Department of Conservation

Gender Pay Gap Action Plan 2019

Department of
Conservation
Te Papa Atawhai

Introduction

The New Zealand Government has committed to closing the gender pay gap (GPG) within the Public Service. There are four focus areas with associated actions and milestones:

1. Equal pay
2. Flexible work by default
3. No bias or discrimination in remuneration systems and Human Resources practices
4. Gender balanced leadership

All Chief Executives are committed to closing gender pay gaps in their agencies. This work sits under DOC's Diversity and Inclusion Strategy (DOC-5517176) and Plan (DOC-5517247).

A working group formed in partnership with the PSA has reviewed the analysis undertaken of DOC's salary data to formulate the 2019 Gender Pay Gap Action Plan.

Executive Summary

DOC's overall gender pay gap is low (4%) compared to the national gender pay gap (9.2%, Statistics New Zealand, August 2018) and the Public Service gender pay gap (12.5%, Statistics NZ, 2017).

The overall gender pay gap at DOC is strongly influenced by vertical segregation - women are under-represented in leadership roles across the organisation. DOC has committed to gender balance across its leadership roles by 2022, aligned with the Public Service-wide milestones in the Gender Pay Gap 2018-20 Action Plan. While there is now gender balance across the seven DDG roles, if DOC could achieve gender balance across Tiers 3 and 4, the overall pay gap would close from 4% to 0.1% (based on the average salaries for men and women at 30 September 2018).

Analysis of the gender pay gap by Business Group and Occupation Type shows instances of greater pay gaps. These gaps are larger in some parts of the organisation compared to others and are also driven by a lack of women in senior roles.

Across the other measures recommended by the State Services Commission (e.g., starting salaries, like for like roles, part time versus full time employees, tenure and age), there is no trend of gender pay gaps exceeding +/- 2%. It is important to monitor these measures over time to ensure gaps do not increase.

DOC is preparing to ask staff to revalidate their personal details, including ethnicity, to ensure the information held is correct. Once this process has been completed, the organisation's ethnicity pay gaps will be calculated.

The focus of DOC's 2019 Gender Pay Gap Action Plan is on better understanding the reasons why women are under-represented in leadership roles across the organisation. It is important to understand the aspirations, motivations and barriers for women moving into leadership (or more senior leadership) roles so that the organisation can move toward more equal representation. There is also an opportunity to continue the focus on key aspects of the employee lifecycle (eg., recruitment, annual salary review, return from parental leave, promotion into leadership roles) to ensure that our processes are fair and are not inadvertently disadvantaging women (or other groups of employees). Annual analysis of key GPG measurements will be completed to ensure that DOC continues to make progress on closing its gender pay gap.

Drivers of the Gender Pay Gaps at DOC:

Based on the analysis of salary data, the predominant driver of DOC's gender pay gap is the under-representation of women in leadership roles.

As at 30 September 2018, only 27.8% of DOC's tier 2 and 3 managers were female. DOC is aiming for gender balance across its leadership roles (ie., women represented in 50% of leadership roles), as well as its overall workforce by the end of 2022.

While there is now gender balance across the seven DDG roles, if DOC could achieve gender balance across Tiers 3 and 4, the overall pay gap would close from 4% to 0.1% (based on the average salaries for men and women at 30 September 2018).

1. Overall Gender Pay Gap

The main driver of the overall gender pay gap is vertical segregation. DOC's workforce is relatively gender balanced with 53% male employees, and 47% female employees. A small number of employees identify as gender diverse or choose not to respond to this demographic question. Men are over-represented in senior leadership roles, with men making up 71% of the Senior Leadership Team (Tier 2), and 74% of Directors (Tier 3) (as at 30 September 2018). There is no gender pay gap of concern when the salary data is reviewed by level of seniority (by tier).

2. Gender Pay Gap by Business Group

There are large gender pay gaps (>10%) across four of the Business Groups: Corporate Services, Partnerships, Policy and Visitors and Strategy and People. Kahui Kaupapa Atawhai has not been assessed as the sample size is too small.

These gaps are attributed to the under-representation of women in the senior levels of these Business Groups. In two instances, the most senior role (tier 2) is held by a woman, but the remaining leadership roles are predominantly held by men. In Corporate Services, women also hold most of the tier 5 roles.

