

ASSURANCE GROUP REPORT

September 2013

Representation of Women in Senior Management Roles – Technical Report

Introduction

This Technical Report informs the Executive Summary and action plan on increasing representation of women that was presented to the Police Executive Meeting in October 2013.

A separate Career Survey Results document details the methodology and results from the internal survey undertaken as part of this review.

The three documents produced from the review of Representation of Women in Senior Management Roles are the Technical Report, Executive Summary and the Career Survey Results.

Objectives of review

To review Police's approach to ensuring equal opportunity for gaining promotion, with a specific focus on women being promoted into senior management and gateway roles. The objective was to identify what is working well, and opportunities for improving the rate of change in representation of women in senior roles through:

- assessing whether Police's strategy for increasing representation of women in senior management roles is consistent with international good practice and other NZ organisations
- assessing the extent to which the strategy is implemented and actively managed at the national and district level
- identifying activities that facilitate or act as barriers to promotion within Police.

Background

There is increasing evidence that diversity within management roles is linked to better organisational performance ranging from financial performance to employee engagement.²

National initiatives have been implemented to improve representation of women at different levels of the organisation (eg range of women's leadership development and training, availability of diversity initiatives such as trends in the use of flexible employment options (FEO) in order to address historical inequities around promotion of women and issues with retention associated with family care commitments. HR PNHQ is reporting improvements in representation of sergeant and senior sergeant roles and expects improvements in higher ranks over coming years.

² Women on boards –UK Government, February 2011.

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It is important that barriers to progression continue to be reviewed, identified and removed to ensure women are appropriately represented in Police efforts to, *'...identify and accelerate the progression of high potential leaders...'*³ If this does not occur:

- opportunities to increase rates of representation may not be identified in a timely way, thereby unnecessarily slowing rate of progress
- insufficient understanding of the experience of women within Police, means initiatives to increase representation may miss the mark resulting in loss of skilled, knowledgeable, experienced staff due to frustration with the organisation
- Police may miss out on the performance benefits associated with diverse organisations and management teams if they do not effectively identify and overcome barriers to increasing representation of women in Police.

Organisational culture continues to be a focus of review activities. The representation and experience of women in Police remains a focus of external monitoring by SSC and OAG as a result of the Commission of Inquiry (2007) findings - the review identified the lack of diversity within Police as a risk to the organisation. Recent small scale enquiries by the Commission of Inquiry Team PNHQ also highlight the need to continue to monitor workplace behaviours to ensure Police, *'...promote(s) a culture that encourages a sense of pride amongst Police employees, values diversity - increasing recruitment, retention and development of women and people from Maori, Pacific and ethnic community so that our workforce reflects the NZ population'*.⁴

Review activities

Key fieldwork activities were undertaken between June and September 2012.

Document review

- Police policy statements, management reports, annual reports, statements of intent, work programme documents and evaluations
- Review of research on barriers to career progression for women, approaches to increasing women in senior management and implementation of equity and diversity strategies – a list of references is attached as Appendix One.

Progress in other organisations

- Review of employment data, document review and discussions with NZ public and non-public service departments with a particular focus on NZ Defence and NZ Customs
- Review of employment data and documents from Police jurisdictions –Canada, Australian states of Queensland and Victoria, with a specific focus on England and Wales including discussions with Surrey Police.

Interviews with Police employees

- Fourteen women and eighteen men participated in interviews in the Bay of Plenty, Auckland, Waitematā, Tasman districts and at PNHQ. Participants were selected from a range of roles that historically lead to senior management. Women inspectors were targeted regardless of their roles. Senior sergeant women were selected to participate in place of inspectors when there were no women inspectors in the district
- Interviewees included the following roles: district commander, area commander, OC station, HRM, assistant commissioner, tactical coordinator, senior sergeant section, professional standards manager, crime manager, area supervisor, road policing manager

³ Police Strategic Plan 2011-2015 (Continuous Improvement) - Leadership, Excellence, Direction, Delivery

⁴ Police Strategic Plan 2011-2015 - (Continuous Improvement) - People Development

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- Exploratory interviews were also held with women constabulary and employees from band I through to superintendent equivalents. Interviews informed development of the surveys and fieldwork questions.

Vacancy file review

- Forty-two vacancy files were reviewed. The sample included the 15 senior management appointments and 27 of the 213 appointments to 'gateway' roles appointed between 21/01/2002 and 10/02/2012.⁵

Career Survey⁶

- Surveys were used to canvas the experiences and opinions of Police employees and increase representation of Police employees in the fieldwork.⁷
- A total of 2125 police employees (constabulary and employees) participated in a Career Survey between 19 July and 3 August 2012. The 'Career Survey' covered career goals, access to development and promotion opportunities, experiences with the appointment process, use of mentors, sponsors and networks, career challenges and experiences of current culture within Police.
- More detailed methodology and results of the Career Survey are available in the separately published Representation of Women in Senior Management – Career Survey Results.

FEO Survey

- An 'FEO Survey' was sent to the 174 constable ranked women and men that were on FEO at July 2012. There were a total of 103 responses (59% response rate) with 82% women, 16% men responding. There were 3% of respondents who did not provide gender. FEO views and experiences for sergeants to inspectors and employees in band G to 2 were covered in the 'Career Survey'.

Questionnaire

- A short questionnaire was provided to 35 superintendents and equivalent ranked employees, of which 18 responded (51%). This supplemented interview information with senior managers and contributed to identification of review themes.

More information

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⁵ Senior management roles are defined for this review at the level of superintendent position and above. Gateway roles (eg. area commander, operations manager, area tactical response manager, crime manager, prosecutions manager, professional standards manager) are those roles that are more likely to be included in the pathway to senior management.

⁶ All survey responses, including Unsure/ Don't know and Not selected, were retained in the sample so that all responses were included in score calculations. Survey results reported in this report are based on frequency. Differences are descriptive – no statistical analysis was undertaken to test for statistical differences between variables within or across groups.

⁷ A detailed breakdown of participants by districts and service centres has not been provided to ensure participants are not able to be identified.

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1 Progress on increasing representation of women

Summary

Police has not met previous internal goals from 2001 to increase overall representation of constabulary women to 20%, the number of women recruits to 30%, and representation of women in senior management to 12.5% by 2010. Police were on track to achieve targets in 2005; however, progress on goals was not sustained.

Other jurisdictions have made better progress achieving double the rate of overall representation than New Zealand Police has since 2001 and consistently recruiting at least 30% women. Police forces in England and Wales have introduced a comprehensive and coordinated approach to increasing gender diversity and have shown the greatest increase including at inspector rank and above.

Police has seen some positive results in representation of constabulary women:

- the number of senior sergeants and inspectors has doubled since 2006
- women that have achieved senior sergeant and inspector ranks are working across a range of roles that have historically been part of the senior management pathway for constabulary members
- representation of women senior sergeants and inspectors matches or exceeds their rank representation of 10.2% and 9.7% in some key gateway roles that typically lead to senior management including OC station, sub-area supervisors, areas commanders and crime managers
- some of those gateway roles are filled closely match or exceed proportional representation of constabulary women (17%).

Continued increases, however, are not guaranteed. There has been a plateau in female representation at constable rank since 2008 that could limit Police's ability to sustain growth at higher ranks – recruiting has not been consistently high. Research also shows increased representation at lower levels of an organisation does not naturally lead to increased representation at senior management – a coordinated and comprehensive approach is required to drive change.

Police is in the process of introducing a more coordinated approach to increasing gender diversity including improving the approach to leadership development that could support continued growth into senior management. Initiatives are in various stages of development and implementation with some way to go before they are embedded.

There has been less of a focus on increasing women employees in senior management roles that are not rank based; however, attention is required here as well. Despite women representing 63% of employees, at the time of this review there were 0% women in the top roles for employees in Police.

While Police has 0% women in tier 1,2 and 3 roles in September 2012, the lowest representation in senior management in other organisations is 5% in NZ Defence Force (1 civilian and 3 military personnel) in the 17% in the Ministry of Defence, and 20% NZ Customs.

1.1 Overview of representation of constabulary women

- 1.1.1 Police set targets in 2001 to increase representation of women by 2010. The targets in the 'People and Policing' Human Resource Strategy were set to provide 'not only goals against which we can measure our progress, but also a challenge to encourage continued action'.⁸ The targets for constabulary women were 20% overall representation and 30% recruitment. The target for women in senior management was 12.5%.⁹

⁸ Activities from the 'People and Policing' Human Resource Strategy were outlined in the 2001 Annual Report.

⁹ In the 2001 Annual Report senior management positions are defined as Board of Commissioners, district commanders, superintendents and non-sworn equivalents.

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1.1.2 Police were on track in 2005 to achieve targets set in 2001. The 2005 milestone for 7.5 % women in senior management was surpassed with 10.2% representation, and Police achieved the recruiting target of 30% in 2003 after an intensive focus on recruiting. This progress though was not sustained and overall representation of 20% constabulary women has not been achieved.

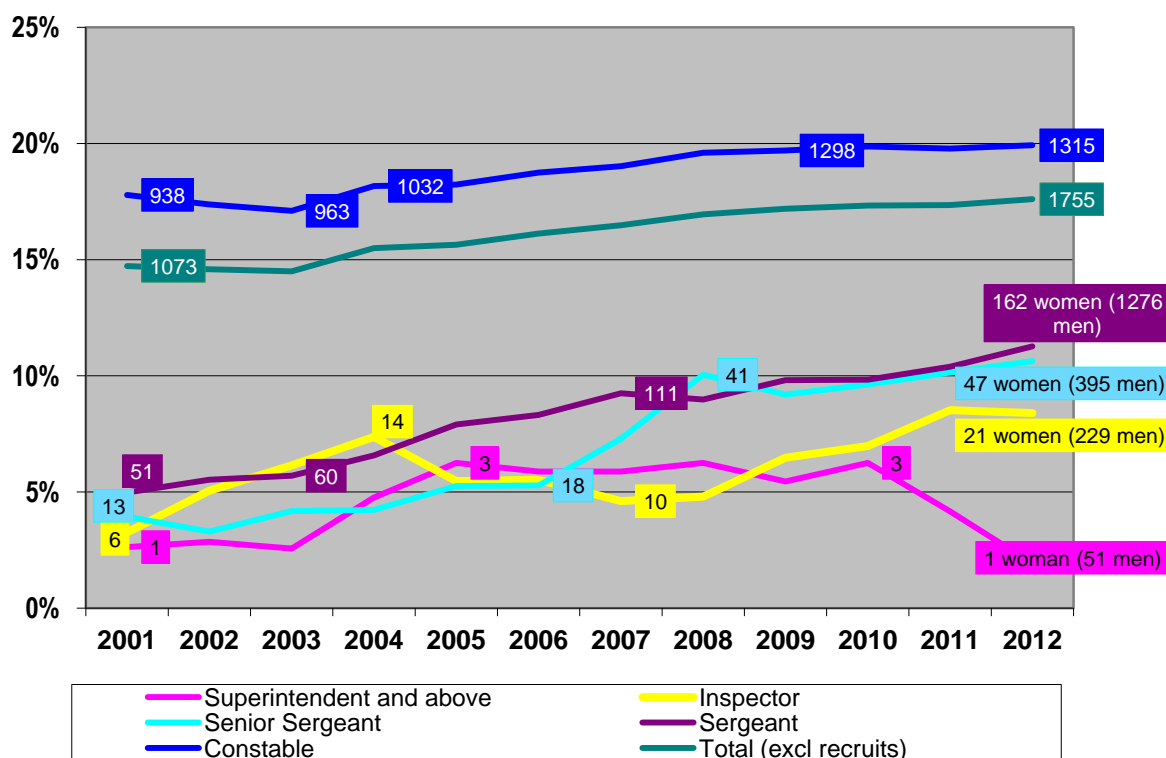
1.1.3 NZ Police data (see Figure 1 and Table 1) shows:

- Police has increased overall representation of women across all ranks by 3% between 2001 and 2012, moving from 14.7% to 17.6%
- the percentage of women recruits has remained in the 20-25% range apart from 2003 when 31% was achieved, and 27% in 2011
- the percentage of women at constable rank showed steady growth between 2003 and 2008 but has hit a plateau at 19% over the past 4 years
- there has been no substantial change in the number of women at superintendent level or above – in 2010 there was 8.9% representation according to the target definition from 2001 and by 2012 there was 6%¹⁰.

1.1.4 Although progress has been slow against earlier targets, there has been an increase in the representation of sergeant, senior sergeant and inspector women. Since 2001 there has been:

- a steady increase in women sergeants from 51 to 162 (5% to 11%)
- an increase in women senior sergeants from 13 to 47 (3.9% to 10.6%), with a sharp rise between 2006 and 2008 where numbers doubled from 18 to 41
- an increase in women inspectors from 6 to 21 (3.3% to 8.4%), and doubling between 2007 - 2012 from 10 to 21.

Figure 1: Number of constabulary women by rank in NZ Police 2001 – 2012



¹⁰ Calculated based on data from Annual Report 2010 and Annual Report 2012.

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Table 1: Percentage of constabulary women by rank in NZ Police¹¹

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Superintendent and above	2.6%	2.9%	2.6%	4.8%	6.3%	5.9%	5.9%	6.3%	5.5%	6.3%	4.2%	1.9%
Inspector	3.3%	5.1%	6.1%	7.4%	5.5%	5.5%	4.6%	4.8%	6.5%	7.0%	8.5%	8.4%
Senior Sergeant	3.9%	3.3%	4.2%	4.2%	5.3%	5.3%	7.3%	10.0%	9.2%	9.6%	10.1%	10.6%
Sergeant	5.0%	5.5%	5.7%	6.6%	7.9%	8.3%	9.3%	9.0%	9.8%	9.8%	10.4%	11.3%
Constable ¹²	17.8%	17.4%	17.1%	18.2%	18.2%	18.7%	19.0%	19.6%	19.7%	19.9%	19.8%	19.9%
Total (excl. recruits)	14.7%	14.6%	14.5%	15.5%	15.6%	16.1%	16.5%	16.9%	17.2%	17.3%	17.4%	17.6%
Recruits	20.1%	25.8%	31.0%	26.6%	21.0%	22.0%	25.8%	23.9%	20.3%	18.8%	27.1%	20.9%

1.1.5 The increase in representation at sergeant, senior sergeant and inspector level increases the pool of potential applicants for senior management positions, but it is not clear that this progress will continue, and be replicated in superintendent roles. The reason for this is:

- the plateau at constable level makes sustaining increases at sergeant, senior sergeant and inspector level more challenging
- increased representation at senior management does not occur by natural progression – research shows a comprehensive and coordinated approach to increasing gender diversity is required to effect change at this level.¹³

1.1.6 New targets for representation of women at all ranks were set with the States Services Commission (SSC) in 2011(see Section 2).

1.1.7 Police is in the process of developing an organisation wide diversity strategy and implementing a more coordinated and comprehensive approach. These plans are in various stages of development and implementation and there is some way to go before these are embedded. Section 2, *Strategy for increasing women in senior management*, provides an example of the activities that should be considered in a comprehensive approach (Figure 5, pg 19). The remaining sections of this report outline progress on developing and embedding initiatives.

More consistent achievement of recruiting targets is required

1.1.8 There have been some missed opportunities to increase the overall number of constabulary women through recruiting. During 2007-2009 1100 new recruits positions were available, but recruitment of women remained in the usual 20-25 % (see Table 1).

1.1.9 By comparison, there was a similar push with a 'vigorous' recruiting campaign in 2001/2002 which did result in an increase in constabulary women. Police was able to recruit more than 25% women for three consecutive years between 2002-2004 (with a high of 31% in 2003).

1.1.10 More recently Police committed to recruiting 600 constables by 2011, with a focus on women (as well as younger people, and those from Māori, Pacifica, and Asian communities).¹⁴ Recruit activities included the use of social media in a campaign to reach the target audience. Again, with a targeted approach Police showed an increase in women recruits for 2011 achieving 27%, the second highest level since 2001.

1.1.11 Police needs to consistently meet targets for recruiting to overcome the lack of growth in representation of women at constable rank over the past 4 years (refer back to Figure 1). In the past 2 years only 4 of the 12 districts have achieved results close to Police's original targets for recruiting women - Southern, Waitematā, Wellington and Eastern recruited above 25% women. Wellington

¹¹ NZ Police Annual Reports 2001-2012

¹² Constable data includes probationary constables.

¹³ Ambition and gender at work, Institute of Leadership & Management, 2011; Changing companies' minds about women, McKinsey Quarterly, 2011; Increasing the representation of women in senior management positions, Corporate Leadership Council, 2010; Women and the Labyrinth of Leadership, Eagly & Carli, 2007.

¹⁴ Get the balance right (<http://blog.oag.govt.nz/social-media-audit/police>)

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and Waitematā were able to achieve more than 30% each in the last 12 months to September (see Table 2).

