



Glasgow City Council

City Administration Committee

Report by Chief Executive

Contact: Colin Edgar: 70901

Item 4

4th December 2025

Equal Pay Programme – Job Evaluation and Pay & Grading Structure

Purpose of Report:

To update members on the progress made in evaluating jobs using the SJC scheme and of progress towards development of a pay and grading structure based on the SJC scheme evaluations, in consultation with Trade Unions.

Note: A glossary of terms is provided within the appendix of this report

Recommendations:

Committee is asked to:-

1. Note the report and the progress made with the Equal Pay Programme;
2. Instruct the Chief Executive and the Executive Director of Financial Services to seek to develop and agree a new Pay and Grading Structure based on the results of Job Evaluation, in consultation with our Trade Unions and bring forward to Committee the results of that process for approval prior to implementation on the basis of phased implementation targeted for April 2027

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

1 Background – Equal Pay

- 1.1 The Council is committed to resolving the issue of equal pay claims, making sure that everyone who works for the Council is paid equally for equal work.
- 1.2 Since 2009, former and current employees have pursued equal pay claims against the Council and its ALEOs for the period from the implementation of the WPBR pay and grading structure in April 2006. A first phase of settlement was approved in February 2019 resulting in agreements with over 15,000 claimants.
- 1.3 A further funding strategy was approved in September 2022, at which time, March 2024 was considered to be a date by which a new Pay and Grading Structure (PGS) would be implemented. In November 2022, a comprehensive agreement was reached with trade unions, culminating in the signing of a Memorandum of Understanding on 15 May 2023, which recorded the detailed settlement terms and provided for the resolution of the equal pay dispute.
- 1.4 On [17 August 2023](#), the City Administration Committee noted the settlement proposal outlined above, which provided a settlement to 15 October 2023.
- 1.5 On [03 October 2024](#), the new Equal Pay Programme Team provided an update to the City Administration Committee noting that the previously noted implementation date of ‘the latter part of 2024/2025’ would no longer be possible. At this time, it was also noted that a draft Primary Benchmark Rank Order of jobs had been passed to the Job Evaluation Operational Steering Group (OSG) on 3 September 2024 for review. This progress was supported by corporate communication to the workforce in September 2024.
- 1.6 The communication outlined some of the factors which contributed to the need to change the implementation date, including the priority of ensuring robust JE outcomes and meaningful consultation with Trade Unions. It also noted that the move of implementation date was understood and accepted by the TU’s. It indicated that the Equal Pay Programme Team were working closely with all stakeholders to realise a revised implementation date as speedily as possible and with integrity.

2. Replacement of WPBR with new Pay and Grading Structure

- 2.1 In parallel with, and linked to, the equal pay settlement negotiations, officers reviewed the WPBR pay and grading structure in collaboration with Claimant Representatives. On [28 June 2018](#), the City Administration Committee agreed to discontinue WPBR and replace it with a new scheme. On [11 October 2018](#), the City Administration Committee approved the use of the SJC JE Scheme 3rd Edition as the basis for the evaluation of all job roles, and the development of an appropriate new pay and grading scheme based on the evaluations.

3. Job Evaluation (JE)

- 3.1 The Job Evaluation Operational Steering Group (the OSG) consists of Joint Trade Union representatives, Senior Management from across the Council Family, and the Independent Technical Advisor (ITA). The ITA provides advice and guidance both to the Council and Joint Trade Unions.
- 3.2 On 3 September 2024, the Job Evaluation team presented Benchmark Information to the Operational Steering Group (OSG). On 16 September 2025, the OSG concluded their review of the information provided.
- 3.3 The process has taken longer than expected, however, the importance of ensuring rigor in evaluating Primary Benchmark roles and complying with the SJC Guidance to reach this 'baseline' and providing the Trade Unions with the requested time to review results was recognised by the Council.
- 3.4 The baseline of PBM evaluations, which is supported by the ITA, provides information of the roles for over 19,000 (around 80%) employees of the workforce in scope. This information has now been passed to the Strategic Steering Group for commencement of Pay and Grading Structure consultation.
- 3.5 In parallel the Equal Pay Team through collaborative working with OSG members finalised and have commenced the matching process for Primary Benchmark job holders. Matching packs have been issued to around 19,000 employees. Responses to matching packs are due by 19 December 2025.
- 3.6 To prepare for Matching Packs being issued, around 19,000 employees were briefed on the pack contents and the actions required. This process has been supported by the issue of extensive communications using a variety of media including briefing presentations, audio and video summaries – all to support the transfer of complex material to a wide diversity of service groupings. Additional support mechanisms are in place for employees and management to support this process and TU have been active in providing additional sources of information via local TU representatives who have been provided with additional facility time to undertake these activities.

