencies)	3.0%	-0.9%	4.0%	-7.3%	
Defence Science and Technology Laboratory	9.4%	+1.0%	14.6%	-0.3%	
Defence Electronics and Components Agency	0.8%	+8.0%	9.4%	+4.8%	
Defence Equipment and Support	8.1%	-1.6%	13.8%	+1.9%	
Royal Fleet Auxiliary	10.2%	-4.9%	9.4%	+3.2%	
Submarine Delivery Agency	10.0%	-0.1%	10.7%	-2.4%	
UK Hydrographic Office	8.0%	+2.8%	0.0%	0.0%	
Ministry of Defence overall	7.0%	-0.9%	8.2%	+0.4%	

Table 1. MOD Civilian Mean and Median Pay Gap for 2023, and comparison between lastyear (2022) Mean and Median Pay Gap

MOD Civil Service Gender Bonus Gap

Ministry of Defence Overall

For the financial year¹⁰ 2022/23, there is a median bonus gap¹¹ of **8.2%** in favour of men, a decrease of 8.5 percentage points, and a mean **bonus gap of 22.3%**, an increase of 7.6 percentage points.

Median Gender Bonus Gap



- 8.2% in favour of men, down 8.5 percentage points.
- Males median bonus is £67 more than females at £817 compared to £750.

Mean Gender Bonus Gap

- 22.3% in favour of men, up 7.6 percentage points.
- Males mean bonus is £295.99 more than females at £1,330.10 compared £1,034.11.

In 2023, **49.3% of males**, a decrease of **7.5 percentage points** and **50.0% of females**, a decrease of **5.9 percentage points** received a bonus (Graph 2).

While a higher proportion of women received bonuses in financial year 2022/23, the value of bonus payments to women was lower. The Performance Management teams continue to monitor these differences (see below) and make interventions, as necessary.



Graph 2. Percentage of MOD Civilian Gender Bonus Gap Male and Female.

¹⁰ Please note that bonus gap figures will be different to Cabinet Office's published bonus gap figures due to an error in SDA's <u>ACSES data</u> return. This has been internally amended and the new data returns the above bonus gap figures for MOD Overall.

¹¹ It should be noted that the middle male is in DE&S while the middle female is in MOD Main. This makes the median an unreliable measure as both organisations have different bonus policies.

MOD Top Level Budgets

MOD Main TLBs¹² represent the largest proportion¹³ of the MOD Civil Service workforce and therefore have a large impact on the overall MOD gender pay and bonus gap figures. The mean pay gap for MOD Main TLBs (3.9%) has increased in 2022/23 by 0.9 percentage points since last year (3.0%), and the median pay gap (4.0%) has dropped by 7.3 percentage points from last year (11.3%). Whilst overall this year's MOD mean and median bonus pay gaps were 22.3% and 8.2% respectively, the mean and median bonus pay gap for MOD Main TLBs was 0.0% and -0.3% respectively. This is an improvement on last year's bonus gap figures for MOD Main TLBs which were 0.5% on the mean and 4.0% on the median. The proportion of men receiving a bonus in MOD Main TLBs in 2022/23 was 32.1%. This is a decrease of 7.4% compared to last year (39.5%). The proportion of women receiving a bonus in 2022/23 was 37.4%, a decrease by 7.6 percentage points since last year (45.0%).

The 2022/23 in-year reward scheme allowed staff to be rewarded for high performance against one or more of their performance goals and for demonstrating excellent behaviours. The scheme allowed all staff (below Senior Civil Servants) the opportunity to receive up to 5 awards, with a maximum total value of £5000, in any financial year. It is monitored by the Performance Management team who receive management information reports on use of the scheme outlining total spend, the number of awards given and the average value of awards monthly. The team also receives diversity reports which break down the data by characteristics, including gender. This information is shared with TLBs enabling them to discuss the detailed findings and take action where necessary.