- 1.1.12 HR suggests a goal of 50% may be required to overcome the recent plateau at constable level and support ongoing increases at higher ranks.¹⁵ This will be a challenge. Other jurisdictions have not achieved this level of recruiting and there is also the need to increase representation of people of Maori, Pasifika and Asian descent. However, Eastern and Waitematā have shown higher recruiting percentages for gender and ethnicity are possible.
- 1.1.13 The recent restructure of Organisational and Employee Development (OED) at Police National Headquarters (PNHQ) provides the opportunity to improve recruiting outcomes through the centralisation of recruiting (see *Section 2 Strategy for increasing women in senior management*). Tighter controls over recruiting are required to make the most of each opportunity to increase representation of women. For example, even low attrition rates of 3.3% resulted in a loss of 50 women in 2011 and in 2012 – a loss representing more than half of the number of women recruited for each of those years.¹⁶

Table 2: Districts with recruiting averages over the past two years that are closest to or exceed Police's earlier target of 30% recruiting for constabulary women¹⁷

Southern	Male	Female	Female %	Maori	Pacific	Asian
12 Months to Sep 12	28	8	22.2%	0.0%	0.0%	0.0%
12 Months to Sep 11	5	5	50.0%	11.1%	0.0%	0.0%
Av. for last 2 years	33	13	28.3%			

Waitematā	Male	Female	Female %	Maori	Pacific	Asian
12 Months to Sep 12	23	15	39.5%	5.3%	7.9%	10.5%
12 Months to Sep 11	27	11	28.9%	8.1%	8.1%	8.1%
Av. for last 2 years	50	26	34.2%			

Wellington	Male	Female	Female %	Maori	Pacific	Asian
12 Months to Sep 12	27	15	35.7%	4.8%	0.0%	4.8%
12 Months to Sep 11	14	10	41.7%	8.3%	16.7%	4.2%
Av. for last 2 years	41	25	37.9%			

Eastern	Male	Female	Female %	Maori	Pacific	Asian
12 Months to Sep 12	12	6	33.3%	33.3%	11.1%	5.6%
12 Months to Sep 11	14	4	22.2%	27.8%	0.0%	5.6%
Av. for last 2 years	26	10	27.8%			

National	Male	Female	Female %	Maori	Pacific	Asian
12 Months to Sep 12	297	93	23.8%	11.6%	5.9%	5.2%
12 Months to Sep 11	233	82	26.0%	15.0%	7.5%	4.6%
Last 2 years	530	175	24.8%			

¹⁵ The Progression of Women in NZ Police, Organisational & Employee Development, HR, 2011.

¹⁶ Monthly management report, NZ Police, September, 2012.

¹⁷ Monthly management report, NZ Police, September 2012.

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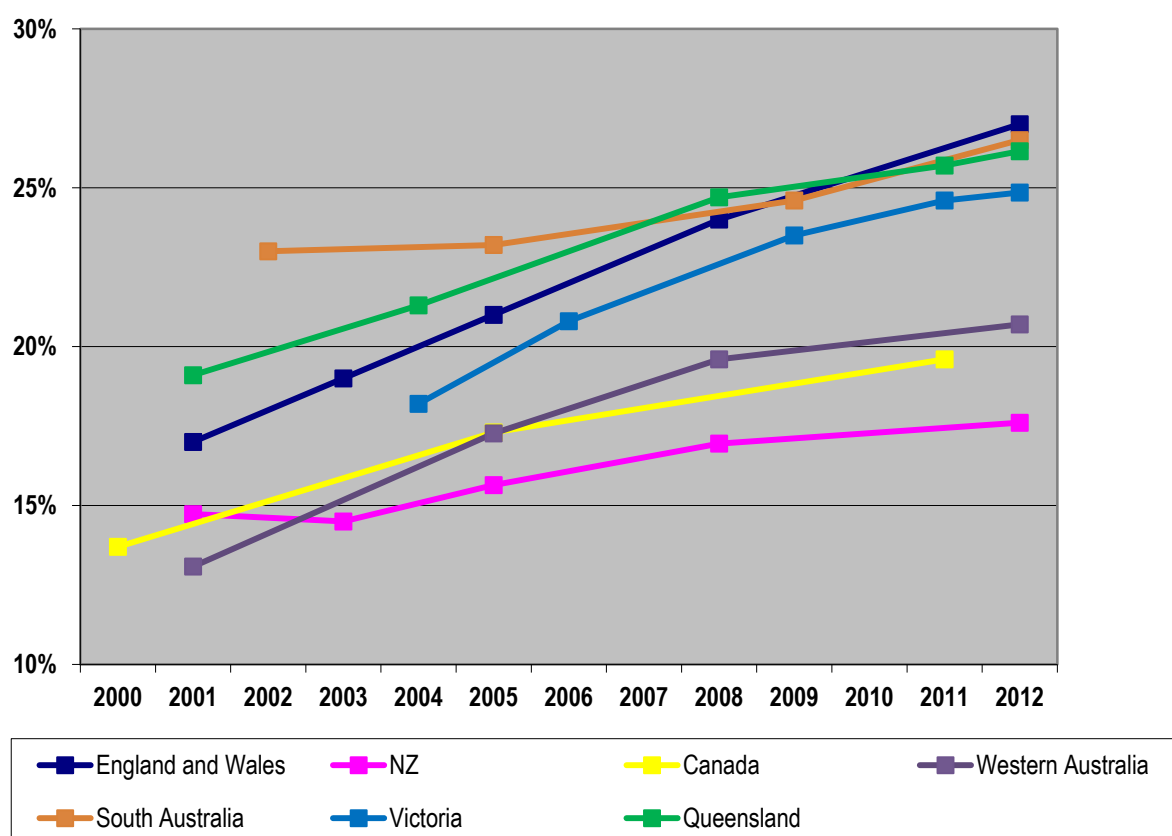
1.2 Progress in other police jurisdictions

1.2.1 Other jurisdictions provide a high level point of comparison to gauge progress on increasing representation of women in Police in New Zealand - organisational differences such as policies, structures, and variation in quotas prevent direct comparisons. This high level comparison indicates more accelerated growth in representation of constabulary women is achievable.

1.2.2 Police in England and Wales, Canada and Australian States of Queensland, Victoria, South Australia and Western Australia have achieved a faster rate of growth in overall representation, as well as higher recruiting for constabulary women (see Figures 2 and 3).¹⁸ Key findings from this high level benchmarking include:

- all jurisdictions have achieved at least double the rate of increase (6-11%) compared to NZ Police (3%) over the past 10 years
- in 2001 NZ Police was less than 3% behind England and Wales for representation of constabulary women - by 2012 the gap had widened to nearly 10%
- representation of women overall was lower in Canada in 2001 but surpassed NZ Police by 2003
- other jurisdictions have been recruiting a minimum of 30% women since at least 2004 while NZ Police achieved 31% women recruits in one year during a recruiting drive in the early 2000s.

Figure 2 : Overall representation of constabulary women across police jurisdictions¹⁹

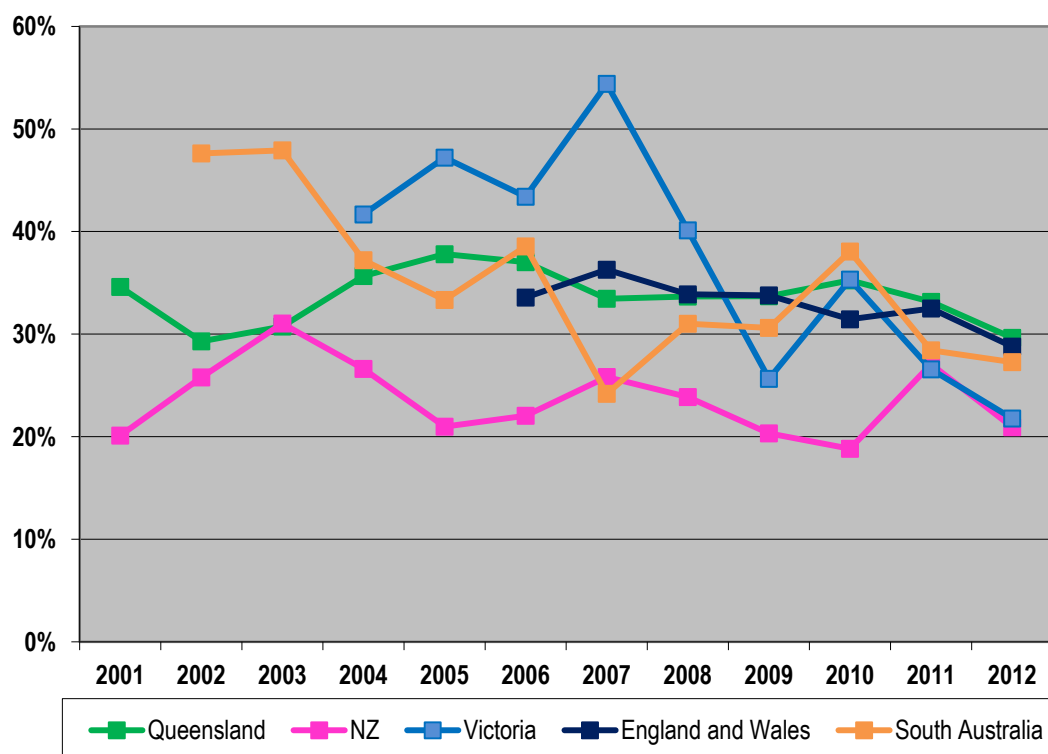


¹⁸ Four Australian police organisations were excluded from the comparison due to much smaller numbers of Police officers compared to NZ Police, having organisations that are combine Police and emergency services, or lack of gender statistics in annual reports.

¹⁹ Sources for Figures 2 and 3 – Police Service Strength England and Wales, Home Office Statistical Bulletins; Police Resources in Canada 2011, Statistics Canada; Queensland Police Service Annual Reports, Victoria Police Annual Reports, Western Australia Police Annual Reports, South Australia Annual Reports. Figures represent constabulary numbers only – other roles were excluded from the totals.

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Figure 3: International policing jurisdictions – trends in recruiting of women constables²⁰



Police in England and Wales stand out for progress

- 1.2.3 Police has been encouraged by the Office of the Auditor General to consider the activities of UK police as a benchmark for Police activities.²¹
- 1.2.4 English and Welsh police have seen the greatest increase in constabulary women, and are the only jurisdiction internationally to see increases at the inspector level and above. For example in 2012,
- 51% of police forces have 30% or more women at constable rank
 - 16% of police forces have 20% or more women at inspector rank
 - 19% of police forces have 20% or more women at chief inspector rank and above.²²
- 1.2.5 These figures exclude staff in supporting roles (ie. Police community support officers, designated officers, traffic wardens and other police staff). Lateral entry has also been examined and representation at inspector rank and above is not significantly affected by movement of women between forces at these ranks. In 2012 there were 5 women joining forces at the inspector rank and above resulting in little impact on overall representation – lateral entry represented 0.7% of all joiners.
- 1.2.6 The top performing police forces have been Surrey and Hertfordshire. Both show increases across all ranks (see Table 3) including at inspector level and above. Surrey showed 7% increase at inspector level between 2008 and 2012, while Hertfordshire showed 8.6%.

²⁰ Western Australia Police annual reports do not include recruit data by gender.

²¹ Response of NZ Police to the Commission of Inquiry into Police Conduct: Third monitoring report, October 2012.

²² Police Service Strength, England and Wales, 31 March 2012, Home Office Statistical Bulletin.

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Table 3: Representation of women by rank in Surrey and Hertfordshire Police (UK) for 2008 and 2012

Police force	Women at all ranks	Chief inspectors and above	Inspectors	Sergeants	Constables
Surrey 2012	32.1%	24.7%	30.0%	25.4%	33.7%
Surrey 2008	29.4%	19.1%	23.4%	23.1%	31.7%
Hertfordshire 2012	31.6%	23.5%	23.6%	26.6%	33.4%
Hertfordshire 2008	28.5%	18.8%	15.0%	23.7%	30.9%

- 1.2.7 Progress in England and Wales has been driven by the integration of a diversity focus across a range of organisational activities (see *An integrated approach for Police in England and Wales results in significant change*, p. 21). Adopting a similar approach could support more accelerated growth in NZ.

1.3 Representation of constabulary women in NZ by location and role

Variable representation of women commissioned officers in districts and service centres

- 1.3.1 There has been variable growth in representation of women inspectors and superintendents across locations between 2002 and 2012 (see Figure 4). Some districts show no substantial change in 12 years.
- 1.3.2 Historically, there has been less turnover in commissioned officer roles in south island locations, limiting opportunities. At September 2012 there was a total of 2 women commissioned officers in the South Island – both inspectors.
- 1.3.3 Districts in the north island, particularly Northland and Auckland, have been shown to provide greater opportunities for promotion to inspector level due to turnover in positions.²³ Northland has made progress and now has 33% women in inspector roles, while Auckland has made no substantial change – representation of women commissioner officers remains at 0% at September 2012.
- 1.3.4 The variation in representation across districts likely reflects the lack of an organisation- wide diversity strategy and coordinated approach to increasing gender diversity across Police.

²³ Demand for senior sergeant progression – Organisational and Employee Development, 2009.

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Figure 4: Number of women commissioned officers in districts and service centres in 2012 and 2002

		Northland – 3 (33.3%), 0 (0.0%) Area Commander Far North District Manager Criminal Investigations Area Commander - Whangārei
		Auckland City – 0 (0.0%), 0 (0.0%)
		Bay of Plenty – 2 (14.3%), 0 (0.0%) Area Commander Whakatāne Professional Standards Manager
		Waikato – 1 (9.1%), 0 (0.0%) Tactical Deployment Manager
		Central – 1 (10.0%), 1 (8.3%) District Manager Criminal Investigations
		Eastern – 1 (11.1%), 0 (0.0%) Area Commander Hawkes Bay
		Wellington – 1 (5.3%), 0 (0.0%) Employee Practices Manager Human Resources
		Tasman – 1 (11.1%), 0 (0.0%) Road Policing / Deployment Manager
		Canterbury – 1 (5.6%), 2 (12.5%) Field Crime Manager – Area Ops
		Southern – 0 (0.0%), 0 (0.0%)
		Police National Headquarters & Service Centres – 11 (7.9%), 5 (5.6%) Commander – Supt Duty Operations Commander – Comms Policing Development Manager Team Leader – Policy Manager Victim Services National Manager Professional Standards - Supt Manager Planning & Program Support Manager Commercial Vehicle Inspection Unit National Family Violence Coordinator Manager Child Protection & Adult SA Coordinator Community Policing – Solomon Islands

National Figures for Women Commissioned officers	Sept 2012	Sept 2002
	24 (8.0%)	10 (4.7%)
At Sept 2012 there were 24 women commissioned women officers compared to 10 in Sept 2002 At Sept 2012, 8.0% of the total number of commissioned officers were women compared to 4.7% in Sept 2002		

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Proportional representation for women commissioned officers in some gateway roles²⁴

- 1.3.5 Women inspectors and senior sergeants are represented across a range of roles that link with current pathways to senior management such as OC station, sub-area supervisor, Area Tactical Response Managers (ATRM) and crime manager roles.²⁵ Women are not represented proportional to their representation by rank in all roles, but this is evident in some roles. Some roles are also showing representation of women is proportional to overall constabulary representation, such as tactical coordinators, area tactical response managers, and crime managers.
- 1.3.6 HR monitors whether women are represented in particular roles proportional to their rank representation with the aim to work towards creating proportional representation in line with rank representation as the number of women senior sergeants and inspectors increases.

Senior sergeants

- 1.3.7 A 2011 report by HR showed women senior sergeants were filling 11.5% of OC station roles while their rank representation was 10.2%.²⁶ Table 4 shows representation for gateway roles for women senior sergeants at September 2012. Women are at or above proportional representation for OC station, area supervisor roles, and tactical coordinator roles with the tactical coordinator role showing representation of women is beyond overall rank representation of 17.6%. Women are not proportionally represented in section senior sergeant and OC CIB roles.

Table 4: Representation of women in senior sergeant gateway roles at 30 September 2012²⁷

Role ²⁸	Women	Men	% Women
OC station	2	17	11%
Section senior sergeant	3	35	8%
Area supervisor or Sub-area supervisor	4	22	15%
Tactical coordinator	4	11	27%
OC CIB	2	28	7%

Inspectors

- 1.3.8 At September 2012 women made up 9.7% of inspectors. Women inspectors are working across a range of roles that typically lead to senior management and have now achieved proportional representation in a number of these (see Figure 4). There is greater than proportional representation for Area Tactical Response Managers (17%), and Crime Managers (17%), and after many years at the same level, Police has recently achieved proportional representation in Area Commander roles (10%) (see Table 5). The exception is representation for District Operations Manager roles where no women are filling these roles.

Table 5: Representation of women in inspector roles at 30 September 2012

Role	Women	Men	% Women
Area Tactical Response Manager	1	5	17%
Crime Manager	2	10	17%
Area Commander	4	36	10%
District Operations Manager	0	11	0%

²⁴ There is a lack of consistency in role designation across districts resulting in a large number of 'position descriptions' in HR data. Due to the difficulty of calculating representation across all senior sergeant roles within Police, the proportional representation by rank for gateway roles was selected for review.

²⁵ Area Commanders, OED, 2011

²⁶ Progression of Women in NZ Police, OED, 2011.

²⁷ Only 'active' roles in the HR data were included in calculations.

²⁸ As various position descriptions are used there are limitations to categorisations based on HR 'position description' data.

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1.4 Public sector comparison of women in senior management

- 1.4.1 Gender diversity in senior management roles of tier 1,2 and 3 within the public sector is reported in the 'Human Resource Capability Survey of Public Service Departments' (HRC survey).²⁹ The 2012 HRC survey showed positive progress for women in the NZ public sector. There was an increase in the number of women appointed to roles, and the percentage of women in senior management roles is the highest it has ever been since the survey began in 2000. So far Police has not followed the trend.

Employees

- 1.4.2 The overall representation of women Police employees is strong – 63% at 30 June 2012 (1937 of 3039).³⁰ A strong level of representation is also evident up to bands 1 and 2, rather than being concentrated in lower bands.³¹ This representation does not carry through to superintendent level roles (typically national managers) as representation drops sharply. There were also no women on the executive in the tier 1, 2 and 3 roles of general manager, director role, chief information officer or deputy commissioner resource management – the top roles open to employees within Police (see Table 6).
- 1.4.3 This is a good example of the finding from research that representation overall does not automatically feed through to representation at senior management level (see *Section 1.1 Overview of representation of constabulary women*).

Table 6: Representation of employee women by band at September 2012

	Positions	Women in positions	% of women in positions
Band J (senior sergeant equivalent)	74	39	52%
Band 1 and 2 (inspector equivalent)	138	60	42%
Senior manager (superintendent equivalent)	11	2	18%
Executive level (GM, directors, CIO, DC Resource Mgt)	8	0	0%

- 1.4.4 The focus in Police has been on the challenges associated with increasing representation of constabulary women due to the time required to move through the rank structured career pathway. However, the lack of women employees in senior management roles also requires attention, as was noted in the September 2012 Performance Improvement Framework review (PIF).³²
- 1.4.5 Representation of women in tier 1,2 and 3 management roles in Police is well below the lowest representation reported in the HRC Survey in 2012. The HRC Survey shows the lowest representation in other organisations is 20% for NZ Customs and 17% for Ministry of Defence. Table 7 shows public service departments with the lowest representation of women in senior management.