4. Pay and Grading Structure (PGS)

- 4.1 It is through the implementation of a new Pay and Grading Structure (PGS), based on the output of the Job Evaluation exercise that we will have confidence that we are paying equally for equal work.
- 4.2 The Pay and Grading Structure (PGS) Team have concluded preparatory work, and software testing utilising the JE Primary Benchmark information passed over in September 2024.
- 4.3 Following the receipt of final Primary Benchmark information from the OSG, test modelling work has commenced. This process will be undertaken

collaboratively with the Trade Unions, and with appropriate technical and specialist advice.

- 4.3 Dialogue has commenced with Trade Unions and Equal Pay Programme leadership on high level principles for the new PGS at the SSG (Strategic Steering Group). This forum has also included the initiation of discussions related to implementation approach in order to reduce the risk of extended implementation timelines, consistent with SJC sample guidance and with legal input and support.
- 4.4 The implementation approach will require detailed consultation with Trade Unions and legal input to ensure that the process is robust, transparent and equitable for all employees in scope. It is currently forecast that this will involve all employees with fully evaluated roles moving to new PGS arrangements from the implementation date, and others being fully transferred upon completion of SJC evaluations.
- 4.5 The new Pay and Grading Structure will replace all elements of WPBR, incorporating both core pay, and non-core pay for all employees within the SJC grouping.

5 Timing of implementation

- 5.1 From the point of the original CAC decision in 2018 to replace WPBR, there have been several target implementation dates set for a new PGS. The ethos of producing a Pay and Grading Structure, which rewards equal pay for equal work, has been, and continues to be, to ensure the evaluation scheme is applied consistently and with integrity
- 5.2 In October 2024, it was reported to CAC that the target implementation date of February 2025 could not be met. At that time it was indicated that a revised date could not be provided due to uncertainty in relation to the following milestones:
 - 1. Conclusion of Primary Benchmark review by OSG
 - 2. Issue of Primary Benchmark Matching Packs to around 19,000 employees
 - 3. Evaluation of Secondary Benchmarks which cover over around 220 roles, circa 4000 employees, via group interviews
 - 4. Evaluation of around 900 Unique roles via questionnaires and desk top exercises, covering around 1300 employees
 - 5. Consultation with Trade Unions on the PGS and associated steps which will bring an end to WPBR and their replacement with new pay and grading structure across the workforce in scope.
 - 6. Technical / system change feasibility
- 5.3 Milestones 1 and 2 above have been completed.
- 5.4 With respect to milestone 3, Secondary Benchmark evaluation process is progressing, and for milestone 4, Unique data is being gathered through

voluntary completion of questionnaires. These milestones are key factors in the context of implementation timing and discussions with TU have commenced as noted above regarding phased approach to implementation for both of these groupings.

- 5.5 Milestone 5 has commenced via consultation with Trade Unions which will continue through the winter and into the spring of 2025-26 during which period substantial progress with TU negotiations must be achieved.
- 5.6 Technical /system change feasibility will remain an uncertain challenge until tested and delivered with all possible efforts being made to ensure that this key dependency does not present a risk to implementation. At this stage, technical build, data readiness and payroll migration are dependencies.
- 5.7 Recognising the outstanding milestone position indicated for milestones 3, 4 and 5 above, it is considered that phased PGS implementation should be targeted for April 2027. To allow this to be achieved it will be necessary to pursue phased implementation, make significant progress in TU negotiation by the summer of 2026, and undertake technical build, data readiness and payroll migration.
- 5.8 In light of this update on timelines, the Executive Director of Financial Services intends to consider a recent change to statutory guidance on accounting for financial instruments as this may provide an opportunity to generate funds for one-off costs associated with the new PGS. This will have to take account of affordability as any application of this change to current loans fund management will result in increased recurring costs in future years. Any loan debt rescheduling will be in line with the Treasury Management Strategy.

6. Additional Governance and Political Oversight Arrangements

- 6.1 During the summer, an updated governance structure for TU engagement was put in place. The result of which is a Strategic Steering Group (SSG) which provides the forum for key stakeholders to meet for the purpose of consultation on the new PGS. The existing Job Evaluation Operational Steering Group (OSG) and PGS Data Modelling Group feed into the SSG.
- 6.2 The Equal Pay Programme has previously provided reports on progress to the Equal Pay Sub-Group (EPSG) of the Workforce Board, which contains cross party Elected Members and Trade Union Representation and is chaired by the Workforce Convenor. As part of the review of governance structures the previous Equal Pay Political Oversight Group which was Chaired by the Leader of the Council and attended by Leaders of the other groups alongside the Workforce Convenor will be restarted in the New Year to sit alongside the EPSG.