		Mean	Median			
Reporting organisation(s)	2023	2023 v 2022 Difference	2023	2023 v 2022 Difference		
Ministry of Defence (excl. agencies)	-0.3%	-0.8%	0.0%	-4.0%		
Defence Science and Technology Laboratory	4.5%	+4.6%	5.6%	+12.3% ¹⁴		
Defence Electronics and Components Agency	4.7%	+11.7% ¹⁵	0.0%	0.0%		
Defence Equipment and Support	19.1%	+2.2%	21.2%	+7.3%		
Royal Fleet Auxiliary ¹⁶	-	-	-	-		
Submarine Delivery Agency	16.2%	-6.2%	23.4%	-0.6%		
UK Hydrographic Office	0.7%	-5.2%	0.0%	0.0%		
Ministry of Defence overall	22.3%	+7.6	8.2%	-8.5		

Table 2. MOD Civilian Mean and Median Bonus Gap against the 2022 Mean and MedianBonus Pay Gap

- ¹³ 64.2% of all MOD Civil Servants including agencies are from TLBs.
- ¹⁴ Defence Science and Technology Laboratory increase went from -6.7% in 2021/22.
- ¹⁵ Defence Electronic and Components Agency increase went from -7.0% in 2021/22.
- ¹⁶ No Data on Royal Fleet Auxiliary is available.

¹² The major organisational groupings of the MOD directly responsible for the planning, management & delivery of departmental capability.

Defence Equipment & Support (DE&S)

DE&S bonus awards have had an impact on the median gender bonus gap for all MOD Civil Servants. Their median bonus gap has increased by 7.3 percentage points from the last financial year and stands at 21.2% in favour of men. The mean gender bonus gap has increased by 2.2 percentage points to 19.1% in favour of men in financial year 2022/23.

The same eligibility criteria were used as previous years for pay and reward, with performance ratings ranging from 1 - 5. Performance award levels varied according to grade within the organisation and are only paid to individuals with a performance rating of 1 - 3. Performance awards were paid as a one-off non-pensionable lump sum payment in July 2022. There is a greater number of male employees at the higher grades, with a higher percentage of award payable to the higher grades, also impacting the gender bonus gap.

Submarine Delivery Agency (SDA)

SDA recorded a 23.4% median bonus gap and 16.2% mean bonus gap in favour of men in financial year 2022/23. SDA operates a market-facing pay system to recruit the people needed to manage this highly complex enterprise. The current SDA gender split (civilian population) is 71.4% male to 28.6% female.

SDA Performance Awards paid in 2022/23 were calculated using the agreed upon methodology influenced by both individual and organisational performance, and which provides higher percentage of pay for staff at higher grades. The performance awards also provide a higher percentage award for staff in higher grades. The top two grades have a lower percentage of women than the four lower grades. This leads to greater differentiation and a higher mean and median bonus gap. SDA implemented a new reward structure in 2022 and will be implementing a new performance award methodology for performance year 2023/24. This should improve both its effectiveness at recruiting and retaining a talented workforce, but also reduce gender pay gap differentials.



Figure 2 Civil Servants collaborating at work.

Gender Pay Quartiles

The gender pay quartiles data shows the proportion of men and women in each pay quartile (Graph 3) when MOD Civil Servants are arranged in order of hourly pay (see Annex B for long term trends.)

Changes to the pay quartiles since 2021/22:

- First (lower) quartile increased by 0.1 percentage points in favour of females.
- Second (lower middle) quartile increased by 1.3 percentage points in favour of females.
- Third (upper middle) quartile decreased by 1.0 percentage points for females.
- Fourth (highest) quartile increased by the highest percentage points of 2.4 in favour of females.



Graph 3. Percentage of MOD Male and Female in each pay quartile¹⁷.