²⁹ Senior management in the HRC Survey refers to Tier 1,2, and 3 managers. Senior managers are defined separately from the occupational categories, although they are generally a subset of the 'managers' occupation group. The senior management profile is based on a three-tier system, with the tiers defined to achieve consistency across the Public Service. The definitions recognise that a range of management positions exist. These depend on the nature of the business conducted within each organisation, its size, and its geographical and corporate structure. While all organisations have a tier 1 manager (a CE), some smaller organisations, or those with flatter structures, may only have two tiers of management.

³⁰ Annual Report New Zealand Police 2011/2012

³¹ NZ Police HR data, September 2012

³² Performance Improvement Framework: Formal Review of the New Zealand Police, State Services Commission, September 2012.

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Table 7: Overall representation and Tier 1 to 3 senior management from HRC Survey 2012

Public Service Department	Type of organisation	2011 Total women (%)	2011 Women in snr mgt (%)	2012 Total women (%)	2012 Women in snr mgt (%)
Transport*	Public service department	57	43	52	29
Inland Revenue*		64	36	64	28
Foreign Affairs and Trade		53	29	52	25
Government Communications Security Bureau		32	21	32	23
Conservation		38	21	37	23
Customs*		40	21	40	20
Ministry of Defence		31	17	36	17
Police	Non-Public Service department	29 ³³	0	29	0

*Asterisks denote organisations with a deputy level structure which is similar to Police.

Constabulary

- 1.4.6 The rank structure and career pathway for constabulary women prevents a direct comparison with other public service organisations. A review of how organisations with similar challenges are performing was conducted to provide a high level point of comparison for progress in Police.
- 1.4.7 NZ Defence and NZ Customs have similar challenges to Police due to a hierarchical or rank structured career path leading to operational and rank based senior roles. Work environments that involve shift work or deployments also provide challenges to maintaining overall representation of women.
- 1.4.8 In September 2012, HR representatives in both organisations reported higher representation in tier 1,2 and 3 senior management roles:
- NZ Customs has no women in senior management roles with an operational focus, but does have 3 women (20%) in their corporate roles sitting on the senior management team - this has been the case since at least 2007
 - NZ Defence has lower overall representation of military and civilian women³⁴ than Police but has 4 women (1 civilian and 3 military) filling tier 3 roles (5% representation).
- 1.4.9 Historically, Police has had 1 woman in tier 1, 2 and 3 roles in the external appointment of an employee deputy commissioner (2001 to 2009). HRC Survey results indicate Police could be showing better progress on increasing representation of women in senior management roles. The current OED review of the appointment process may assist with identifying areas to improve.

³³ Includes women employees and constabulary.

³⁴ Excluding Reserve Forces, 23% at 1 May 2012 (NZDF Personnel Strength, nzdf.mil.nz/personnel-records).

2 Strategy for increasing women in senior management

Summary

Police does not have a workforce strategy setting out the diversity and skill sets it is seeking to achieve - this is recognised as a strategic risk by PEC. As a result, there has not been a coordinated approach to drive a consistent and sustained focus on increasing gender diversity. Without an organisation wide strategy, an effective reporting framework that draws together performance indicators from a range of activities has not been developed. There is no reporting on key diversity initiatives such as trends in the use of flexible employment options (FEO) and audits of the appointment process.

Research and experience of police in the UK show a comprehensive and coordinated approach is required to effect the greatest change. Police is working on introducing this type of approach. The recent restructuring of HR provides the strategic capability and capacity within a strengthened OED group to drive changes in overall gender diversity and at senior management level. For example, the recruitment function was moved to OED and centralised, and equity and diversity roles were incorporated into OED advisor roles.

Prior to the restructure OED has focused strongly on women's development programmes and reviewing gender diversity indicators. Work has also been initiated in the area of HR processes and policies, for example, setting goals for women in senior management positions and reviewing the appointments process.

As in England and Wales, introducing an executive-led diversity committee could assist Police with applying a 'diversity filter' to processes and policies that affect development and promotion opportunities and ensuring a sustained focus on diversity. Similarly, linking women's networks into an executive-led diversity committee could enable the executive and HR to make better use of the feedback from these networks.

The area where Police hasn't focused and could improve most is demonstrating management commitment - research shows diversity strategies must be given priority at executive level to drive the greatest level of change. Strong lead and drive from the executive level is a critical component for a successful outcome for Police's diversity strategy.

The development of a workforce strategy and supporting gender diversity plan, HR restructure and increased participation of the executive should provide the foundation for greater progress to be made.

2.1 Gender diversity strategy

- 2.1.1 Police has not had a workforce strategy or plan for increasing representation of women or to coordinate relevant activities and monitor overall progress. Despite a history of activities and initiatives³⁵ to increase gender diversity increase in representation has been slow and 2001 targets have not been achieved. This lack of progress was noted in Police's draft Workforce Strategy 2011-2015.

For a number of years now, we have been trying to increase the representation of women, Maori and other ethnic minorities so that our frontline better represents the people we deal with. However, we have not made significant real progress to date, despite our recruitment efforts.

- 2.1.2 The absence of a strategic plan has contributed to workgroups operating in isolation. Relevant activities have not been coordinated, important dependencies have not been given due consideration and as a result initiatives have not gained traction. A number of examples of this were observed.
- The proposed Career Progression Framework was developed by Training Service Centre (TSC), independently from the Organisational and Employee Development group (OED) and Equity and Diversity Office.³⁶ The framework has direct impacts on the work of both groups and the Executive's ability to achieve strategic aims around people development and contributes to HR's ability to address goals agreed with SSC on improving career progression of women.

³⁵ Annual reports from 2001 onward highlight activities in this area.

³⁶ The National Equity and Diversity Office was disestablished in the 2012 restructure of HR. The function now sits within the Organisational and Employee Development Group (OED). This report provides comment on activities of the National ED Office up to that disestablishment.

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- PNHQ has had little influence over district recruiting activities, and it was not clear that district recruiting activities are aligned with national plans to increase representation of particular groups.
- Key activities initiated by the National Equity and Diversity Office and highlighted in annual reports do not have wider organisational support. They are dependent on volunteers within districts in the form of Women in Policing and Diversity Committees to drive key initiatives. There is little requirement for district commanders and national managers to champion initiatives such as the District Equity and Diversity Strategic Plan or Gender Equity Initiative 2010.

What difference does an integrated approach to gender diversity make?

Research into 140 leading UK organisations found that full-scale integration and on-going monitoring produced better outcomes than piecemeal measures and two years of a comprehensive approach has as much or more effect than 20 years of piecemeal change.³⁷

- 2.1.3 These issues are in the process of being addressed. For example, TSC and OED are now working together on the Career Progression Framework, and centralised recruiting is being put in place as a result of the restructure of HR in 2012 and the recent review by OED. Organisational and Employee Development are developing a diversity strategy for women to guide coordination of activities, and inform monitoring and reporting activities which is intended to tie into the development of a workforce strategy.

Lack of workforce strategy recognised as a risk

- 2.1.4 The lack of workforce strategy is recognised as a strategic risk by PEC. Work has started on a workforce strategy which will subsequently inform the development of a women's progression strategy. The workforce strategy has been in development for some time and was reported as being due for completion by June 2012 in the Performance Improvement Framework action plan and the 2012/2013 HR Business Plan.

Recommendation

1. Complete draft strategy documents:
 - a) Workforce Strategy 2011-2015
 - b) Women's Progression Strategy.

Introducing an integrated approach to increasing gender diversity

- 2.1.5 The recent restructuring of HR provides the strategic capability and capacity within a strengthened OED group to drive changes in overall gender diversity and at senior management level. For example, the recruitment function was moved to OED and centralised, and equity and diversity roles were incorporated into OED advisor roles. The new structure is intended to,

...support strengthened strategic planning for organisational and employee development and contribute to integrating equity and diversity within all OED programmes and interventions the group designs and puts in place.

³⁷ Diversity and Equality, EEO Trust, June 2008.

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- 2.1.6 Key focus areas for the group include: leadership development, talent management, learning and development, and workplace planning. Work in these areas will be supported by a policy, psychological services, and analyst functions.
- 2.1.7 The integration of functions into OED should provide a foundation to enable a more coordinated focus on increasing gender diversity and enable Police to work more effectively towards the goal for 10% commissioned officers by 2017 that was agreed with the SSC.³⁸

Benefits of an integrated approach

- 2.1.8 Police have much to gain from investing in a more integrated approach to increasing representation of women and in senior management. A significant and growing body of research in the private sector is showing the business benefits of increased gender diversity at senior management and board level to be:
- improving performance – financial and organisational health
 - accessing the widest talent pool to capitalise on a wider skill base
 - being more responsive to customers
 - achieving better corporate governance.³⁹
- 2.1.9 These benefits link directly to Police's current activities of:
- implementing the organisational shift required to effective Prevention First aims to bring prevention to the forefront of everything Police does – being more customer focused assists Police in moving to a victim-centric and community engagement model
 - improving organisational health improves engagement as monitored through the Workplace Survey results
 - driving implementation of COI recommendations for increasing representation of women to promote a more diverse organisational culture.

2.2 Areas to focus on to strengthen an integrated approach to diversity

- 2.2.1 Research in the private sector and the experience of Police in the England and Wales suggests that Police could do more to implement an integrated approach. Research indicates visible improvement can be made in five years if organisations are committed to change and implement a coordinated and comprehensive approach to increasing gender diversity throughout the organisation.⁴⁰ To effect this type of change Police needs to ensure that key processes, policies and management are creating an environment that supports greater gender diversity. Applying a 'diversity filter' over business activities can assist Police to understand the impact and demands of a diverse workforce so the benefits of a diverse workforce are realised.⁴¹
- 2.2.2 Figure 5 provides an example of the type of activities that should be considered in a comprehensive and coordinated approach.⁴² Police has focused strongly on women's development programmes and reviewing gender diversity indicators. Work has also been initiated in the area of HR processes and policies such as goal setting for management positions and review of appointments. The area where Police could improve most is demonstrating management commitment - research shows diversity strategies must be given priority at executive level to drive the greatest level of change.

³⁸ State Services Commission: Change management progress report, Fourth phase of review 2011/12.

³⁹ Women on boards –UK Government, February 2011.

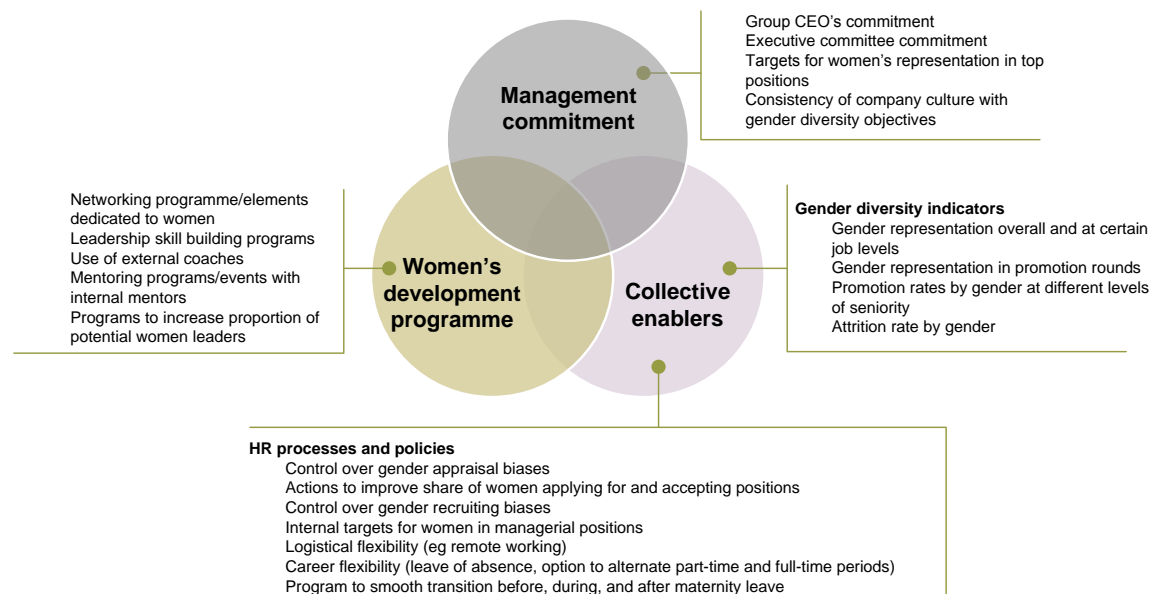
⁴⁰ Unlocking the full potential of women at work, McKinsey, 2012.

⁴¹ Diversity and Equality – Evidence of positive business outcomes and how to achieve them. EEO Trust June, 2008.

⁴² Making the breakthrough, McKinsey, 2012.

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Figure 5: Activities that assist organisations to increase gender diversity in senior management



Increasing the visibility of management commitment – the importance of executive lead

- 2.2.3 On the face of it, it appears that the State Services Commission has been setting the focus for Police for increasing diversity and that HR is currently leading the change within the organisation by implementing HR focused initiatives.
- 2.2.4 Lead and drive from the executive level is a significant component for a successful outcome of Police's diversity strategy. There are a number of initiatives already in place that need the championing of the executive to:
- highlight the benefit of diversity focused activities for Police
 - urge managers to understand the importance of increased diversity and commit to integrating this focus into everyday business .
- 2.2.5 A 'Career Survey'⁴³ undertaken as part of this review shows that gender diversity is important to Police employees across ranks and genders, both in their own teams and workgroups and at executive level. However, as expected this is more important to women than men.⁴⁴ For example, the majority of women in all ranks think it is very important, rather than important, while the majority of men think it is important, rather than very important (see Table 8). This difference can have implications for implementing diversity strategies and plans.⁴⁵

⁴³ Section 7 *Background to review* provides information about the surveys undertaken for this review

⁴⁴ The difference is descriptive. Survey results throughout this report are based on frequency data – no statistical analysis was undertaken to test for statistical differences between variables within or across groups.

⁴⁵ Making the breakthrough, McKinsey, 2012.

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Table 8: Percentage of constabulary who think it is important to have a gender mix at senior management and the executive in Police

Base: All constabulary who answered the Career Survey (n=1768)

		Constables		Sergeants		Senior Sergeants ⁴⁶		Inspectors	
		Women (n=432)	Men (n=471)	Women (n=73)	Men (n=505)	Women (n=26)	Men (n=172)	Women (n=11)	Men (n=78)
How important is it to have a mix of women and men at senior management and executive level in Police?	Very important	57%	16%	64%	19%	85%	23%	73%	35%
	Important	30%	37%	27%	37%	15%	42%	27%	45%
	Total important	87%	53%	91%	56%	100%	65%	100%	80%

2.2.6 Functions of the National Equity and Diversity Office have been incorporated into a portfolio within OED. Integrating equity and diversity functions is normally a step taken in organisations with a mature and well developed approach to diversity.⁴⁷ There is a risk that a specific focus on diversity will be diminished rather than enhanced by disestablishing the national office and that visibility will be reduced at a time when it should be increased. A strong lead from the executive may offset this by increasing the profile of diversity.

Adopting some activities undertaken by police in England and Wales

2.2.7 A focus on diversity in police organisations in England and Wales has contributed to a significant increase in representation of women (see *An integrated approach for police in England and Wales results in significant change* – next page). Advice was sought from the Diversity Manager of Surrey Police, one of the top performing UK police forces for increasing representation of women across ranks, about what activities were most important for driving change. Two activities that were important for securing change in Surrey were:

- introducing a diversity board which enabled feedback from staff to key developments and provided a 'filter' for understanding how Police could better respond to and encourage a more diverse workforce
- the lead taken by senior ranking officers ensured a focus on diversity was prioritised and widely accepted by management.

⁴⁶The number of respondents may appear small; however, this reflects that the group itself is small. Response rates by rank, band and gender are provided in the Background to the review (p. 77). Information about the surveys used for this review are also provided.

⁴⁷ EEO Policy to 2010, State Services Commission, 1997.

An integrated approach for police in England and Wales results in significant change

Police forces in England and Wales have achieved significant improvement in gender diversity across constabulary ranks including increasing overall representation from 17% to 27% between 2001 and 2012. They are the only jurisdiction to have seen a significant increase in female inspectors (18% overall). Police have introduced an integrated diversity approach through:

- diversity project boards sponsored by the executive which develop action plans to address barriers to increasing representation of women and other groups - in forming part of the governance arrangements for police forces these boards have enabled a continued and sustained focus on action to increase representation
- introducing diversity training for all managers including senior managers
- applying diversity impact assessments to all new development, policy, and in the case of restructuring to ensure particular groups are not overly affected
- women's associations that have a clear and constructive working relationship with the executive
- strong promotion and wide use of flexible working options – roles are scrutinised for the ability to work flexibly - national guidance in 2007 set the tone: 'first and foremost flexible working provides Forces with a range of options designed to deliver a comprehensive demand-led service to the public'⁴⁸
- use of positive action in recruitment and promotion to attract women applicants
- extensive mandatory monitoring and reporting on force progress in developing a more diverse workforce, including gender diversity, that is provided to the public - this regular external scrutiny of trends in performance over an extended time period ensures a continued focus on action to improve
- mandatory use of a diversity competency for all appointments.

Benefits of a diversity committee

2.2.8 One activity undertaken by police in England and Wales was the introduction of diversity committees with a strong connection to the executive. Surrey Police stated that this was one of the key activities that assisted with their progress. The benefits of a diversity committee include:

- sustaining a focus on diversity
- enabling a clear and constructive working relationship with the executive
- demonstrating visible commitment from the executive
- ensuring a 'diversity filter' is applied to the development of key initiatives, process, policies
- developing action plans to address barriers to increasing representation of women and other groups
- enabling early identification of opportunities or potential barriers that could influence diversity objectives.