The explanation in Strategy and People is slightly more complex but can still be attributed to gender representation levels. There are more females in this Business Group than males, including in leadership roles. At tiers 3 and 4, the gender pay gap is negative, with women earning on average more than men.

As with all Business Groups, most roles in Strategy and People are at tier 5. Women hold most of the tier 5 roles in this Business Group, but no men work in the lowest paid roles (in bands B, C and D). When comparisons are completed by band within Tier 5, there are no pay gaps exceeding +/- 2%, but because women are over-represented in the lower salary bands, it still results in a significant gender pay gap overall.

Tier	% Females	% Males	GPG using average salaries	GPG using median salaries
Biodiversity (174)	49%	51%	5.4%	2.8%
Corporate Services (316)	60%	40%	28.1%	37.4%
Kahui Kaupapa Atawhai (31)	32%	68%	Insufficient sample size	
Operations (1,545)	42%	58%	1.8%	0.0%
Partnerships (95)	60%	40%	11.0%	18.5%
Policy and Visitors (83)	49%	51%	13.0%	9.9%
Strategy and People (110)	69%	31%	11.7%	7.7%

3. Gender Pay Gap by Occupation Type

High level analysis by Occupation Type shows gender pay gaps in excess of the organisation's overall GPG. More detailed analysis has indicated these gaps can to be attributed to the representation of males and females at different levels within the occupation type.

The sample size can become very small when analysing by each level of work under Occupation Type so any conclusions drawn from the analysis should be treated with caution. More detail is included in the Appendix.

Occupation Type	% Females	% Males	GPG using average salaries	GPG using median salaries
Administration (165)	88%	12%	16.9%	11.9%
Community (217)	68%	32%	5.3%	9.5%
Management (256)	41%	59%	6.1%	1.3%
Planning/Permissions (102)	69%	31%	2.5%	4.4%
Ranger (1,022)	34%	66%	2.3%	1.5%
Technical Support (127)	42%	58%	8.4%	4.9%

Agency Actions to Close the Gender Pay Gap

All Public Service Chief Executives have committed to a series of Public Service-wide milestones in the Gender Pay Gap 2018-20 Action Plan. The actions DOC is committing to have been organised against the four areas below.

Equal Pay (eliminating gender pay gaps within the same roles and progressing any pay equity claims)
There is currently no trend of gender bias across 'like' roles or salary bands. This data will be monitored annually to ensure gaps are not appearing over time.
Flexible Work by Default (all roles to be treated as flexible unless there is a good business reason for a role not to be)
DOC is currently on track to meet the milestones that have been set for flexible-by-default to be delivered by 2020. DOC's Senior Leadership Team has adopted the vision 'DOC will offer a flexible workplace, to be a great place to work for conservation'. There is work underway to build DOC's capability for flexible work so that it enables diversity, wellbeing and engagement. A Flexible Work Implementation Team is being established to support this significant implementation. Pilots are continuing within Business Units in National Office, with an Operations and Biodiversity-oriented field-based trial to follow in the first half of 2019. The approach has been to co-create flexible work arrangements within teams, and to support managers and individuals to develop, approve and adjust these arrangements over the course of the pilots. Ongoing development of organisation-level policies and standard operating procedures for people management, technology use and home workstation safety will continue to ensure risks are appropriately managed. Capability development (training, coaching, facilitation) for leaders, managers, teams and individuals is being provided by request. Guidelines, tips and toolkits for managers and employees will be developed to build capability through self-directed tools.

A dedicated technology stream is also in place to help build the organisation's ability for employees to work remotely. This includes optimising the use of Skype for Business, smartphones and tablets, as well as collaboration tools and workflow and assignment tools.

No Bias or Discrimination in Remuneration Systems or Human Resources Practices (systems and practices are designed to remove bias, including no gaps in starting salaries and managers being equipped to address bias)

There is currently no trend of gender bias across starting salaries at DOC. This data will be monitored annually to ensure gaps are not appearing over time.

All hiring managers at Director and Manager level went through unconscious bias training in 2018. The content is currently being tailored for supervisors and team leads and will be rolled out in the first half of 2019.