Reporting organisation(s)	Percentage of females in each pay quartile					
	Lower	Lower Middle	Upper Middle	Upper		
Ministry of Defence (excl. agencies)	47.4%	47.0%	43.4%	41.6%		
Defence Science and Technology Laboratory	45.9%	38.2%	36.1%	24.9%		
Defence Electronics and Components Agency	24.3%	16.2%	8.1%	20.9%		
Defence Equipment and Support	41.6%	39.8%	29.4%	29.4%		
Royal Fleet Auxiliary	13.3%	11.9%	8.8%	6.2%		
Submarine Delivery Agency	41.3%	36.9%	23.4%	25.8%		
UK Hydrographic Office	45.5%	36.0%	37.4%	28.9%		
Ministry of Defence overall	45.6%	45.7%	36.3%	34.4%		

Table 2. Distribution of MOD Female Civil Servants through each pay quartile

¹⁷ Percentages are to the nearest figure.

Targeted Action

The Ministry of Defence is committed to continuing to reduce its gender pay gap and has a range of initiatives in place to do this.

Development Programmes and Support

- The MOD's civil servant 'Rise' (aimed at AA-EO) and 'Elevate' (HEO-SEO) talent development schemes provide Action Learning Sets, mentoring and focused Bite Size Learning. Rise saw 75% of successful applicants being women and Elevate 56%.
- MOD has also supported women who are deemed to have high potential through the Leadership Summit programme. This is an accelerated development programme specifically designed for women in management roles (Grade 6 and Grade 7) looking to progress on to the Senior Civil Service.
- MOD participates in the Women in Defence UK cross sector mentoring scheme, in which the defence public sector mentor the defence private sector, and vice versa. This means that the Armed Forces and Civil Servants, at all levels, and those in the private sector gain invaluable external feedback and perspectives from people with different experiences and background, but an in-depth knowledge of Defence.

Reward Strategy

- The annual pay awards for Civilian employees within MOD TLBs have, for many years, been targeted in order to provide greater increases to individuals at the bottom end of each pay scale. This has helped to shorten the gap between the top and bottom of each pay scale. As there is generally a higher proportion of women in the bottom quartile of each pay scale, this approach is having a positive effect on reducing the Department's Gender Pay Gap. Whilst this approach was stopped during the <u>Civil Service pay pause</u> in 2021, it was again applied in the application of the 2022 Civilian pay award.
- MOD has continued to voluntarily publish an <u>annual equal pay audit</u>. Highlighting that within the same grade, the difference in the average salary between female and male employees is lower than the overall gender pay gap figure. For example, when average basic salary is adjusted for length of service in substantive grade, then there is no substantial difference (less than 0.5%) between male and female average annual salary for all grades.

Flexible Working

 MOD offers a range of flexible working options to support employees, including job share and part-time employment opportunities. In addition, hybrid working is available alongside a Flexible Working Hours scheme. MOD also offers employees generous annual leave arrangements, an enhanced provision for Family Leave, and a range of Special Leave to help employees deal with planned or unplanned events.

Recruitment

- As part of the recruitment process, for all cross-Government and external adverts MOD has mandated the use of Textio, an augmented writing tool to improve the language, in job advertisements. Since implementation we are seeing improved engagement in job adverts and positive line manager feedback.
- New guidance has been introduced on diversifying recruitment panels, anonymised applications, and on conducting virtual interviews to improve the experience and opportunity for candidates. Where appropriate the requirement for the use of psychometric test for promotion for roles below SCS has been removed.

Other Targeted Actions

- As a result of MOD's large workforce, peer support is provided through gender specific focused employee support staff networks across Defence, with Armed Forces and Civilian gender champions and advocates to ensure a range of views and experiences are heard at senior levels.
- The Conduct Equity and Justice Directorate, brings together Service Justice, Service Complaints and Diversity and Inclusion capability and reflects Defence's commitment to make significant progress to improve the experiences of its people.
- Defence continues to develop and implement a wide range of interventions to ensure that all our people, regardless of gender or other characteristics, can have their effort and skills recognised, their individuality and experience respected, and are able to achieve their full potential.
- Defence continues a range of work to prevent and tackle unacceptable behaviour. Strengthened policy outlining zero-tolerance towards unacceptable sexual behaviour was published in July 2022. Alongside mandatory Active Bystander training, climate assessments. These measures are designed to encourage women to join and then remain in Defence longer. Ensuring women progress will ultimately help reduce the gender pay gap.
- Defence has a menopause policy for line managers and staff. There is also an active whole force Menopause Network which is raising awareness, improving understanding, highlighting sources of support, and providing a safe space for those experiencing menopause, their Chain of Command, colleagues, and friends to share experiences and learn from each other.
- Defence is improving the management of civilians by improving line managers training and increasing the capability of line managers to ensure fair treatment in their teams. Increased training for military personnel to improve their management of civilians, and vice versa. Additionally, shared values will be embedded into personnel management systems to promote fair and inclusive behaviours and introducing a more transparent culture in which it is safe to challenge.