2.2.9 Feedback could also be sought from outside the committee. This could be achieved through upward feedback from Women's Network members (as per Surrey Police) and through TePuna surveys, ensuring representation is sought from appropriate groups.

2.2.10 Based on the experience of police in Surrey, it is important the committee has a strong link with the executive. A suggested approach is executive sponsorship from outside HR – preferably from the operational arm of the executive to shift the mindset that this is a mainly an HR responsibility.

⁴⁸ Flexible working in the Police Service, National Policing Improvement Agency, 2007.

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- 2.2.11 Best practice suggests diversity training should be provided to all members and the sponsor to increase awareness of common issues and approaches and ensure each member is operating from a similar knowledge base.⁴⁹
- 2.2.12 Finally, the committee should operate in a transparent way and continue Police's commitment to listening to and acting on advice from staff - feedback from within and outside the committee could be published, including the decisions made from consultation.

Recommendation

2. Establish an executive sponsored diversity committee to ensure a sustained focus on workforce diversity and assist Police to apply a 'diversity filter' to process and policies, provide input to key initiatives and carry out diversity impact assessments for new developments. The Committee's remit would cover all aspects of diversity.

Women's Network

- 2.2.13 Looking to the model in England and Wales, women's networks create an opportunity to channel input from women across the organisation directly to executive level via diversity boards or consultative committees. This appears to be the original intent of the Women's Network, but outcomes don't appear to support this aim as equity and diversity initiatives have been unable to gain wide organisational support and traction.
- 2.2.14 The National Equity and Diversity Office has been supporting district run events and had monthly meetings with those running Women in Policing groups in districts, but activities are primarily dependent on volunteering individuals to support and run them. The format of women's networks varies and comprises a stand alone Women in Policing group or is rolled into a diversity committee.
- 2.2.15 The current format of the network provides limited support to women as it operates on the periphery of the organisation. There is no requirement for district commanders to support the Women in Policing groups, although district commanders have supported annual seminars in districts. These seminars focus on women or a wider focus on diversity. It is not clear that the outcome from these days contributes to any wider organisational work. There is no strong link to the executive.

Improvement Idea 1 – Link women's networks to the executive

The purpose and function of the Women in Policing groups should be reviewed to consider how best to continue the national link with these groups with the disestablishment of the National ED Office. The recent OED restructure, which brought the function of the National ED Office into the group, provides an opportunity to alter the approach to women's networks and link them more directly to organisation wide initiatives that impact gender diversity.

Introducing a more structured approach to the network and linking it directly to the executive as has been done in England and Wales would enable Police to gain valuable information to support development and implementation of a diversity strategy and gain input to key developments of policy and process. More staff may be drawn to participate in the groups with a more structured approach and higher profile than the current arrangement which depends on volunteers within district operating without a clear connection to the executive.

⁴⁹ Best Practices for Managing Organizational Diversity, Kreitz, Stanford Linear Accelerator Centre, Stanford University, 2007; The Diversity Councils Best Practices Study, GilDeane Group, 2005.

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2.3 Management reporting

- 2.3.1 Without an organisational wide diversity strategy an effective reporting framework that draws together performance indicators from a range of activities has not been developed. This restricts the Executive's ability to target actions and sustain a focus on improving gender diversity. For example:
- there is no reporting on key diversity initiatives such as trends in the use of FEO and Equal Employment Opportunity (EEO) audits of the appointment process
 - management information is being produced by a range of HR workgroups making it difficult to assess the wider picture to highlight areas where remedial actions should be taken and leading to overly positive reporting.
- 2.3.2 A range of information has been provided to different levels of management including:
- OED reports for succession planning for all staff, and analysing progression of women
 - Equity and Diversity Office reports on exit interviews and workplace culture from districts and service centres
 - demographics in monthly management reports.
- 2.3.3 These could be pulled together to provide an integrated picture of activities influencing diversity. However, there is the need to extend the range of management information. For example, the lack of reporting on FEO trends means Police does not know how effectively this is functioning in terms of number of applications, rates of approval, gender, age, and roles where FEO is used or whether Police is meeting the requirements of the Flexible Working Arrangements Amendment Act 2007. A comprehensive diversity strategy should direct reporting requirements.
- 2.3.4 Reporting should also look beyond averages to identify those locations that are producing results and those that are lagging behind so that interventions can be targeted.
- 2.3.5 A standard equity and diversity focused report should be provided to the executive on a regular basis. For example, a six monthly diversity dashboard report would allow the executive to monitor progress overall and make necessary adjustments to activities as required. Monitoring and reporting on a wider range of activities influencing diversity will assist with annual review and renewal of an overall workforce strategy.

Recommendation

3. Provide a six monthly monitoring report to PEM and PEC that outlines the progress and impact of key activities that contribute to increasing representation of women.

Improvement Idea 2 – Promote Police as an employer of choice by enhancing external reporting on impact of diversity initiatives

External reporting on key initiatives provides an opportunity for Police to proactively demonstrate a commitment to increasing diversity and being an employer of choice. Police could consider ways to enhance external reporting by expanding the information provided in annual reports or presenting information in a more accessible format such as via the Police website. Providing trend information on, for example, training and development opportunities and rate of promotion demonstrates an active interest in improving gender diversity within Police and provides a positive image for women considering a career in Police.

3 Overview of activities to address career barriers for women

Summary

Police have implemented or are developing activities and programmes to address three of the four barriers to career progression identified in international research, providing a good foundation to work from (see Table 9). For example, FEO, and women's development programmes (WDPs) are well established and development boards and mentoring support have been initiated.

Further development of existing initiatives is required to improve their effectiveness - current activities are still under development, lacking wider organisational support and connection and are under utilised. The recent restructure of OED to improve capability for addressing leadership development should enable Police to achieve improvements. Police could also go further by introducing activities to address the fourth barrier of the male construct of the workplace and leadership role models with the introduction of diversity training, a diversity board, and regular audits of the appointment process for bias. There has been little focus on this to date.

Police has focused most strongly on leadership development rather than a diversity approach and is in the process of developing and implementing initiatives to address two of the top three barriers identified by constabulary women (Table 11) - lack of career guidance and perceptions of an old boys club/favouritism. Recent initiatives such as Development Boards, the proposed Career Progression Framework and Integrated Leadership Framework have the potential to introduce greater transparency to development and promotion opportunities and provide a clearer career pathway for constabulary employees by providing a clear structure for promotion steps.

Current activities, when functioning well, are likely to benefit women as well as men as both identified similar barriers. One exception is that women have identified sexual discrimination as more of a barrier than men have. Unaddressed barriers from international research and feedback from Police employees suggest cultural changes may be required to address perceived barriers of sexual discrimination and the male construct of the work environment and leadership role models. Changes to process and leadership development are unlikely to lead to significant change if there are underlying attitudes that require attention.

Career progression for women employees has been less of a focus for Police because employees can move in and out of the organisation before seeking a senior management role. Barriers identified by women employees are roughly the same as constabulary women. Although rank based initiatives such as the Career Progression Framework will not assist employees, other initiatives with a wider focus would, such as access to OED advice and WDPs. Recommendations for improving culture (section 6) may also have positive impacts on promotion perceptions of employee women.

3.1 Research on career barriers and potential activities to address them

- 3.1.1 Police does not have an organisation wide strategy for increasing representation of women, but has over the years introduced various activities to support greater gender diversity. Police's approach was assessed to determine whether the range of activities that Police have initiated address common barriers to increasing gender diversity in senior management. This section provides an overview of the barriers and Police activities to address them.
- 3.1.2 International research was reviewed to explore common barriers to the progression of women to senior management and identify effective activities for overcoming barriers⁵⁰ – a summary of the commonly accepted barriers and mitigating activities is provided in Table 9.

⁵⁰ Appendix One provides a reference list of research considered for the key lines of enquiry for this review (excluding reference to Police management reports which are footnoted throughout the report).

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3.1.3 It is clear from research that the barriers that keep women from moving into senior management roles are complex involving barriers at individual and organisational levels with different impacts at different points of the career pathway. This review focused on possible organisational changes.⁵¹ Common barriers were grouped into four themes:

- isolation, marginalisation and lack of women role models
- lacking access to effective networking (mentoring, sponsoring)
- impact of family commitments and career breaks
- male construct of work environment and leadership role models.

3.1.4 Police activities address the first three of the four themes identified in the research. This provides a foundation to build on. Further development of existing initiatives is required to improve their effectiveness. The recent restructure of OED to improve capability in this area should enable Police to achieve improvements. There is a gap, however, in activities to address the fourth theme of addressing the male construct of the workplace and leadership role models – little work has been initiated in this area. Factors such as the impact of unconscious bias in the appointment process, and lack of appreciation of diverse leadership styles are examples of this barrier.

3.1.5 An overview of how Police is addressing the barriers identified in research is provided here and in Table 9. More detailed comment is provided in the later sections of this report.

Isolation, marginalisation and lack of women role models

3.1.6 Activities to address isolation, marginalisation and lack of role models have had a strong focus for Police although with limited success. A women's network has been long running, but operates on the periphery of the organisation and lacks meaningful connection with the executive to raise issues and effect change in a timely manner (see Section 2). Women's development programmes have been introduced more recently and Police may be seeing some positive impacts now, particularly with senior sergeants and inspectors. These programmes could have greater impact if wider organisational support is established, including local management support to enable women to gain the greatest benefits from development programmes (see Section 4).

Lacking access to effective networking (mentoring, sponsoring)

3.1.7 Recent initiatives in leadership development have enabled Police to begin to address a lack of effective networking via mentors, sponsors and networking with senior managers. For example, Police have introduced development boards, mentoring arrangements and use of criteria for assessing interest in and readiness for promotion. These enable Police to implement a more structured approach for identifying individuals with leadership potential, manage access to development opportunities and encourage and support professional development. The activities are in various stages of development and implementation (see Section 4).

Impact of family commitments and career breaks

3.1.8 To counter the effects of child care and family commitments and career breaks Police introduced Flexible Working Options (FEO) in 1994. This has been working effectively to keep women in the organisation, but often at the expense of career advancement. Attitudes to FEO keep Police from making the most of this key initiative as FEO is inconsistently promoted, used and managed (see section 5).

Male construct of work environment and leadership role models

3.1.9 Little work has been done to address the male construct of the work environment and leadership role models. The exception is the introduction of general diversity training 18 months ago for recruits and qualifying courses up to inspector level. Feedback from open ended survey questions and interviews suggest Police needs to incorporate a greater focus on diversity into Police's activities. There is a lack of understanding or acceptance of why a focus on equal opportunities is required or why review activities were required to ensure unintentional barriers are identified and addressed. There was an underlying theme from interviews and survey results that it is risky to be perceived as

⁵¹ This review focused on organisational barriers that Police were best able to address rather than including a full range of barriers. For example, confidence is primarily a barrier at the individual level that may or may not be resolved satisfactorily by access to particular initiatives. Confidence was not included in the themes even though this is a recognised barrier to promotion for women.

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different or singled out for any treatment that is not available to everyone (see Section 6). As Police has elected to introduce a development programme for women, a lack of support for diversity focused activities is likely to reduce the impact and slow progress on increasing women in senior management.

Table 9: Impact of Police activities on addressing barriers identified from international research

Barriers to promotion from international research	Potential activities	Relevant Police activities	Impact of Police activities
<ul style="list-style-type: none"> Isolation, marginalisation and lack of women role models 	<ul style="list-style-type: none"> Women's leadership development programmes (WDPs) Career days Women's networks 	<ul style="list-style-type: none"> Women's development programme District career days for women Women's Network 	<ul style="list-style-type: none"> Strongest focus – some evidence that investment is making a difference for just under 1/3 of women attendees to WDPs All activities lack wider organisational support to enable higher impact outcomes WDPs provide support benefits for attendees
<ul style="list-style-type: none"> Lacking access to effective networking: <ul style="list-style-type: none"> mentoring sponsoring networking with senior managers 	<ul style="list-style-type: none"> Mentoring support or programs Structured sponsoring Informal networking & access to senior managers for development discussions 	<ul style="list-style-type: none"> Informal mentoring/mentoring support/course mentoring Development boards as sponsor in committee format 	Activities are: <ul style="list-style-type: none"> Under development Under utilised Lacking integration
<ul style="list-style-type: none"> Impact of family commitments and career breaks 	<ul style="list-style-type: none"> Wide use of FEO across roles and levels 	<ul style="list-style-type: none"> FEO introduced in 1994 ahead of Flexible Working Arrangement Amendment Act 2007 Goes beyond flexible working for carers Opportunity to support the more flexible deployment objectives of Prevention First 	<ul style="list-style-type: none"> Works to keep the majority of FEO users in Police, the majority of users are women Attitudes limit use, access to training, operational roles and promotion opportunities for users Low visibility / under utilised
<ul style="list-style-type: none"> Male construct of work environment and leadership role models 	<ul style="list-style-type: none"> Diversity impact assessments for training, promotions, restructures, etc. Regular EEO auditing of appointment process Diversity training to raise awareness of unconscious bias during appointment process and differential treatment Diversity board or council 	<ul style="list-style-type: none"> Diversity training introduced in recruit training and qualifying courses for sgt, s.sgt, inspector 18 months ago – general focus. 	<ul style="list-style-type: none"> Little focus in this area Limited introduction of diversity training – doesn't include many managers Absence of audits for unconscious bias Inability to carry out audits due to inconsistent quality of appointment process documents

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3.2 Perceived barriers to career progression for constabulary women

- 3.2.1 The perceptions of constabulary women and men about barriers to promotion within Police were explored through the 'Career Survey'. The purpose was to identify barriers specific to Police and assess how Police is positioned to address those barriers. A list of barriers was provided for respondents based on interviews with Police employees, international research and research in police organisations, including NZ Police.
- 3.2.2 Barriers identified by constabulary women and men are shown in Table 10. Those barriers that were identified by 25% or more participants are highlighted in orange⁵², with red identifying the top three barriers for each rank.⁵³ Table 10 shows the top three barriers for constabulary women overall are:
- lack of career guidance
 - old boys club/favouritism
 - inability to relocate.
- 3.2.3 The main differences between ranks were senior sergeant women rated child care as more of a barrier than lack of career guidance. Women inspectors stated lack of relevant role models was more of a barrier than inability to relocate.

Table 10: Perceived barriers to career progression that were identified by constabulary

Base: Constabulary interested in promotion (n=1328)

Barriers ⁵⁴	Constables		Sergeants		Senior Sergeants		Inspectors	
	Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
Inflexible working pattern	42%	36%	42%	35%	32%	22%	20%	9%
Child care	32%	39%	42%	34%	45%	31%	20%	14%
Family commitments	42%	47%	36%	45%	41%	48%	10%	39%
Inability to relocate	50%	58%	51%	63%	46%	65%	30%	47%
Self confidence	33%	18%	35%	15%	14%	12%	20%	14%
Lack of career guidance	57%	50%	56%	48%	36%	48%	70%	42%
Old boys club/favoritism	53%	45%	55%	54%	73%	54%	70%	49%
Clash partner activities	22%	22%	27%	23%	18%	27%	20%	16%
Partner attitude	7%	9%	4%	10%	5%	14%	10%	17%
Lack relevant role models	38%	24%	42%	32%	41%	34%	70%	19%
Sexual discrimination	23%	6%	35%	9%	18%	11%	40%	6%
Racial discrimination	5%	6%	4%	8%	9%	10%	0%	6%
Attitudes senior staff	32%	27%	42%	36%	45%	36%	60%	33%
Attitudes colleagues	15%	9%	20%	8%	18%	8%	40%	6%

⁵² An arbitrary 'low' of 25% was used as a cut off to group barriers based on frequency of response. The fact that a barrier falls into the 'low' group does not suggest the barrier represents less of a problem for Police. Racial discrimination is a clear example of this.

⁵³ The exception is women and men senior sergeants where the third and fourth barriers were equally identified.

⁵⁴ Responses are based on the question 'Reflecting on your career with Police, indicate to what extent the following represents an ongoing or significant restriction to your career advancement within Police. The figures in the table are the combined percentages for respondents stating the barrier represents a 'Big' or 'Some' restriction to their career advancement rather than 'Little' or 'No' restriction.

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- 3.2.4 Table 11 below provides an overview of Police's current position for addressing the top three barriers identified overall across ranks of constabulary women (further detail is provided in section 4 *Initiatives that support gender diversity in management*).
- 3.2.5 Police are aware of Police employee perceptions about favouritism and old boys club influencing promotion opportunities. Initiatives such as development boards, the proposed Career Progression Framework and Integrated Leadership Framework should enable Police to improve this perception. Police still needs to fully implement the activities, draw connections between them and communicate this to staff to achieve greater transparency of the promotions process (see Section 4).
- 3.2.6 Recent initiatives go some way to addressing the other top barrier of lack of career guidance. Women's Development Programmes are well established with some evidence of positive impact for just under 30% of women attending. With wider organisational support Police could see better outcomes for participants (see Section 4). Full implementation of the Integrated Leadership Framework and improvements to the proposed Career Progression Framework could also introduce a clearer career pathway for constabulary employees.
- 3.2.7 Inability to relocate, the other key barrier identified by those interested in promotion, may not be able to be fully eliminated as individual commitments outside work may be driving this. However, Police can take action to reduce the impact of this barrier by reviewing current criteria for assessing interest in promotion (see section 4). Input from a diversity consultation committee (see Section 2) could assist with this and ensure other barriers are not inadvertently introduced with development and implementation of the Integrated Leadership Framework (see Section 4) and Career Progression Framework (see Section 5).