There is currently no trend of gender bias during the annual salary review (ASR) process. However, there are plans to review both the annual salary review (ASR) process and talent management mapping process to ensure that diversity is a consideration during these processes to ensure they are fair and transparent, and bias is not inadvertently affecting the outcomes. An audit process will also be undertaken to ensure that all staff on parental leave go through the ASR process this year.

Gender Balanced Leadership (women hold 50% of roles across the Public Service's top 3 tiers of leadership and each agency has a target date for achieving balance in their own leadership roles)

As at 30 September 2018, only 27.8% of DOC's tier 2 and 3 leaders, and 45.9% of tier 4 leaders were female. DOC is aiming for gender balance across its leadership roles (ie women represented in 50% of leadership roles), and its overall workforce by 2022. To make this shift over three years will require a focus on this change as well as targeted investment across the employee lifecycle.

DOC is planning to undertake some research in the first half of 2019, to better understand the reasons why women are under-represented in leadership roles across the organisation. This will include understanding the aspirations, motivations and barriers for current female employees moving into leadership (or more senior leadership) roles. Analysis is also required to understand the current turnover and retention of female staff across different Business Unit and regions. This work is critical to ensure the mix of actions/programmes of work planned will help achieve the desired outcomes.

Depending on the outcome of the research, some of the following actions may be undertaken:
- Reviewing recruitment and selection practices to ensure DOC is attracting a diverse range of candidates
- Introducing gender balanced shortlists
- Coaching and mentoring programmes
- Supporting targeted and fast track development for high potential women
- Women's leadership development programme
- Investigate options for a women's network group
- Review of role design
- Flexible working options including job sharing and part-time work for leadership roles

Agency, Union and Employee Involvement

Reflecting commitments in the Gender Pay Principles and the Public Service Gender Pay Gap Action Plan, a joint DOC/PSA working group was set up to analyse gender pay gap data and to contribute towards the development of this action plan.

This action plan will also be shared with both the PSA and the wider organisation once it has been approved.

Appendix

DOC's Gender Pay Gap (GPG) Measurements[1]

DOC has completed a wide range of analysis to identify if and where gender pay gaps exist within the organisation.

The results of the analysis indicate that overall, DOC's gender pay gap is low, and seems to be attributable to women not being represented in senior roles across, and in specific parts, of the organisation.

Measures which would indicate bias occurring within the remuneration system and HR practices, such as starting salaries, pay by tenure and age, across "like for like" work, and where women are typically over-represented – e.g. part time work, were also analysed.

The results of these measures show ad hoc instances of both positive and negative gender pay gaps. As there are no apparent trends, it is not believed that these pay gaps have been caused by unconscious bias across DOC's systems and processes.

Agency wide GPG:

Across all DOC employees, the average male salary is 4% higher than the average female salary. The median male salary is 1% higher than the median female salary.

GPG using average salaries	GPG using median salaries
4%	1%

GPG and Gender Representation by Tier:

The average male salary is less than 1% higher than the average female salary within Tier 4 and 5. The median female salary is higher than the median male salary for Tier 4 and 5 employees.

Tier	% Females	% Males	GPG using average salaries	GPG using median salaries
Tier 2 (7)	29%	71%	Insufficient sample size	
Tier 3 (42)	26%	74%	Insufficient sample size	
Tier 4 (211)	45%	55%	0.2%	-2.3%
Tier 5 (2,081)	48%	52%	0.7%	-0.3%

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[1] See the appendix for information regarding the data and methods used for GPG measurement

GPG and Gender Representation within Business Group:

There are some large gender pay gaps across the Business Groups (using both average and median salaries). This has been identified as being as a result of vertical segregation (women under-represented at senior levels of the Business Group.)

Tier	% Females	% Males	GPG using average salaries	GPG using median salaries
Biodiversity (174)	49%	51%	5.4%	2.8%
Corporate Services (316)	60%	40%	28.1%	37.4%
Kahui Kaupapa Atawhai (31)	32%	68%	Insufficient sample size	
Operations (1,545)	42%	58%	1.8%	0.0%
Partnerships (95)	60%	40%	11.0%	18.5%
Policy and Visitors (83)	49%	51%	13.0%	9.9%
Strategy and People (110)	69%	31%	11.7%	7.7%

Gender representation by Business Group and by Tier is shown below. This table breaks down the four Business Groups with large gender pay gaps to show the gender split by tier.