7. Next Steps

7.1 The key next steps for the Equal Pay Programme Team will be:

- Progress Primary Benchmark matching, incorporating any resulting amendments into PGS negotiations
- Continue consultation on phased implementation
- Consult with TUs on new PGS
- Initiate cross party political oversight group
- Continued engagement with funders in line with agreements.

8 Policy and Resource Implications

Resource Implications:

Financial:

The financial implications of the revised Pay and Grading structure are unknown at this stage however consideration will be given to the use of recent flexibilities provided by the Scottish Government which may provide capacity to fund some one-off costs.

Legal:

Legal services continue to support delivery of Equal Pay Programme, including provision of advice and guidance on the implementation of job evaluation and new Pay and Grading Structure.

Personnel:

No immediate direct personnel implications of this report. Progress with Job Evaluation and the design and implementation of a new Pay and Grading Structure will bring an end to WPBR terms and conditions and their replacement with new terms and conditions across our SJC workforce. The impact of this is unknown at present.

Procurement:

Appropriate procurement procedures are being followed where required.

Council Strategic Plan: Grand Challenge 4: Mission 3

Enable staff to deliver a sustainable and innovative council structure that delivers value for money.

Equality and Socio-Economic Impacts:

<i>Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.</i>	Yes – the process of Job Evaluation and implementation of new Pay and Grading Scheme relate directly to Outcome 2.
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<i>What are the potential equality impacts as a result of this report?</i>	The new Pay and Grading Scheme will reward equal work with equal pay irrespective of gender. The proposed Pay and Grading Scheme will be subject to an Equality Impact Assessment focusing primarily on gender and will in addition analyse impact with reference to other protected characteristics.
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<i>Please highlight if the policy/proposal will help address socio-economic disadvantage.</i>	The wider socio-economic impacts, if any, are not yet known.
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Climate Impacts:

<i>Does the proposal support any Climate Plan actions? Please specify:</i>	n/a
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<i>What are the potential climate impacts as a result of this proposal?</i>	None
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<i>Will the proposal contribute to Glasgow's net zero carbon target?</i>	Not directly
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Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
No

If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out

9. Recommendations

9.1 Committee is asked to:-

1. Note the report and the progress made with the Equal Pay Programme;
2. Instruct the Chief Executive and the Executive Director of Financial Services to seek to develop and agree a new Pay and Grading Structure based on the results of Job Evaluation, in consultation with our Trade Unions and bring forward to Committee the results of that process for approval prior to implementation on the basis of phased implementation targeted for April 2027

Appendix 1 – GLOSSARY OF TERMS

Abbreviation	Definition
EQP	Equal Pay <i>The collective name adopted by the Council to cover all aspects of the programme, the two negotiated settlements (2018 & 2022), funding agreements (2019 & 2022), job evaluation and design, development and delivery of a new pay and grading structure.</i>
SJC	Scottish Joint Council <i>The body which has endorsed the Job evaluation scheme which the Council adopted in 2018.</i>
JE	Job Evaluation <i>Job Evaluation is a method of determining on a systematic basis the relative importance of a number of different jobs” (ACAS)</i> <i>Job evaluation continues to be the most robust method of providing a foundation for grading structures which satisfy the principle of ‘equal pay for work of equal value’; and which are both fair and transparent</i>
ITA	Independent Technical Advisor <i>Important to understand this role provides advice to both the organisation and trade unions.</i>
PGS	Pay and Grading Structure <i>The term used to describe the structure which outlines how our workforce are paid.</i>
WPBR	Workforce Pay and Benefits Review <i>Glasgow City Council’s current pay and grading structure, this includes core pay, WCD (working context demands) and NSWP (non-standard working pattern)</i>
TU	Trade Union <i>An organisation made up of mainly working members, their aim is to protect and advance the interests of its members in the workplace</i>
JTU	Joint Trade Unions <i>This refers to the three trade unions recognised by the Council as being GMB, UNITE and Unison. JTU refers to the times at which the council consults with its trade unions together (jointly)</i>
OSG	Operational Steering Group <i>A joint TU / Officer group whose remit includes the oversight of application of the SJC JE process and agreement of rank order.</i>