Table 11: Impact of Police activities on addressing perceived career barriers for constabulary women

Top 3 NZ Police barriers	Current NZ Police Activities	Status of implementation
<ul style="list-style-type: none"> • Favouritism/ old boys' network influencing development and promotion opportunities 	<ul style="list-style-type: none"> • Development Boards • Development profile guide with criteria for identifying leadership potential • Integrated Leadership Framework (ILF) • Proposed Career Progression Framework (CPF) 	<ul style="list-style-type: none"> • In various stages of development • Lack of transparency – purpose unclear • Lack of constabulary women on boards reinforces perceptions of 'old boys club' • Lack of connection between activities • ILF to be implemented in stages to 2015 • CPF to be implemented from January 2014
<ul style="list-style-type: none"> • Lack of career guidance 	<ul style="list-style-type: none"> • Women's development programmes • OED advice and support • Integrated Leadership Framework sets out clear career pathway establishing clear leadership competencies • Proposed Career Progression Framework 	<ul style="list-style-type: none"> • Variable access to courses • Lack of consistent advice across individuals and ranks • ILF to be implemented in stages to 2015 • CPF to be implemented from January 2014
<ul style="list-style-type: none"> • Inability to relocate 	<ul style="list-style-type: none"> • This barrier may not be able to be addressed by Police as individual commitments outside work may be driving this • Introducing relocation or need to work across a range of locations as a criteria for assessing interest in promotion or use in assessing readiness for career development opportunities magnifies this barrier and may reduce opportunities to gain valuable career experience until such time as relocation or travel is possible. 	<ul style="list-style-type: none"> • N/A

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Variation in top three barriers for senior sergeant and inspector women

- 3.2.8 For women senior sergeants one of the top three barriers included child care and attitudes of senior staff. The child care barrier may be addressed through better use of more flexible working options (FEO). Attitudes of senior staff may be addressed by undertaking work on the male construct of the work environment and leadership role models. This work should include activities such as diversity training to raise awareness of unconscious bias (as well as conscious bias) during appointment process and differential treatment in the workplace. This type of training should address attitudes of senior men as well as women.
- 3.2.9 For women inspectors one of the top three barriers was lack of relevant role models. This was raised by some in interviews and open ended survey responses with the focus being a lack of constabulary women in superintendent roles and upward, as well as a lack of women with children in more senior roles. Lack of role models was not investigated in depth during this review. HR may want to query inspectors about what constitutes a relevant role model. At this time it is not clear what Police activities would address lack of relevant role models. This may only be addressed when there is an increase of constabulary women in senior management roles.

Some similarities and differences in barriers for constabulary women and men

Differences between women and men

- 3.2.10 Women and men identified similar barriers. Two barriers that were rated more strongly for women than men were:
- self confidence for women constables and sergeants
 - sexual discrimination for women constables, sergeants and inspectors.
- 3.2.11 A lack of confidence may be addressed through attending Women's Development Courses (WDPs), having access to mentors, or support from other women via the Women in Policing network. Police has a foundation in place to assist in this area. A theme from interviews with women and men in gateway and senior management roles was that mentors and supervisors that expressed an interest in their career advancement contributed to their self-confidence and belief in their abilities to perform at a higher level. Survey results suggest Police could aim to ensure women at the ranks of constable and sergeant have access to this type of support, particularly within their own work environment. Effective use of mentors and the Building Talent and Managing Performance competency for supervisors would be particularly important (see Section 4).
- 3.2.12 Police need to explore ways to address attitudes and bias. Women senior sergeants and inspectors showed particularly strong scores for old boys club/favouritism. Women constables, sergeants and inspectors identified sexual discrimination as more of a barrier than men did. Sexual discrimination can be difficult to address, particularly when behaviours are not overt (as indicated by survey results in Section 6). *Section 6 Organisational culture* provides further observations about constabulary and employee perceptions of workplace culture and recommendations to enable Police to explore this further to shift any cultural barriers that would slow progress. The lack of women in senior management roles suggests the need to explore this barrier further to ensure women are not experiencing an additional barrier to men that could be limiting promotion opportunities.

Similarities between women and men

- 3.2.13 Women and men for the most part identified the same top three barriers of lack of career guidance, old boys club/favouritism, and inability to relocate. Addressing the top three barriers provides benefits for women as well as men. Women and men, with the exception of inspector women, also identified similar barriers in the areas of:
- child care
 - family commitments.
- 3.2.14 These barriers have traditionally been associated with restricting career advancement for women. These results challenge assumptions about these barriers primarily being an issue for women and potentially highlight an important shift in workforce culture (see Child care and family commitments impact women and men on the next page).

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- 3.2.15 These survey results also highlight the importance of flexible work options at particular stages of the career life cycle. For example, a focus on improving flexible working options for constables, sergeants and senior sergeants could improve the pool of women applicants applying for gateway roles that lead to senior management. Similarly, greater use of flexible options for men may support a wider cross section of men to pursue roles in senior management (see 5.3 Flexible employment options).

Child care and family commitments impact career advancement for women and men

The 'Career Survey' results challenge assumptions about the impact of child care and family commitments on the career path of women as both women and men identified these as a barrier. For example, a minimum of 31% and up to 48% of men constables, sergeants and senior sergeants identified these as barriers to career advancement, as did a minimum of 32% and up to 45% of women in the same ranks.

This could be highlighting a tipping point for Police where men are becoming more responsible for these aspects of family life to the point where it has larger impact on their working life than experienced historically. This reflects a shift in workforce culture that Police should be anticipating as this may impact Police's ability to attract and retain constables of a particular age group in future. 5.3 *Flexible employment options* provides further observations on the use of FEO within Police and recommendations to widen use for women and men.

3.3 Perceived barriers to career progression for women employees

- 3.3.1 Overall the pattern of barriers for women employees is roughly the same as constabulary women. Table 12 shows women and men employees in bands J to 2 identified the following top three barriers:
- old boys club/favouritism
 - lack of career guidance
 - attitudes of senior staff.
- 3.3.2 Men and women also identified the same barriers of family commitments and inability to relocate. However, women employees in bands J to 2 identified the following as barriers, while men employees did not to the same extent:
- lack of relevant role models
 - child care
 - sexual discrimination
 - inflexible working pattern.
- 3.3.3 In G, H and I bands women identified the top three barriers of lack of career guidance, old boys club/favouritism and inability to relocate. Women in G, H and I bands also identified attitudes of senior staff and lack of relevant role models, child care and sexual discrimination as barriers. Two of these barriers, sexual discrimination and child care, were rated more strongly by women than men.
- 3.3.4 Men in bands G, H and I identified inability to relocate, lack of career guidance and attitudes of senior staff as the top three barriers. Other barriers identified by a high proportion of men were old boys club/favouritism, lack of relevant role models, and family commitments.
- 3.3.5 Overall the pattern of barriers for women employees is roughly the same as constabulary women. Career progression of women employees is less of a focus for Police and changes associated with the Integrated Leadership Framework and Career Progression Framework will have little impact on employees. However, women employees can access advice and support via OED and Women's Development Programme courses are open to employees. The review of senior appointments

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process by OED may also identify areas to make improvements that could affect employees' perceptions about barriers due to favouritism and 'old boys club'. Recommendations for improving use of flexible working options (section 5) and culture (section 6) may also have positive impacts on perceptions of employee women.

Table 12: Perceived barriers to career progression reported by employees in band G to band 2⁵⁵

Base: Employees interested in promotion (n=266)

Barriers	Employee Bands G, H & I		Employee Band J, I & 2	
	Women (n=96)	Men (n=104)	Women (n=36)	Men (n=30)
Inflexible working pattern	20%	16%	25%	7%
Child care	27%	18%	33%	13%
Family commitments	20%	28%	28%	33%
Inability to relocate	49%	47%	36%	43%
Self confidence	22%	10%	17%	20%
Lack of career guidance	64%	50%	53%	50%
Old boys club/favoritism	59%	43%	72%	50%
Clash partner activities	10%	16%	17%	17%
Partner attitude	3%	9%	6%	10%
Lack relevant role models	42%	29%	36%	23%
Sexual discrimination	27%	3%	28%	3%
Racial discrimination	1%	6%	6%	3%
Attitudes senior staff	45%	44%	53%	47%
Attitudes colleagues	20%	14%	22%	10%

⁵⁵ As for the earlier table, an arbitrary 'low' of 25% was used as a cut off to group barriers based on frequency of response. The fact that a barrier falls into the 'low' group does not suggest the barrier represents less of a problem for Police. Racial discrimination is a clear example of this.

4 Initiatives that support gender diversity in management

Summary

A range of activities have been introduced to create a more structured approach to leadership development. This approach benefits women by raising the profile of a wider range of individuals for leadership development, enabling more targeted development approach, and providing a coordinated range of support mechanisms to encourage development and promotion. Activities include:

- registers of career and development aspirations
- development boards to manage access to secondment and development opportunities
- women's development courses
- a key performance indicator to encourage development discussions with supervisors
- mentoring support.

These are positive initiatives that are inline with what is suggested as good practice in research. As outlined in section 3 these provide a good foundation for Police to work from to increase representation. To date their effectiveness is limited due to a prolonged state of development and implementation, and a lack of coordination and support at different levels of the organisation to ensure supervisors and managers are all working to the same approach. A lack of consistency can frustrate Police employees as they become disillusioned when one part of the organisation is advocating an approach that is not supported at other levels.

The benefits of individual activities would be increased by full implementation of a supporting framework, such as the Integrated Leadership Framework.

4.1 Overview of organisational and employee development initiatives

4.1.1 Since 2006, OED group has been introducing a range of activities for improving leadership development within Police. Activities have the potential to improve diversity in senior management and assist women to achieve their career ambitions. A key benefit of these activities is that they move Police away from reliance on assessment by direct supervisors and managers to identify and promote those with leadership potential. Initiatives in leadership development:

- allow for a larger pool of individuals to be identified for development
- enable central coordination of development opportunities to widen the number of opportunities and enable more targeted development based on individuals needs and organisational needs
- provide a range of support mechanisms to encourage development and promotion.

4.1.2 Activities are in various stages of development and implementation. At this time, there is no coordinated framework in place that lays out the purpose of individual activities and how they relate to each other and existing frameworks such as the Promotions Framework.

4.1.3 Full implementation of initiatives and setting within a wider framework could:

- address key barriers to promotion for women identified in international research and by Police constabulary including differing access to networks, mentoring and role models; perceptions of old boys club/favouritism; lack of career guidance
- positively influence Workplace Survey (WPS) results on perceptions of career and personal development opportunities and learning and development opportunities – the 2012 WPS showed only 58.3 % of women and 64% of men think that there are career and personal development opportunities for them in Police.

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4.1.4 At this time effectiveness of activities is limited due to:

- lack of coordination at different levels of the organisation to ensure everyone is working to the same approach – staff can become frustrated and disillusioned when one part of the organisation is advocating an approach that is not supported at other levels
- poor communication to participants about the purpose of individual activities, how they should be carried out, and how they fit within a wider framework results in a lack of transparency - staff have poor knowledge about the approach, and how it is intended to benefit.

4.1.5 A well publicised launch outlining current activities would clearly convey Police's focus on improving leadership development, highlight the connection between key activities and the importance of staff participation. Transparency of purpose and function of particular activities is key to gaining trust and full participation in the new approach.

Integrated Leadership Framework and Talent Management System

4.1.6 Two key developments are planned for implementation in 2012/13:

- Integrated Leadership Framework (ILF) - An Integrated Leadership Framework (ILF) has been in the development and implementation stage since 2006 when it was first highlighted in annual reports. The ILF is focused on the leadership development of constabulary employees intended to provide a 'coherent, unified understanding and approach to leadership with planned transitions and development cycles' and will represent the overarching framework for all leadership development activities.⁵⁶ The first stage introduction consists of introducing Leadership competencies into qualifying courses at RNZPC. The HR Business Plan 2012/13 states this aspect of the ILF will be completed by the third quarter.
- Talent Management System (TMS) - The HR Business Plan 2012/13 shows this should be fully operational in 2012/13. This refers to the myDevelopment part of the wider Talent Management System that is made up of the activities presented in this section.

4.1.7 Input from a diversity committee (see *Section 2*) could assist with implementation to ensure barriers are not inadvertently introduced with development and implementation of the ILF.

Recommendation

4. Clearly outline and communicate to Police employees including supervisors and managers what activities have been introduced or Police is working on to improve leadership development including:
 - a) a breakdown of activities and their purpose
 - b) how activities are intended to function (eg. such as process and who is responsible and accountable for which aspects)
 - c) how activities relate to each other and fit together within a framework (eg. the proposed Career Progression Framework, Integrated Leadership Framework)
 - d) intended timeframe for implementing key aspects.

⁵⁶ Scoping for Leadership Framework, Winsborough Ltd, May 2010.

4.2 Aspiration Registers and 'myDevelopment'

- 4.2.1 In 2012 Aspiration Registers and the subsequent upgrade to myDevelopment software was introduced. This allows Police employees to voice development and career ambitions so they can be considered for development opportunities via development boards run at Assistant Commissioner and National level. Registers and myDevelopment were targeted to band I and senior sergeants and above.
- 4.2.2 Assessment criteria are also included in application forms for development opportunities so that criteria are transparent and a consistent approach could be employed for assessments.
- 4.2.3 Centralised receipt of development and career ambitions and use of consistent assessment criteria for development opportunities are positive initiatives. They enable Police to identify a wide range of staff that may have the potential for senior leadership and manage development opportunities so they are in line with organisational strategy, rather relying on assessments by individuals and appointment panels. The criteria for assessing applicants for development introduces greater transparency.
- 4.2.4 However two of the assessment criteria may limit participation of women:
- number of applications for vacancies outside home district
 - number of job applications in three years.
- 4.2.5 Constabulary women put in fewer applications for vacancies than men.⁵⁷ OED concluded this was possibly due to inability to relocate due to family and child care commitments. Both were identified as barriers to promotion by constabulary women from constable to senior sergeant rank. Other factors may also contribute to lower application numbers. When talking about promotion and development opportunities with women in gateway and senior management roles, women raised the point that they:
- are quite selective in the roles sought – they will not take a role just for promotion
 - wish to focus on their current role, do it well and demonstrate ability to sustain positive changes before moving on to the next role
 - consider the impact of inconsistent leadership and lack of stability on teams when deciding on timing for changing roles.
- 4.2.6 Survey feedback from open ended questions also showed women may put themselves out of the running by assuming that they will not be considered for opportunities because they have not put in enough applications or are unable to relocate.
- 4.2.7 The use of application numbers is not necessarily a good indicator of readiness and interest in promotion and development. In some cases these applications will be made to meet criteria rather than reflect true interest and readiness for development and promotion.

Recommendation

5. Change development board assessment criteria for considering access to development opportunities by removing:
- a) number of applications for vacancies outside home district
 - b) number of job applications in three years.

⁵⁷ The Progression of Women in NZ Police, Organisational & Employee Development, 2011.

4.3 Development boards

- 4.3.1 Police have introduced a centrally coordinated approach to identifying and developing potential leaders through local and national development boards. By using a committee approach and clear criteria for assessment, boards have the potential to contribute to increased transparency for gaining access to development opportunities, and overcome issues with perceived favouritism stemming from individual sponsorship. The role of the committees is critical to assist women to achieve their aims for career advancement as they increase the potential for women to be exposed to sponsorship by senior managers. Research indicates women are exposed to less sponsoring by executive members than men.⁵⁸
- 4.3.2 There are two main board levels:
- National Development Board – oversees assessment and access of senior sergeant and upwards for development courses and secondment and acting opportunities
 - Assistant Commissioner Development Boards – three separate boards for Upper North, Lower North and Southern districts oversee access to development courses and secondment and acting opportunities for sergeants through to inspector level.
- 4.3.3 Assistant commissioners were acutely aware of the need to focus on development needs of women and ensure this is considered in board discussion. However, assistant commissioners and OED reported that the boards have been evolving and are in various stages of development and operation. At the time of the review, one Assistant Commissioner Development board had only had a couple of meetings and was yet to send out the Aspiration Register – this board was still dependent on word of mouth from districts to identify high potential staff for development opportunities.
- 4.3.4 All boards have a ToR guiding operation. Assistant Commissioners and OED should ensure that boards are now operating consistently with the same approach being applied for each group of districts and service centres. The senior HR board representative is in the position to assess this and report back to OED.
- 4.3.5 As boards have been evolving there is a lack of clarity around how they function and which development opportunities are considered by each board. For example, the National Development Board ToR differs from the communication to Police employees about what development opportunities are considered. The ToR states high value/high cost development courses would be considered, while the communication states ‘all development opportunities’ which could include programmes, relieving opportunities, or mentoring arrangements.
- 4.3.6 The communication to Police employees also states that the board is there to provide a ‘coordinated’ approach to the way future leaders are identified and developed, and that the Aspiration Register/myDevelopment is a key tool so that the process is transparent and objective. However, there is no clear description of how a coordinated approach will be implemented, and how the board will use the aspiration information in decision making. There is a lack of transparency in the process around the National Development Board.
- 4.3.7 Police should clarify:
- whether boards only consider participation for development courses or whether secondments and acting opportunities are considered as well - it would be useful to identify in advertised vacancies whether the opportunity is considered through a development board to increase the transparency of activities, raise the profile of the boards and improve perceptions about the fairness of the approach to selection
 - how information from Aspiration Registers and myDevelopment is considered – and whether all criteria needs to be met.

⁵⁸ Why men still get promoted more than women, Harvard Business Review, 2010.

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- 4.3.8 Finally, an issue raised in interviews and surveys was the lack of constabulary women on boards. Board members are district commanders and upward. As a result there are no constabulary women on the boards. Lack of women on boards perpetuates the view that this is an 'old boys club' and reduces trust in the board's activities. Police have sought gender diversity by having external women sit on the boards, and a senior women employee from HR also sits on each Assistant Commissioner board. However, until there is greater clarity around board activities and it is more transparent how activities fit within a wider framework of leadership development the perception of favouritism and 'old boys club' is likely to persist.