	Total Group	Tier 2	Tier 3	Tier 4	Tier 5
Corporate Services	40% : 60%	0% : 100%	100% : 0%	58% : 42%	37% : 63%
Partnerships	40% : 60%	0% : 100%	83% : 17%	60% : 40%	30% : 70%
Policy and Visitors	49% : 51%	100% : 0%	67% : 33%	67% : 33%	48% : 52%
Strategy and People	31% : 69%	100% : 0%	50% : 50%	27% : 73%	30% : 70%

GPG and Gender Representation by Occupational Type:

Tier	% Females	% Males	GPG using average salaries	GPG using median salaries
Administration (165)	88%	12%	16.9%	11.9%
Community (215)	69%	31%	4.9%	9.5%
Management (256)	41%	59%	6.1%	1.3%
Planning/Permissions (102)	69%	31%	2.5%	4.4%
Ranger (1,022)	34%	66%	2.3%	1.5%
Technical Support (127)	42%	58%	8.4%	4.9%

Administration

This occupation type is over-represented by female employees at tier 5 (the administration management roles are not included within this occupational group). Most employees are in bands B, C, and D, where there are 5.5%, -1.1% and 7.2% gender pay gaps respectively. Males make up a very small number of employees compared to the females in these bands. The higher bands (F and RR5) and lowest band (A) have a very small number of employees but men exclusively hold the higher paid roles and women hold the lowest paid roles within Administration.

There are often concerns about female dominated occupations being underpaid compared to other roles. A comparison of Administration roles against the overall organisation is shown below which indicates that Administration salaries are actually higher across most salary bands.

Band	Administration Female (compared to All DOC female)	Administration Male (compared to ALL DOC male)
A	9% higher	No admin employees
B	2% higher	7% higher
C	6% higher	4% higher
D	4% higher	9% higher
E	0% difference	No admin employees
F	No admin employees	2% lower
G	No admin employees	4% lower

Community

This occupation type is comprised of Tier 5 partnerships staff, and Community and Visitor Centre rangers from Operations. The average male salary is almost 5% higher than the average female salary, however, by each band, the gender pay gap is 1% or less (except for Band A with a negative 2.5% gender pay gap across six employees).

Management

All tier 2-4 employees have been included in this occupation type, regardless of whether they have reporting staff or not. When the data is reviewed by tier, there are very small gaps (both positive and negative). The driver of the overall management pay gap is due to the over-representation of men in this group.

Planning and Permissions

The analysis for this occupational type includes only tier 5 roles with most staff employed in bands C, D and E. There are no men within in C band – when this level is excluded from the tier 5 analysis the gender pay gap drops from 2.5% to 0.2%. Within Planning and Permissions, the average female salary is affected by the representation of males and females across the different levels of work.

Ranger

This occupation type includes all rangers not covered in the community group above (i.e., general, biodiversity, recreation/historic). Analysis has been completed by salary band for ranger positions. The results are consistent with the average results for this occupation type, with B, C and D band rangers having an approximate 2% gender pay gap.

Technical Support

Across technical support roles, the average male salary is 8.3% higher than the average female salary. There are no female employees in the highest bands (compared to 3 males), and there are 10 females employed in the lowest bands (compared to 5 males). In the E and F salary bands (where most employees sit) the gender pay gaps are 0% and -1.1% respectively.

GPG and Gender Representation within Pay Quartiles

The table below shows the representation of females and males in each of DOC's pay quartiles. The overall distribution is relatively even, however men currently make up a higher proportion of the lowest and highest pay quartiles.

Pay Quartile	% Females	% Males
Quartile 1 (lowest 25%)	45%	55%
Quartile 2	50%	50%
Quartile 3	49%	51%
Quartile 4 (highest 25%)	43%	57%
DOC gender distribution agency wide	47%	53%

GPG and Gender Representation by Age:

The table below compares salary data across each age group across the organisation. In the younger age groups, there are negative gender pay gaps (women earning more than men on average), with gender pay gaps emerging in the two oldest age groups. There is a relatively strong gender balance across the age groups but significantly less women in the 60+ age groups.