Annex A – Gender Pay and Bonus Gap

Table 1: MOD Civilian Gender pay and bonus gap summary for 2021-22 and 2022-23, with percentage point (pp) change.

		2021-22	2022-23	pp change
Median Gender Pay Gap	7.8%	8.2%	+0.4	
Mean Gender Pay Gap		7.9%	7.0%	-0.9
Median Gender Bonus Gap	16.7%	8.2%	-8.5	
Mean Gender Bonus Gap	14.7%	22.3%	+7.6	
Proportion of male and female employees paid a bonus	Male	56.8%	49.3%	-7.5
	Female	55.9%	50.0%	-5.9

Table 2: MOD Civilian Gender pay and bonus gap summary from 2016-17 to 2022-23.

		2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
UK National Median Gender Pay Gap		n/a	17.9%	17.4%	15.5%	15.4%	14.9%	n/a
Median Gender Pay Gap		14.6%	10.9%	10.5%	9.9%	8.8%	7.8%	8.2%
Mean Gender Pay Gap		12.5%	10.5%	9.6%	9.1%	9.7%	7.9%	7.0%
Median Gender Bonus Gap		-14.3%	7.2%	1.6%	8.5%	19.4%	16.7%	8.2%
Mean Gender Bonus Gap		2.9%	14.5%	17.8%	18.0%	14.6%	14.7%	22.3%
Proportion of male and female	Male	38.2%	53.8%	55.8%	53.3%	59.0%	56.8%	49.3%
employees paid a bonus	Female	40.1%	54.8%	56.9%	53.8%	56.2%	55.9%	50.0%

Note: percentage point changes are based on raw figures.

Source: Annual Civil Service Employment Survey and Gender Pay Gap in the UK.

Annex B – MOD Civilian Pay Quartiles

Table B1: Proportion of male and female employees in each pay quartile 2020/21 and 2022/23.

Quartile	2021-:	22	202	Female percentage point	
	Female (F) %	Male (M) %	Female (F) %	Male (M) %	change
First (lower) quartile	45.5%	54.5%	45.6%	54.4%	+0.1
Second quartile	44.4%	55.6%	45.7%	54.3%	+1.3
Third quartile	37.3%	62.7%	36.3%	63.7%	-1.0
Fourth (upper) quartile	32.0%	68.0%	34.4%	65.5%	+2.4

Table B2: Proportion of male and female employees in each pay quartile 2016 – 2023.

Quartile	201	6-17	201	7-18	2018-19		2019-20		2020-21		2021-22		2022-23	
	F	Μ	F	Μ	F	М	F	Μ	F	М	F	М	F	М
First (lower) quartile	52%	48%	52%	48%	47%	53%	48.2%	51.8%	47.2%	52.8%	45.5%	54.5%	45.6%	54.4%
Second quartile	36%	64%	38%	62%	40%	60%	39.3%	60.7%	42.5%	57.5%	44.4%	55.6%	45.7%	54.3%
Third quartile	35%	65%	37%	63%	36%	64%	36.8%	63.2%	37.5%	62.5%	37.3%	62.7%	36.3%	63.7%
Fourth (upper) quartile	26%	74%	27%	73%	30%	70%	30.8%	69.2%	30.4%	69.6%	32.0%	68.0%	34.4%	65.6%

Note: percentage point changes are based on raw figures.

Source: Annual Civil Service Employment Survey