Positive impacts from district wide advertising of secondment and acting opportunities

Similar activities to assistant commissioner and national development boards are occurring at the district level with positive impact. Bay of Plenty District advertise all secondment and acting opportunities of three weeks or longer across the district so that applicants outside the immediate area can apply for the opportunity. Suitability of applicants is determined by a committee approach, chaired by the District Commander.

Wider advertising of secondment and acting opportunities is having a positive impact. This approach is seen as a positive improvement to the historical approach used in many districts of opportunities being provided to the same people, or most senior, rather than best person for the role.

Recommendation

6. Require boards and committees considering career and development opportunities to:
 - a) clearly communicate to Police employees what type of opportunities are considered by each board or committee (eg. development programmes, secondment opportunities, expressions of interest)
 - b) clearly communicate to Police employees what role boards and committees have in decision making about development opportunities
 - c) clearly indicate in advertisements for development opportunities whether a board or committee will be involved in the decision to appoint
 - d) operate consistently across Police adhering to a ToR with clear assessment criteria, structure and decision making process
 - e) ensure constabulary women of the necessary rank are represented on boards and committees.

This applies to any committee or board considering development opportunities for Police employees, such as national and assistant commissioner development boards, district equivalent committees and development boards, and boards within the new Career Progression Framework.

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4.4 Development courses, KPIs, and mentoring support

- 4.4.1 One of the top three barriers identified by women and men in every rank and band within Police, with the exception of women senior sergeants, was a lack of career advice (see Section 3). 'Career Survey' results show that women, with the exception of senior sergeant women, have less clarity than men about what roles and experience are required to attain their career goals (see Table 13).

Table 13: How clear constabulary are about how to attain their career aspirations

Base: Constabulary interested in promotion (n=1328)

	Response	Constable		Sergeants		Senior Sergeants		Inspector	
		Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
How clear are you on the roles and experience required to attain your current career goals within Police?	Very clear*	10%	16%	11%	18%	27%	11%	20%	16%
	Clear*	44%	52%	55%	56%	50%	67%	30%	58%
	Total clear	54%	68%	65%	74%	77%	78%	50%	74%

* 'Very clear' represents '7' on the 1-7 response scale while 'Clear' represents '6'.

- 4.4.2 Police have introduced activities to support a focus on building talent, leadership and career development. The following initiatives can assist Police to address a lack of career advice:
- development programmes for women
 - assessing 'Building Talent and Managing Performance' competency in performance appraisals
 - mentoring support.

Women's Development Programmes (WDP)

- 4.4.3 A range of development courses not specific to women and offered by other organisations are available to Police employees. For example, leadership programmes offered by Otago University, Leading Leaders, Policing Management Development Programme (PMDP) and the Police Executive Leadership Programme (PELP) are available. By 2011, 39% of all participants for the range of leadership development courses were women.⁵⁹
- 4.4.4 The longest running and most structured initiatives being provided specifically for women are Women's Development Programmes. These focus on self leadership and career development for constables and sergeants - by 2011 20% of constables, 53% of sergeants, 82% of senior sergeant women had completed a course.⁶⁰ These programmes were originally focused on constables and sergeants. Survey results from this review indicate this is a good place to target support to contribute to self confidence for pursuing promotion, and clarifying how to navigate the current promotion pathway. A follow up course was provided to senior sergeants that had attended at an earlier rank.

⁵⁹ Women in Leadership, Briefing for the Minister of Police, July 2011.

⁶⁰ Women's Development Programmes (WDP), OED, 2011.

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4.4.5 Although development programmes are the longest running the necessary supporting functions have not been implemented to enable participants to get the full benefit of the courses. An OED evaluation on the Women's Development Programmes found that just under one-third of attendees had high impact outcomes that would support further career development and advancement from attending the courses.⁶¹ This review found similar issues to the course evaluators:

- *lack of strategic approach for course selection* – individual development needs are not always a consideration for selection – some participants did not know why they had been selected to participate
- *lack of follow up and support in workplace* - there is resistance from some supervisors and managers to women attending this kind of course, little support for tasks and discussion after the course and derogatory behaviour and language about the programme from others in the work groups on return to the workplace.

4.4.6 To get the most of these courses Police should ensure the necessary support functions are operating properly. For example, development boards and supervisors should be considering individual development needs to inform course selection, and supervisors and managers should be providing appropriate support in the workplace (section 6 *Organisational culture* provides recommendations to improve workplace culture to be more supportive of activities to support diversity).

Building Talent and Managing Performance competency

4.4.7 A key performance indicator (KPI) for Building Talent and Managing Performance Competency was introduced for supervisor roles in 2009. This essentially requires supervisors to be aware of each employee's career aspirations, engagement levels, and abilities, and engage in frequent discussions about performance and development. If supervisors are consistent with these activities, the KPI could assist with encouraging women to seek development opportunities and promotion, provide career advice and support staff on return to the workplace after development programmes.

4.4.8 The 'Career Survey' asked whether managers as well as supervisors are taking an active interest in development of their staff. Career Survey results showed variable performance across a number of activities (see Table 14).

4.4.9 Conversations about career ambitions are occurring most often, but only for roughly 50% of staff interested in promotion. Women and men reported similar experiences. Constables have a slightly better experience with supervisors asking about career ambitions more than for other ranks with a maximum of 57% of women and 61% of men indicating their supervisor or manager does this. Fewer constabulary across ranks had supervisors and managers carry out the remaining activities of:

- notifying staff about upcoming development opportunities (maximum of 50%)
- connecting to useful contacts for career (maximum of 40%)
- advising about upcoming promotion opportunities (maximum of 36%).

⁶¹ Women's Leadership Development Program Evaluation Report, Organisational and Employee Development, April 2009.

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Table 14: Constabulary whose supervisor or manager assists with career planning and support

Base: Constabulary interested in promotion (n=1328)

Percentage of constabulary that responded YES to current manager or supervisor activities:	Constable		Sergeants		Senior Sergeants		Inspector	
	Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
Asks about your career ambitions?	57%	61%	47%	52%	55%	57%	50%	52%
Notifies you of upcoming development opportunities?	40%	46%	31%	40%	41%	43%	50%	48%
Connects you to useful networks/contacts for career?	23%	24%	15%	17%	23%	19%	40%	20%
Advises you of upcoming promotion opportunities?	25%	30%	20%	27%	36%	30%	30%	31%

- 4.4.10 Workplace Survey results from 2012 show 78% of staff are supported and encouraged in their job by the supervisor and 69% get regular feedback on performance. Survey results from this review suggests supervisors (and managers) may be more focused on supporting and encouraging performance in current roles rather than looking ahead at development opportunities for staff. The response of women senior sergeants may support this. They showed the highest level of clarity about roles and experience required to obtain their career goals (see Table 13), however they appear to follow the same pattern of supervisor support as other ranks and men senior sergeants. This suggests women senior sergeants may be getting support for career advancement elsewhere – possibly via Women's Development Courses. These results highlight the importance of well functioning development boards, effective use of myDevelopment software and possibly the impact of WDPs to circumvent a lack of support in this area from direct supervisors and managers.
- 4.4.11 One reason for the lack of follow up on development opportunities may be the lack of clarity about career pathways in Police and what development opportunities are available. A clearer career and leadership development pathway may assist supervisors to assist staff. Negative attitudes to women's development courses may also need to be addressed (see section 6.3 *Challenges to 'valuing diversity'*).

Mentoring

- 4.4.12 Mentoring can support individuals to drive their careers forward and is important for those interested in progressing through to senior management levels. Research shows not everyone has equal access to mentors and informal approaches like that taken by Police can put women at a disadvantage. For example, mentors select individuals like themselves, rather than looking more widely to identify individuals with potential to go further.⁶²
- 4.4.13 Career survey results showed that constabulary women who are interested in promotion are experiencing the same or more mentoring within Police than constabulary men at the same rank (Table 15). The exception is inspector women who have less experience of mentoring in their current rank than men at the same rank. All ranks though still show relatively low levels of mentoring for staff interested in seeking promotion.

⁶² Increasing the representation of women in senior management positions, Corporate Leadership Council,

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- 4.4.14 In the Career Survey women and men in senior sergeant and inspector ranks indicated that mentoring would be beneficial but that opportunities for mentoring were infrequent and the quality varies. Good candidates for mentoring are also very busy or move roles and locations which can reduce opportunities for contact. In interviews, mentors reported they are not provided with any particular guidance about how to mentor well, or structure a mentoring relationship. OED provides some templates on the intranet as a guide, but mentors do not appear to be aware of these materials or be using them. Overall feedback from the survey and interviews is that mentoring was beneficial but the approach is in need of improvement to be more effective.
- 4.4.15 OED is working towards introducing a more formal mentoring approach. This involves identifying willing mentors, training mentors, matching mentors with those seeking mentoring and ensuring those seeking mentoring understand the of purpose mentoring. This approach should assist staff with establishing mentoring arrangements, particularly as they move into higher ranks, as long as the different mentoring needs of women and men are considered.⁶³ No formal dates are set at this stage for development.

Table 15: Percentage of constabulary who have had a mentor at their current rank

Base: Constabulary interested in promotion (n=1328)

	Response	Constables		Sergeants		Senior Sergeants		Inspector	
		Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
Have you ever had a mentor at your current rank?	Yes within Police	25%	25%	35%	16%	32%	21%	10%	25%
	Yes outside Police	2%	1%	6%	2%	9%	2%	10%	13%
	Yes inside & outside Police	1%	1%	4%	1%	0%	5%	10%	6%
	No	73%	72%	56%	80%	59%	71%	70%	56%

Improvement Idea 3 – Targeting women for formal mentoring

Organisational and Employee Development group should ensure women are assisted with obtaining access to more formal mentoring arrangements and ensure mentors have a good understanding of the mentoring needs of women. Although women constables, sergeants and senior sergeants are receiving more mentoring than men, research shows mentoring does not have the same influence on promotion as for men (see footnote 67). To ensure mentoring for women is effective and assists with achieving career advancement mentoring programs should, for example:

- ensure mentors for women have 'organisational clout' – the more senior the mentor the faster the mentee's career advancement
- pair more senior women mentees with executive members to increase exposure to executive meeting and committee members
- coordinate mentoring programs with performance appraisal, training and development activities carried out by direct supervisors (as per KPI) to ensure a tailored and consistent approach
- train mentors on the complexities of gender and leadership to enable them to provide advice on credible senior leadership style where most role models are male (see section 6).

⁶³ Why men still get promoted more than women, Harvard Business Review, 2010.

5 Effectiveness of key policies and processes

Summary

Police is currently reviewing how appointment activities are managed at both a strategic and operational level. The findings from this assurance review support the need to do this. The quality and completeness of information recorded in vacancy files is insufficient to enable verification that policy and procedures are applied correctly, or to enable audits of the appointment process for bias.

There is also low representation of women on appointment panels and as chairs of appointment panels – the wording of the policy reduces the opportunity for women to play a stronger role in decision making around appointments. Research shows that managers tend to appoint those that are most similar to themselves so it is important that interview panel composition is as diverse as possible.

Access to the promotions framework for constabulary employees is inconsistent and lacking coordination through a national strategy. Access to promotion opportunities is dependent on the assessment of individual supervisors and appointment panels. The proposed Career Progression Framework should address issues with the current approach and create the opportunity for a wider range of individuals to access promotion.

The Flexible Employment Options (FEO) policy is working to keep women within Police - 68% of users said it stopped them from resigning or taking a leave of absence. However, FEO is poorly promoted, inconsistently managed and there is no national monitoring or reporting on FEO to understand use, trends and benefits within Police. Although users were extremely positive about the opportunity to use FEO, it limits development and career opportunities for the majority of FEO users, the majority of whom are women. FEO could be applied more widely to support ambitions to increase flexible deployment as part of Prevention First. Research in the UK indicated flexible working around organisational needs could lead to 70% more police at peak times and better management of case handling and overtime.

5.1 Appointment process⁶⁴

5.1.1 The 2012 Police Workplace Survey found that only 48.2% of Police's employees think the appointment process in Police is based on merit. Vacancy files were reviewed to determine whether the appointment process was working as intended to support equal opportunities for employment and identify any practices that could be negatively impacting gender diversity in appointments.⁶⁵ Specific questions included:

- whether the makeup of appointment panels reflected the policy guidance to consider '*appropriate representation based on EEO*' to encourage diversity within appointment panels
- whether there was sufficient transparency in appointment process documents to enable an effective audits of the appointment process for bias.

5.1.2 Areas that were identified for improvement were:

- increasing the gender diversity of appointment panels and in the role of panel chair – currently women have very little direct involvement in the appointments process within Police
- increasing transparency of decision-making recorded in vacancy file records – there is insufficient information kept in vacancy files to enable verification that policy and procedures are applied correctly, or to enable audits of the appointment process for bias.

⁶⁴ Further findings and recommendations outside the scope of this review were provided to the GM:HR and National Manager Recruitment and Appointments to feed into the HR review of the appointments process commencing in December 2012.

⁶⁵ Forty-two vacancy files were reviewed. The sample included the 15 senior management appointments and 27 of the 213 appointments to 'gateway' roles appointed between 21/01/2002 and 10/02/2012.

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Make up of appointment panels based on EEO principles

- 5.1.3 Research shows that managers tend to appoint those that are most similar to themselves (see *Section 6.2 Influence of subtle behaviours on culture*) so it is important that interview panel composition is as diverse as possible.
- 5.1.4 Panel chairs are consistently taking gender into consideration when determining the need for 'appropriate representation based on EEO' principles. Of the 42 vacancy files reviewed, all but one had at least one woman on the panel. One of the appointment panels for a senior manager vacancy had no women on the appointment panel.
- 5.1.5 The women on panels are primarily external to Police. Women in Police (constabulary and non-constabulary) have low representation on appointment panels - only 12% of panellists were women (18 of 145). Tables 16 and 17 provide a breakdown of panels by gender.
- 5.1.6 The proportion of women to men panellists was greatest on the 27 gateway appointment panels, where 37% of panellists were women (20% police, 17% external). The 15 senior manager appointment panels showed a much lower representation of women - only 23% of panellists were women and all were external to Police.

Table 16: Number of women and men on appointment panels for 'gateway' vacancies

Panel gender for 'gateway' vacancies	Total vacancies	Constabulary		Non-constabulary-		External	
		Women	Men	Women	Men	Women	Men
Section Supervisor	8	5	13	4	0	2	1
OC Station/ OC CIB/ Station Supervisor	8	5	18	1	0	3	1
Manager (District/programme)	4	0	7	2	1	5	0
Area Commander	7	1	10	0	3	6	4
Total	27	11	48	7	4	16	6

Table 17: Number of women and men on appointment panels for 'senior' vacancies

Panel gender on 'senior' vacancies	Total vacancies	Constabulary		Non-constabulary-		External	
		Women	Men	Women	Men	Women	Men
General Manager	4	0	8	0	0	5	1
National Manager	5	0	10	0	0	4	1
District Commander	6	0	18	0	0	3	3
Total	15	0	36	0	0	12	5

- 5.1.7 The small amount of input women employees have on appointment decisions is exacerbated by the lack of women in the role of panel chair - only 1 of the 42 appointment panels reviewed was chaired by a woman. None of the chairs for the senior manager appointment panels were women.
- 5.1.8 The appointment process and procedures instructions appear to unnecessarily limit the gender diversity of panel chairs by stating the... 'Appointing Manager will generally be the Panel Chairperson'. As the majority of constabulary supervisor and manager positions in Police are currently held by men, it would be particularly difficult to achieve gender diversity in panel chairs with the current expectation of the manager of the vacancy being panel chair.
- 5.1.9 Given that less than half Police's employees think the appointment process is based on merit, the argument is strong for having an independent panel chair who is not the line manager of the vacant position.

Improvement idea 4 – Move away from automatically relying on Appointing Managers as chair on appointment panels

With an altered approach that does not automatically rely on line manager to be panel chairs for appointment panels, Police could facilitate more women (employees and constabulary) to hold the role of panel chair. As long as the panel chair has the appropriate training on how to carry out the appointment process, any person should be able to act as the panel chair.

Panel chairs who are not the Appointing Manager introduce the opportunity to view the vacancy and the applicants from a different perspective and invite insights and discussion that may not occur if the process was led by the manager of the vacant position. This altered approach should also reduce risks associated with conflicts of interest and give applicants more faith a fair process.

- 5.1.10 The opportunity for women to be involved in appointment panels appears to be limited by an unofficial rule for panel members to be of a higher rank to the rank of the vacant position, even though this is not stated in the appointment process and procedures instructions. This limits the opportunity for constabulary women to be involved on appointment panels due to the lower numbers of women at higher ranks within Police. A rank bias goes towards explaining why there were not more constabulary women on the panels. However, it is not clear why there is such a strong reliance on external women panel members, even for gateway roles, as women employees could contribute at least as much as external panel members who may also have a limited knowledge of the vacant position and technical skills required.
- 5.1.11 Police should look to move away from a reliance on rank to determine panel membership. This allows the opportunity for more women to be involved with panels. It also provides a valuable development opportunity for all Police employees to observe what performance is required at different levels for interviewing and applications. This learning opportunity applies equally to allowing a wider range of men at different ranks to participate on appointment panels.
- 5.1.12 Currently, it is not possible to assess the rationale for selecting panel members. The POL616 'Request to Advertise' does not provide for an explanation for why individuals were selected to be on the panel or what necessary factor their participation addressed (eg knowledge of the vacant position – technical skills and/or competencies, EEO representation, independence).

Recommendation

- 7. Improve the diversity of appointment panels by:
 - a) changing the appointment process and procedures instructions to make it clear that panel members can be at an equivalent rank or band to the position being hired to enable more women to participate on panels and increase diversity of panels
 - b) ensuring the rationale for selecting panel members is clearly explained in the POL616 (or relevant template) and refers to the necessary factors from the appointment policy (eg. knowledge of the vacant position, technical skills and/or competencies, EEO representation, independence).