Age Group	% Females	% Males	GPG using average salaries	GPG using median salaries
under 20 (11)	45%	55%	Sample size too small	
20-24 (100)	51%	49%	-2.4%	-2.4%
25-29 (240)	56%	44%	-2.4%	-7.1%
30-39 (541)	54%	46%	-7.0%	-9.2%
40-49 (558)	50%	50%	0.9%	-0.2%
50-59 (622)	43%	57%	6.2%	4.5%
60 plus (290)	28%	72%	10.4%	7.2%

Like for Like (same role, same salary band)[2]

The table below compares salary data for staff in the same role and same salary band. Three roles were identified where there was a gender pay gap of at least 2%. On average, male rangers in Bands B, C and D earn more than female rangers in the same roles.

Position Title	Band	Gender	# of employees	GPG using average salaries		GPG using median salaries	
Ranger	A Band	Female	54	0.0%	lower than women	0.0%	higher than women
		Male	74				
Ranger	B Band	Female	90	2.3%	higher than women	4.1%	higher than women
		Male	210				
Ranger	C Band	Female	193	2.7%	higher than women	4.8%	higher than women
		Male	235				
Senior Ranger	D Band	Female	40	2.2%	higher than women	2.1%	higher than women
		Male	52				
Ranger Supervisor	D Band	Female	45	1.2%	higher than women	0.4%	higher than women
		Male	71				
Technical Advisor	E Band	Female	30	-0.1%	lower than women	0.5%	higher than women
		Male	32				

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[2] Roles which had a minimum of 20 men and 20 women were analysed to determine if a gender pay gap exists.

Like for Like (same salary band)

The table below compares salary data for staff in the same salary band (regardless of their role). There are three salary bands where the median male salary was more than 2% higher than the median female salary. This occurs in the following salary bands: Tier 5 Bands C and D, and in the Recruitment and Retention salary range "RR5". All of the gender pay gaps using average salary are less than 2%.

Tier	Band	Gender	# of employees	GPG using average salaries		GPG using median salaries	
Tier 3	Band 1	Female	11	Sample size too small			
		Male	29				
	Band 2	Female	0	Sample size too small			
		Male	2				
Tier 4	Band 1	Female	52	0.9%	higher than women	-0.5%	lower than women
		Male	56				
	Band 2	Female	42	1.9%	higher than women	1.2%	higher than women
		Male	61				
Tier 5	A	Female	60	-0.1%	lower than women	0.0%	higher than women
		Male	81				
	B	Female	172	0.5%	higher than women	1.1%	higher than women
		Male	218				
	C	Female	257	1.2%	higher than women	3.2%	higher than women
		Male	258				
	D	Female	220	1.2%	higher than women	2.4%	higher than women
		Male	227				
	E	Female	135	0.0%	higher than women	0.5%	higher than women
		Male	122				
	F	Female	57	-0.2%	lower than women	-0.9%	lower than women
		Male	72				
	G	Female	6	Sample size too small			
		Male	15				
Tier 5 R&R	RR4	Female	27	-1.7%	lower than women	-0.9%	lower than women
		Male	34				
	RR5	Female	44	1.1%	higher than women	2.0%	higher than women
		Male	49				
	RR6	Female	10	Sample size too small			
		Male	11				
	RR7	Female	1	Sample size too small			
		Male	5				

Flexible Working (Part Time versus Full Time)

Guidelines compiled by the State Services Commission, Ministry of Women and Statistics NZ state "on average, people in part time work receive a lower hourly rate than those in full-time work."

The completed analysis shows that while a much higher proportion of female employees at DOC are part-time compared to males, part-time employees are paid on average higher than full time employees. Almost all part-time employees are in Tier 5 roles (only 5 employees at Tier 3 or Tier 4 are part-time).

Band	# full time employees	# part time employees	GPG using average salaries
A	101	40	0.0%
B	329	61	-0.5%
C	459	56	-3.2%
D	418	29	-1.4%
E	222	35	-1.9%
F	105	24	-2.4%
G	19	2	Insufficient sample size
RR4	58	3	
RR5	84	9	
RR6	18	3	
RR7	6	0	

Length of Service

There does not appear to be a trend regarding gender pay gaps based on employees' length of service. The representation of males and females changes as tenure increases with more females under 3 years' service, and more males as tenure increases.

For Tier 5 employees the gender pay gap by length of service is predominantly negative. Women on average earn more than men who have the same length of service.

ALL DOC	Females	Males	GPG using average salaries	GPG using median salaries
under 1 year	285	240	-7.3%	-11.5%
1-3 years	241	161	5.1%	-1.4%
3-5 years	152	134	-2.3%	-11.2%
5-10 years	187	215	2.9%	2.4%
10-15 years	115	162	-1.2%	-1.6%
15-20 years	58	100	2.7%	-6.2%
over 20 years	68	244	5.7%	2.4%

TIER 5 ONLY	Females	Males	GPG using average salaries	GPG using median salaries
under 1 year	262	224	-5.7%	-8.2%
1-3 years	221	136	-2.2%	-4.2%
3-5 years	140	124	-4.3%	-10.5%
5-10 years	164	188	-0.7%	-2.5%
10-15 years	104	137	-2.7%	-4.2%
15-20 years	45	86	1.8%	-2.0%
over 20 years	53	197	4.4%	1.6%

Starting Salaries

There are ad hoc instances, but no trends of gender pay gaps in starting salaries. Positive and negative gender pay gaps are seen.

All New Hires: 2013 – 2018				
Starting Role Salary Band	Female	Male	GPG using average salaries	GPG using median salaries
A	1247	1287	1.0%	1.3%
B	485	485	0.5%	0.3%
C	637	450	-0.7%	-1.3%
D	263	146	0.8%	3.0%
E	176	70	1.6%	3.7%
F	93	43	-1.6%	-1.0%
G	13	11	Sample size too small	

Permanent New Hires: 2013 – 2018				
Starting Role Salary Band	Female	Male	GPG using average salaries	GPG using median salaries
A	14	18	Sample size too small	
B	60	64	0.1%	0.3%
C	106	53	-2.7%	-1.3%
D	73	50	-1.0%	3.0%
E	55	25	2.0%	3.7%
F	38	18	-1.6%	-1.0%
G	4	2	Sample size too small	

Tier 5 Performance Outcomes 2014 – 2018

Performance results for Tier 5 employees between 2014-2018 show similar results for males and females on average. Across all years, it does appear that a greater percentage of women receive 'no rating' compared to men.

Year	Performance	Females	Males
2014	No rating	8%	3%
	Not performing to capability	1%	0%
	Developing	6%	4%
	Fully Competent & Performing	29%	33%
	High Performing & Fully Competent	40%	44%
	Advanced	16%	16%
2015	No rating	2%	1%
	Not performing to capability	0%	1%
	Developing	3%	2%
	Fully Competent and Performing	30%	30%
	High Performing and Fully Competent	46%	48%
	Advanced	19%	17%
2016	No rating	6%	3%
	Not performing to capability	0%	1%
	Developing	4%	5%
	Fully Competent and Performing	26%	26%
	High Performing and Fully Competent	44%	47%
	Advanced	20%	18%
2018	No rating	7%	5%
	Not performing to capability	0%	0%
	Developing	3%	4%
	Performing	37%	38%
	High Performing	52%	53%

Analysis Information

- Data – effective 30 September 2018.

- 2,362 permanent and fixed term employees.

- Unit of pay used – hourly rate.

- Analysis completed on base pay.

- Excludes Chief Executive role (employed by State Services Commission).

- Band A and B minimum has been adjusted upward effective 1 September 2018 to reflect the Living Wage – the midpoint established 1 July 2018 has been used for any Position in Range (PIR) analysis.

- Gender Pay Gap is calculated as (average male salary – average female salary)/average male salary).

- Eleven male employees and ten female employees have been excluded from the "like-for-like" analysis, as they are either in unique positions, or their information in payroll is continuing to be investigated. They have been included in any overall analysis.

- A minimum sample size of 20 in each category being compared has been used. (e.g., 20 men and 20 women or 20 part time and 20 full time employees).

- Median pay is the middle amount of pay earned – half the employees earn less and half earn more than the median amount.

- Mean (average) pay is the sum of all pay, divided by the number of people earning that total pay.

- Quartiles are formed by dividing all employees in an organisation into four equal groups, ranked from lowest to highest pay. Each quartile represents 25% of the organisation.

- Quartile pay gaps compare the pay of men and women at each quartile.

- Position in Range (PIR) refers to where an employee's salary sits in relation to their band. It is represented as percentage – the calculation being employee salary/band midpoint x 100.