Introducing EEO audits of the appointment process

- 5.1.13 Undertaking regular audits is one best practice approach for organisations to gain independent assurance that the organisation's appointment system is robust, transparent and free from bias. Audits have not yet been established in Police. The SSC suggested this activity as an interim target for Police to introduce in their 2012 review.⁶⁶
- 5.1.14 The current standard of record creation and retention does not provide enough information to enable an effective review of the decision making for appointments. Decision making is not

⁶⁶ State Services Commission: Change management progress report, Fourth phase of review 2011/12 - HR Strategy and capability to support integrated change; Talent Management, Analysis of appointments for bias (2.2.3).

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transparent within documentation and limits the ability to currently undertake any useful audit from an EEO perspective.

- 5.1.15 The appointment process should be improved in a number of areas to increase transparency and enable effective auditing and review in the future. These improvements could go some way to reducing Police staff perception of bias in the appointment system. Four key areas to focus on are:
- *Short listing and interview matrices (POL 618)* - Short listing and interview matrices do not provide sufficient information to allow for an independent assessment of reasoning for ratings given to applicants.
 - *Conflict of interest declaration (POL 617)* – Applicants and panel members are often known to each other either professionally or personally. Declarations were not complete or conflicts of interest existed which did not have any apparent mitigations agreed and documented. The current standard of records and general lack of information provided reinforces perceptions of bias, even if this is not the case.
 - *Recommendation for appointment (A10.1)* - The majority of vacancy files reviewed provided insufficient information to independently validate the decisions made or to enable a formal review of appointment decisions.
 - *Advertising* – There were no copies of external advertisements on file and no indication of which option was selected for advertising limiting Police's ability to review how vacancies were advertised and to consider the tone and focus of advertisements and whether these may appeal to or inadvertently deter women from applying.
- 5.1.16 Better record creation and retention in vacancy files supported by regular auditing would ensure that proper processes are understood and followed and would highlight any areas for improvement. At the national level HR should introduce regular audits of vacancy files to:
- ensure basic standards of public record keeping
 - ensure there is no bias in appointments.

Recommendation

8. Improve the standard of vacancy/appointment file documentation, by ensuring:
- a) clear rationale for ratings are given in short listing and interview matrices
 - b) conflict of interest declarations are completed and clearly outline relationships with applicants and state how potential conflicts were considered and managed.
 - c) sufficient information is provided in the recommendation to appoint document to justify the decision made without needing to refer to supporting information.
9. Undertake regularly scheduled audits of the appointment process to provide assurance that the process is applied fairly and transparently and ensure standards of documentation are met as per recommendation 8. Report findings to GM:HR and Diversity Committee (recommendation 2).

5.2 Promotions framework for constabulary employees

- 5.2.1 Qualifying courses for sergeants, senior sergeants and inspectors are provided through the RNZPC promotions framework. Access to the current Promotions Framework is ad hoc and lacking coordination through a national strategy. Further development is proposed for the Promotions Framework that was introduced in 2008. The Career Progression Framework (CPF) (see Figure 8) is the proposed approach. Changes have been approved by the National Development Committee, and the proposed changes are being consulted nationally. The intended implementation date is for January 2014.
- 5.2.2 The proposed development did not consider implications from a gender diversity perspective. The PEM paper did not highlight the potential impacts on access to promotion for women and the how this may translate to increased representation of women in senior roles. However, the proposed

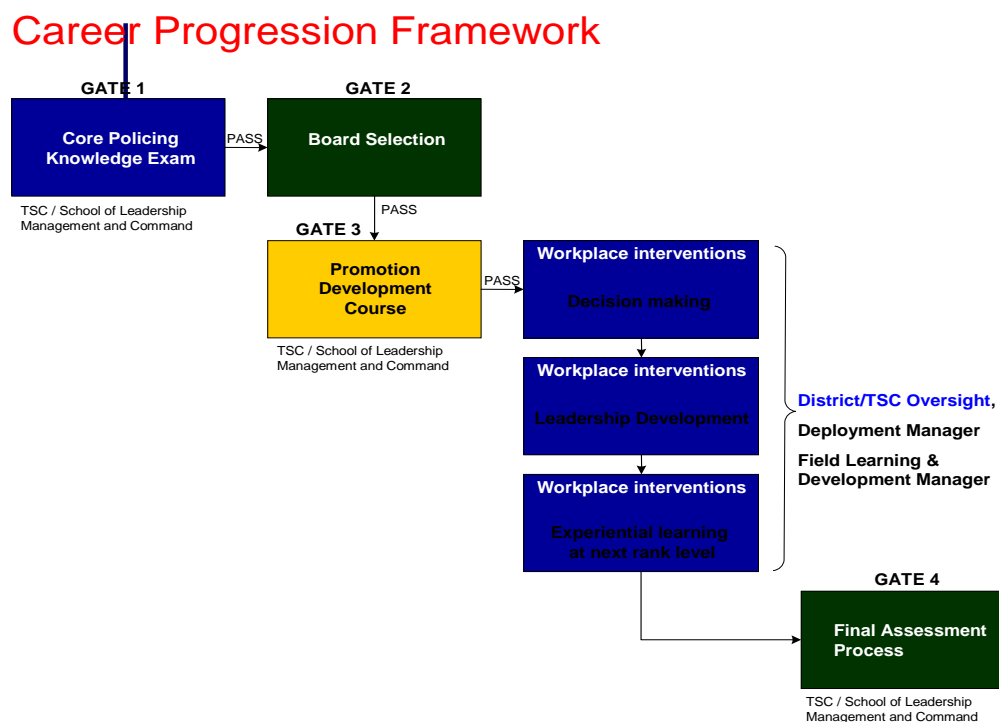
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changes address a number of process issues that could be acting as barriers to promotion for women and other groups Police would like to increase representation in constabulary ranks.

5.2.3 A centralised approach to assessing readiness for promotion, like the CPF:

- introduces a more consistent approach to assessing readiness for promotion
- can be more easily monitored to ensure equal opportunity for accessing promotion opportunities
- reduces dependency on individual supervisors to enable access to qualifying courses
- reduces dependency on the appointment process as the filter for promotion opportunities.

Figure 8: Propose Career Progression Framework



Impacts of proposed change to the Career Progression Framework

5.2.4 The proposed Career Progression Framework (CPF) provides an opportunity to improve diversity within supervisory and management roles by centralising decisions about who will be eligible to apply for those roles based on their experience with the CPF.

5.2.5 Key changes in the proposed approach include:

- applying for entry to the framework by passing the Core Policing Knowledge (CPK) exam
- using set criteria and development board approach to select candidates for the framework
- feedback and development recommendations provided for those who are unsuccessful
- training/development approach to residential development course rather than assessment approach
- a final board assessment as the final 'gate' before full qualification for promotion.

5.2.6 A district level board will be used for sergeant promotions, while senior sergeant and inspector assessments will be conducted centrally at RNZPC by boards assembled by Assistant Commissioners.

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- 5.2.7 There are a number of positives for OED's approach to career development for those seeking promotion, as well as the appointment process. The CPF has the potential to:
- improve transparency of promotions process for constabulary employees
 - target support to those seeking promotion - structured mentoring and development opportunities can be targeted towards those in the CPF to assist particular groups to overcome barriers to promotion
 - identify a lack of applications for the CPF for particular groups and then target those groups for career support so they do more actively consider promotion
 - consider the diversity of applicants for roles by ensuring appropriate diversity of selection board, and applying diversity 'lens' to promotions framework and activities
 - ensure unsuccessful candidates for the CPF have access to feedback and direction about what further development they require to be eligible for promotion - this is also likely to provide a consistent approach to feedback about what is required to be successful.

Main challenges for effective implementation of the new Career Promotions Framework

- 5.2.8 As for diversity committees, development boards and appointment panels the composition of the boards at Gate 2 and 4 are critical - who sits on them, training they receive, and who moderates/audits decision making.
- 5.2.9 The various boards should be considering a diversity strategy within their decision making, and the CPF should incorporate activities to address barriers to promotion for particular groups.

Promotion to level 2 inspector and superintendent ranks

- 5.2.10 Transition to 2A inspector and superintendent ranks is achieved through a successful application for a vacant position. There is no formal course to assess applicants. Assessment occurs by applying for and being successful for a promotional vacancy. An assessment centre is typically used for psychological assessments for these roles.
- 5.2.11 OED is in the process of reviewing the approach to senior management appointments through a wider review of selection and recruitment that will inform the development and implementation of a recruitment and selection strategy for Police. Review work is due to be completed in April 2013.

Recommendation

10. Introduce a centralised system, like the proposed Career Progression Framework, for accessing the Promotions Framework.

5.3 Flexible Employment Options

Overview

- 5.3.1 Police introduced a Flexible Working Policy in 1994, well ahead of the Flexible Working Arrangement Amendment Act 2007, and going beyond legal requirements to offer flexible working arrangements for those who care for others. FEO users are extremely positive about having the opportunity to have FEO. In many cases having access to FEO prevented them from leaving Police - 68% (70 of 103 responses) of people using FEO reported that having access stopped them from resigning or taking a leave of absence from Police.⁶⁷ Implementing this policy is likely to be contributing to the increase of women in sergeant, senior sergeant and inspector roles as more women gain seniority in the organisation and the potential pool of women applicants for vacancies increases.⁶⁸ However, Police is far from maximising the benefits of this key equal employment opportunity initiative.
- 5.3.2 Police could be using FEO more often. Feedback from FEO users and 'Career Survey' respondents indicate that use of FEO is inconsistently, promoted, used and managed. Organisational information on FEO is limited so there is no national monitoring or reporting to understand use, trends, and benefits within NZ Police and whether Police are abiding by the requirements of the 2007 Act.
- 5.3.3 Although FEO users are extremely positive about having access to FEO in most locations they also stated that being on FEO equates to a career cul de sac and that FEO hampers career progression. Women on FEO are able to remain with Police, but access to relevant training opportunities, career development, and roles that would keep them on a pathway to promotion are limited, as are opportunities for promotion.
- 5.3.4 Rates of FEO use appear low when matched against use in the UK. For example, the Metropolitan Police Service in London has up to 10% of constabulary working on flexible arrangements. UK police assume a role can be done flexibly. This promotes use across a range of roles and much wider variety of FEO arrangements such as compressed hours which facilitates more flexible deployment. NZ Police has approximately 2% of constabulary staff on FEO⁶⁹, and the focus of roles is limited.
- 5.3.5 Use of FEO within Police should be widely available with a consistent approach. Police's piloting of new approaches to deployment via Prevention First may offer the opportunity to consider wider use of FEO.
- 5.3.6 Findings from this review are in line with 2009 research by Families Commission.⁷⁰ Barriers to use of flexible arrangements include:
- workplace cultures that do not support flexible working
 - attitudes of immediate managers or employers
 - impact of the views of colleagues and co-workers.

FEO use limits access to development opportunities and career progression

- 5.3.7 Users of FEO assume that being on FEO will slow their career progression and limit opportunities for development until they are working full time again. This view is reinforced by senior sergeants and inspectors who confirmed that particular career opportunities are less likely to be available for FEO. 'Career Survey' findings show some senior sergeants and inspectors have strong views about extending the same career opportunities to those on FEO. One inspector, for example stated:

It is unreasonable to expect to have your cake and eat it as well. If people work less in their jobs due to FEO they should not expect the same opportunities as those who work 100% in their jobs. (Male inspector)

⁶⁷ Based on 'FEO Survey' results – see 7 Background to review for more detail about survey activities.

⁶⁸ The Progression of Women in NZ Police, Organisational and Employee Development, HR, 2011.

⁶⁹ Based on data supplied by district Human Resource Managers in July 2012.

⁷⁰ Making it work: the impacts of flexible working arrangements on New Zealand families, Social Policy Journal of New Zealand, Issue 35, June 2009

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- 5.3.8 Career development, training opportunities, and job changes were all viewed as difficult to achieve by those on FEO. Just under a third (29%) of FEO users raised the impact on career and development opportunities as a drawback to being on FEO. When going on FEO, less than a quarter (23%) of FEO users discussed how FEO will fit with future career plans with Police with their supervisor or failing this a mentor
- 5.3.9 FEO users believe that they would not be considered for promotion because they are on FEO. Although FEO is promoted in some places, for example in PolPositionNZ for some districts, there is the perception that it is not realistic to expect a job transfer or promotion while on FEO. However, there is also the perception from those on FEO that working as a supervisor or manager on FEO is not fair on staff, and would be too difficult to manage. This likely reflects organisational messages about how supervisors and managers should work and the availability that is expected.
- 5.3.10 'Career Survey' results (see Table 18) showed women and men interested in promotion agreed FEO is suitable for supervisor and manager roles, but women were more likely to agree than men. Women inspectors (70%) were the most positive about using FEO for supervisor and manager roles followed by women sergeants (67%), and women senior sergeants (64%). For men, senior sergeants showed the highest level of agreement (60%) followed by inspectors (57%). Only 44% of men sergeants and 35% of men constables agreed that FEO is suitable for supervisor and manager roles.

Table 18: Percent of constabulary who agree FEO is suitable for supervisor and manager roles

Base: Constabulary interested in promotion (n=1328)

	Response	Constable		Sergeant		Senior Sergeant		Inspector	
		Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
FEO is suitable for supervisor and manager roles	Strongly agree	22%	6%	22%	8%	32%	17%	30%	19%
	Agree	36%	29%	46%	36%	32%	43%	40%	38%
	Total Agree	58%	35%	67%	44%	64%	60%	70%	57%

- 5.3.11 A few positive experiences with promotion while on FEO were reported demonstrating that career progression and promotion are possible on FEO. This appears to apply to a small number of FEO users.

I have been on FEO for a number of years and have been promoted. I work 5 days so there is limited impact on the workgroup. If I had not been able to work FEO while my children were younger I would not have progressed within Police. (Women senior sergeant)

I have worked FEO as a manager and been promoted while on FEO. My performance was never found to be below standard although I had to work very hard to make sure everything was done. (Women senior sergeant)

- 5.3.12 'Career Survey' results and positive experiences from a minority of FEO users suggest there is some support for FEO in supervisor and manager roles. Introducing career development planning for FEO users, promoting availability of FEO in supervisor and manager roles, and monitoring use at the national level could increase the development and promotion opportunities for FEO users.

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Limited role types available for FEO

- 5.3.13 Over half of FEO users (60%) said they maintained an operational role; however, they also reported that the range of operational work that is available in those roles can be limited, thus limiting career development opportunities and access to experience that is necessary for promotion. This experience is confirmed by views of senior sergeants and inspectors from the 'Career Survey'. The most common comments in the survey against use of FEO in operational roles relate to use in GDB sections, and CIB crime squads. When combined with a lack of access to supervisory and managerial roles, this can severely limit the range of career experiences.
- 5.3.14 Women and men interested in promotion differ in their levels of agreement about whether FEO should be considered for all roles (see Table 19). Women showed stronger levels of agreement than men with inspector women agreeing most strongly (80%), followed by sergeants and constables (67%), and senior sergeants (54%). For men, inspectors showed the highest levels of agreement at 47%, followed by senior sergeants and constables (45%) and sergeants (38%). As men hold the majority of supervision and management roles this view may be limiting the availability of FEO in particular types of roles and circumstances.

Table 19: Percentage of constabulary who agree that FEO should be considered for any role

Base: Constabulary interested in promotion (n=1328)

	Response	Constable		Sergeant		Senior Sergeant		Inspector	
		Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
FEO should be considered for any role	Strongly agree	32%	12%	20%	12%	32%	19%	40%	30%
	Agree	35%	33%	47%	26%	23%	26%	40%	17%
	Total Agree	67%	45%	67%	38%	54%	45%	80%	47%

- 5.3.15 Certain kinds of operational experiences are critical within the pathway to senior management. Limiting access to operational roles as well as supervisory and managerial roles limits available career paths or delays progression until this experience can be gained. FEO can continue for years rather than months, so time spent on FEO can have a significant impact on career advancement. For the FEO Survey 82% of users were women. The more time those women spend on FEO the greater the risk that they will be limited in their career choices due to reduced exposure to opportunities, and relevant experience.
- 5.3.16 Police's approach is different to practice in the UK where roles are scrutinised for ability to be worked on a flexible basis. Positions are filled on the assumption that they can be filled on a flexible basis unless a specific business case has been put forward by the line manager that demonstrates a lack of feasibility – a diversity representative assesses whether the business case is justified.⁷¹

Negative attitudes to FEO limits use

- 5.3.1 All requests for FEO need to be given due consideration. Feedback from the FEO and Career Survey indicates that this is not occurring in all districts and service centres. Refusing to consider FEO goes against the requirements of the Flexible Working Arrangements Amendment Act 2007. Police need to ensure supervisors, managers, and HR advisors and employees are working to the requirements of the Act. For example, employees must put the request in writing (Section 69AAC), and Police must deal with the request as soon as possible and not later than three months, explaining why the request has been approved and if not why not (Section 69AAE).

⁷¹ Study of Police Resource Management and Rostering Arrangements, Home Office, 2004.

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- 5.3.2 Current perceptions of FEO limit the use and availability of FEO - in some cases FEO will not be considered at all. For some the benefits of flexible working for the employee and organisation are not apparent. One inspector from the Career Survey stated:

I have had children and managed them without FEO. It is hard and work life balance is difficult however it is my choice to have children and not the responsibility of the organisation. We need to stop thinking that it is. (Woman inspector)

- 5.3.3 The majority of comments from senior sergeants and inspectors in the 'Career Survey' revolved around challenges managing workloads with reduced staff numbers due to FEO. Even those stating they are supportive of FEO indicated that managing FEO is difficult. For those that are less motivated, management is perceived as too difficult to be worthwhile.

When in that group I would not dream of applying for FEO and I would come to an informal arrangement for my staff who needed it short term, as it was clear from (the group's) senior management that it wouldn't be supported as it wasn't worth the trouble. (Woman senior sergeant)

I have managed a number of women on FEO ...They have all been high performing workers. I have heard a number of comments from other managers about how FEO staff can be a liability...it concerns me that we still need to do a better promotion around FEO and the merits of it. (Woman inspector)

- 5.3.4 Negative perceptions from colleagues were also a common theme within senior sergeant and inspector comments in the 'Career Survey'. They stated the team's perception of the workload impact due to reduced team strength and perceptions about unfair access to 'time off' while others worked full time contribute to the negative perception of FEO.
- 5.3.5 Negative perceptions of colleagues are enough to put some Police employees off applying for FEO. For example, in the 'Career Survey' 24% of women sergeants were put off applying for FEO due to colleagues' views and lack of acceptance of FEO (see Table 20).
- 5.3.6 Negative attitudes can result in limited use of FEO. Limiting up take can result in unnecessary attrition as staff struggle to maintain a work life balance. As Police recruits only a small number of women each year (approximately 50), unnecessary losses have a significant impact on overall representation. Poor attitudes to FEO use could be unnecessarily reducing the pool of potential women to promote as they decide to leave the organisation, or put promotion out of mind due to negative perceptions about balancing both work and non-work commitments within Police.

Table 20: Percentage of constabulary who were put off applying for FEO

Base: Constabulary interested in promotion (n=1328)

	Response	Constable		Sergeants		Senior Sergeants		Inspector	
		Women (n=327)	Men (n=358)	Women (n=55)	Men (n=368)	Women (n=22)	Men (n=124)	Women (n=10)	Men (n=64)
Have the views of your team or work group colleagues ever put you off applying for FEO?	Yes	15%	4%	24%	3%	5%	2%	10%	3%
	No	36%	31%	31%	36%	55%	44%	20%	42%
	Not applicable	42%	53%	38%	50%	23%	44%	50%	39%
	No response	7%	12%	7%	11%	18%	11%	20%	16%

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Better management and promotion of FEO is required to maximise the benefits of use

Increase options for how to use FEO

- 5.3.7 FEO is mainly associated with reduced hours within Police rather than a shift in working patterns. Problems in managing FEO often come back to reduced team strength in operational roles. A wider range of arrangements may contribute to a more positive image for FEO as it does not automatically revert to reduced hours. This may make managing FEO easier as wider options may enable a better match with operational requirements, which may also extend the available roles for FEO.
- 5.3.8 A study of Police Resource Management and Rostering Arrangements in the UK suggested flexible working with variable shifts built around accurate demand profiling could provide almost 70% more officers on duty at peak times and assist forces to manage court attendance, case handling and overtime.⁷² Police in the UK promote a range of options:
- part-time
 - compressed hours (slightly longer days with more time off)
 - annualised hours (choose to spread an agreed number of hours across a year)
 - term time working (take extra unpaid time off to cover the school holidays)
 - job shares
 - flexi time (varying start, finish and break times)
 - variable shift working or self rostering (whereby teams work out for themselves which hours they need covered).
- 5.3.9 Better promotion of the benefits for Police is required. Use of FEO should contribute to successful outcomes for a workforce strategy. Research to date indicates FEO contributes to better work life balance which is associated with the following benefits:
- increased staff retention
 - greater business productivity
 - reduced absenteeism
 - enhanced company image that attracts a wider range of employees
 - workforce that better reflects community improved recruitment.⁷³
- 5.3.10 Developing a workforce strategy and introducing new approaches to deployment through Prevention First may offer the opportunity to consider how formal flexible working arrangements could be better implemented and managed in operational roles.

Introduce improvements to national monitoring of FEO

- 5.3.11 Supervisors and managers see managing FEO as difficult. Strategies need to be developed to overcome the main issues for supervisors, managers and police employees to encourage greater use. To improve Police's understanding of FEO use, national data collection and monitoring should be introduced. This should start with centralised requests for FEO via an electronic format, to make access easier and more consistent. This would enable Police to:
- establish a register of interest for FEO and collect information about, for example, the number of requests, rates of approval, ranks, roles, genders, age
 - establish actual rates of interest by minimising the impact of obstructive attitudes at the local level
 - ensure Police is complying with the requirements of the Act to respond to requests and within a specified timeframe.

⁷² Flexible working in the Police Service, NPIA, 2007.

⁷³ Work-life balance, employee engagement and discretionary effort, A review of the evidence, EEO Trust, 2007; Benefits of Work-life balance, Ministry of Business, Innovation & Employment; Flexible work arrangements literature review, Report to the National Advisory Council on the Employment of Women, 2005

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- 5.3.12 National monitoring of FEO use will allow Police to track the benefits, easily interact with users of FEO to query their experience of FEO so that benefits and issues can be understood and contribute to continuous improvement across Police.

Roll out improved policy

- 5.3.13 A new policy drafted in 2010, yet to be rolled out, is a significant improvement on the current (2003) policy and could contribute to improved promotion of FEO with supervisors and managers. The policy includes a FEO Toolkit that outlines examples of working with FEO within Police including operational roles, and different types of flexible working arrangements, rather than assuming FEO means a reduction in hours. The new policy could be used as a basis for better promotion of FEO.

Extending the use of FEO to create a truly flexible approach to workforce management

- 5.3.14 Police should aim to shift the workplace culture to one that embraces formalised flexible working to extend access to a greater number of Police employees. The fact that the majority of users of FEO are women using it for child care and family commitments reflects the current organisational culture, and not necessarily the needs of staff.
- 5.3.15 Section 3 *Overview of career barriers and progress on initiatives* highlights that men as well as women across ranks can find balancing child care and family commitments challenging. Police needs to be aware of and responsive to shifts in the workforce and changing societal needs.
- 5.3.16 In police forces in England and Wales, once men realised that flexible working is for everyone and not just those who have caring responsibilities the policy was far more popular and supported by the majority of police officers and police staff.⁷⁴ This shift in use was also seen in the private sector.⁷⁵
- 5.3.17 Shifting to a truly flexible approach to workforce management would likely require a significant shift in organisational culture. However, comments from a small number of senior sergeants and inspectors indicate the vision does exist within Police.

FEO is important for all staff to allow them to get through periods of time where it is impossible to work full time. (Male inspector)

There is a perception that FEO is primarily focussed on women with children or women in general. This should be more about work life balance for anyone in particular. It should be about who is best for the role.... (Male inspector)

I have appointed a number of staff under FEO. It's about being flexible and getting the right people for the role. (Male inspector)

Flexibility in the workplace should be the new norm. We should expect staff to be flexible and we should be creative in providing an efficient and effective service to the public which harnesses the full potential of staff...(Male senior sergeant)

⁷⁴ Metropolitan Police Service: the Working Families Employer of the Year, Equal Opportunities Review, 2007.

⁷⁵ Women Matter: Making the breakthrough, McKinsey & Company, 2012.

Recommendation

11. Promote wider use of FEO and work with districts and service centres to identify ways that FEO can be better accommodated within operational roles by:
 - a) introducing online applications for FEO that are initially processed through PNHQ to ensure Police is considering requests in line with policy and the Flexible Working Arrangement Amendment Act 2007
 - b) ensuring the executive promotes FEO in communications to Police employees, supervisors and managers while changes to FEO are being introduced
 - c) introducing national monitoring of FEO to better understand use, enable sharing of learning across the organisation and to ensure career planning with FEO users has been undertaken and documented - include monitoring information in a national diversity report (recommendation 3)
 - d) identifying how extended use of FEO can support flexible deployment objectives within Prevention First
 - e) rolling out an updated FEO policy that includes a 'tool kit' for encouraging a range of approaches for varying work hours while on FEO.

6 Organisational culture

Summary

Overt behaviours that may be deemed workplace or sexual harassment such as inappropriate comments on sexual orientation and jokes offensive to one gender are infrequent. This is inline with results from the Workplace Survey that shows perceptions on Respect and Integrity have improved each year since 2010. Results are also inline with feedback from interviews and surveys stating that blatant behaviours are infrequent, but more subtle practices are occurring that influence the experiences of women in the workplace. Women report more negative perceptions about equal opportunities for achievement, stereotyping of role assignments, and rarity of sexist behaviour.

Police employees supported the need for reviewing the representation of women within senior management; however, some themes came through that demonstrated their wariness of a focus on increasing women in senior management roles. Constabulary men commented that a focus on increasing representation of women represents 'reverse discrimination' as they perceive women are being considered for opportunities and appointments ahead of men. Women constabulary were concerned that the focus on increasing representation of women could lead others to question the appointments they achieved on merit. They were also concerned that women shouldn't be pressured into roles they don't want or aren't ready for - development and promotion opportunities should be tailored to individual career goals, not the need to fill particular roles with women.

For constabulary staff, there is a lack of understanding or acceptance of why a focus on equal opportunities is required. An underlying theme in feedback from constabulary employees is that it is risky to be perceived as different or singled out for any treatment that isn't available to everyone. This mindset makes it difficult to appreciate differences and support a wide range of individuals to be successful and participate to their full potential within the organisation.

A lack of support for diversity focused activities will slow progress in this area and reduce the benefits of targeted initiatives, such as WDPs. Police has some work to do to effectively promote a culture that understands and 'values diversity'.

The executive has a critical role to play in reframing a focus on diversity as a positive for Police to prepare staff to be receptive to a focus on gender diversity and to support Police's diversity objectives. Executive messages should focus on:

- providing an accurate picture of diversity within Police based on current demographics
- what Police is aiming to achieve and why, specifying benefits to be gained by a more diverse workforce at different levels of the organisation
- highlighting the type of activities that will assist Police to achieve diversity objectives
- encouraging staff to examine their views and perspectives to ensure attention is drawn to unconscious biases.

These messages need to be supported by diversity training for managers at all levels of the organisation.

6.1 Steady improvements for respect in the workplace

- 6.1.1 The 'Career Survey' asked Police employees to indicate how frequently they experienced or witnessed some overt behaviours which could be deemed workplace or sexual harassment. Survey results show, for the most part, these behaviours occur infrequently (see Table 21). This is in line with results from the Workplace Survey (WPS) 2012. WPS results show that staff perceptions on Respect and Integrity have improved each year since 2010.

Survey findings for constabulary

- 6.1.2 Table 21 shows the frequency that constabulary women and men across ranks stated they witnessed or experienced overt behaviours which could be deemed workplace or sexual harassment. The majority of constabulary in each rank said they witnessed or experienced these behaviours infrequently - never or yearly. Of the behaviours surveyed for, inappropriate jokes, and language and comments that could be offensive to one gender occur most often – on a weekly or daily basis.

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6.1.3 Like the WPS, 'Career Survey' results show differences between the experiences of women and men. Although behaviours occur infrequently, in most cases women are more aware of these types of behaviours – they state they are experiencing or witnessing these behaviours more frequently than men, particularly at constable rank. This reflects WPS 2012 findings which showed women are less positive than men in believing co-workers behave in accordance with Police values, and this was more prevalent with constabulary roles.

Table 21: Frequency of behaviours experienced or witnessed by constabulary employees⁷⁶

Base: All constabulary who responded to the Career Survey (n=1768)

Inspectors						
N=89, W 11, M 78		A few times a year or Never		Monthly		Weekly or Daily
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	64%	88%	18%	6%	18%	1%
Inappropriate comments on sexual orientation	91%	96%	9%	0%	0%	0%
Inappropriate 'compliments' on physical attributes	91%	91%	0%	3%	9%	1%
Language/comments offensive to one gender	64%	89%	18%	6%	18%	1%
Negative comments on abilities based on gender	82%	94%	18%	3%	0%	0%
Senior Sergeant						
N=198, W 26, M 172		A few times a year or Never		Monthly		Weekly or Daily
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	69%	82%	27%	11%	4%	4%
Inappropriate comments on sexual orientation	89%	91%	4%	2%	4%	4%
Inappropriate 'compliments' on physical attributes	85%	91%	8%	3%	8%	4%
Language/comments offensive to one gender	77%	83%	8%	9%	15%	6%
Negative comments on abilities based on gender	77%	95%	12%	1%	8%	2%
Sergeant						
N=578, W 73, M 505		A few times a year or Never		Monthly		Weekly or Daily
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	73%	80%	12%	10%	12%	7%
Inappropriate comments on sexual orientation	88%	88%	4%	6%	4%	3%
Inappropriate 'compliments' on physical attributes	84%	89%	7%	6%	7%	3%
Language/comments offensive to one gender	81%	80%	1%	9%	15%	8%
Negative comments on abilities based on gender	81%	91%	11%	4%	7%	2%
Constable						
N=903, W 432, M 471		A few times a year or Never		Monthly		Weekly or Daily
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	60%	67%	16%	16%	21%	11%
Inappropriate comments on sexual orientation	75%	85%	12%	5%	10%	5%
Inappropriate 'compliments' on physical attributes	76%	84%	11%	7%	9%	4%
Language/comments offensive to one gender	64%	72%	13%	11%	19%	12%
Negative comments on abilities based on gender	80%	88%	10%	4%	6%	4%

⁷⁶ Responses to the question *During the past 12 months, how often have you experienced or observed the following in your own team or workgroup?* A few times a year' and 'Never' responses were combined' to create the 'Yearly or Never' category, 'A few times a week' and 'Every day' were combined to create the 'Weekly or Daily' category. 'A few times a month' is presented in full as 'the Monthly' category.

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Survey findings for employees

6.1.4 Employees showed roughly the same pattern as constabulary for witnessing or experiencing overt behaviours. Jokes, and language and comments that could be offensive to one gender are the most common behaviours (see Table 22), while other behaviours were experienced infrequently.

Table 22: Frequency of behaviours experienced or witnessed by employees

Base: All employees who responded to the Career Survey (n=357)

Band J, 1 & 2 (N=88)						
Women 45, Men 43	A few times a year or Never		Monthly		Weekly or Daily	
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	69%	91%	18%	5%	11%	2%
Inappropriate comments on sexual orientation	82%	93%	13%	5%	2%	0%
Inappropriate 'compliments' on physical attributes	78%	88%	16%	2%	4%	0%
Language/comments offensive to one gender	67%	86%	18%	2%	13%	5%
Negative comments on abilities based on gender	87%	93%	4%	2%	4%	0%
Band G,H,I (N=269)						
Women 128 , Men 141	A few times a year or Never		Monthly		Weekly or Daily	
Behaviour	Women	Men	Women	Men	Women	Men
Inappropriate jokes offensive to one gender	77%	81%	11%	7%	9%	7%
Inappropriate comments on sexual orientation	86%	87%	9%	4%	3%	2%
Inappropriate 'compliments' on physical attributes	84%	88%	8%	4%	5%	3%
Language/comments offensive to one gender	78%	82%	9%	6%	10%	7%
Negative comments on abilities based on gender	90%	89%	6%	3%	1%	2%

Raising awareness of workplace harassment

6.1.5 It is not surprising to see more frequent experiences of language and comments or jokes that could be offensive to one gender. Feedback in surveys and interviews showed both women and men in Police accept and value banter and joking within their jobs, particularly constabulary employees in operational focused roles.

6.1.6 Friendly banter, light-hearted exchanges, and mutually acceptable jokes and compliments are not considered to be harassment. However, in light of the frequency reported and differences between women and men, it is worthwhile raising awareness within the organisation of the potential damaging impact unwanted and ongoing jokes and language can have on individuals over time. Even when this behaviour is not directed towards individuals, it has an impact on the general work environment and does not promote respect in the workplace.

6.1.7 While personal thresholds for what constitutes 'inappropriate' jokes and language or comments can vary significantly, some behaviours are clearly unacceptable. Women constables stand out for stating they experience or witness a higher frequency of 'compliments' on physical attributes and inappropriate comments on sexual orientation compared to men at their own rank. For example,

- 20% of women constables experienced or witnessed inappropriate compliments on physical attributes on a monthly, weekly or daily basis compared with 10% of men constables
- 22% of women constables experienced or witnessed inappropriate comments on sexual orientation on a monthly, weekly or daily basis compared with 12% of men constables.

6.1.8 All behaviours surveyed for, unwanted, could be considered workplace or sexual harassment. This type of behaviour should be proactively addressed by supervisors and managers to ensure Police is promoting a culture that supports gender diversity.

Defining workplace and sexual harassment⁷⁷

Workplace harassment can range from behaviours that cause slight embarrassment through to criminal acts. One definition is:

"...unwanted and unwarranted behaviour that a person finds offensive, intimidating or humiliating and is repeated, or significant enough as a single incident, to have a detrimental effect upon a person's dignity, safety and well-being".

Behaviour that falls under workplace harassment can include:

- a generally "hostile" work atmosphere of repeated put-downs, offensive stereotypes, malicious rumours, or fear tactics such as threatening or bullying
- a general work atmosphere of repeated jokes, teasing, flirting, leering or sleazy "fun"
- comments or behaviour that express hostility, contempt or ridicule for people of a particular race, age, etc.

Behaviour that falls under sexual harassment can include:

- personally sexually offensive verbal comments
- sexual or smutty jokes
- repeated comments or teasing about someone's alleged sexual activities or private life
- persistent, unwelcome social invitations
- offensive hand or body gestures
- unwelcome physical contact - e.g. patting, pinching, touching or putting an arm around another person's body
- provocative visual material - e.g. posters of a sexual nature.

6.2 Influence of subtle behaviours on workplace culture

6.2.1 Police employees are reporting that overt behaviours that could be considered sexual harassment and discrimination are happening infrequently. Perceptions about other more subtle behaviours that may be impacting workplace culture are less positive. For example, Table 23 shows:

- only around half the women at each rank agree that men and women have equal opportunity for achievement compared to three quarters of men.
- only around half the women at each rank agree that a variety of tasks is available and there is no stereotyping of roles compared to three quarters of men.
- only around 60% of women at each rank agree that it is rare to see women treated in a sexist manner compared to around 80% of men.

6.2.2 Constabulary men are reporting slightly less positively for these aspects of culture than the overt behaviours. However, there is still a noticeable difference in response between women and men. For example, 46% of women inspectors agree that men and women have equal opportunities for achievement compared to 72% of men.

⁷⁷ State Services Commission, Creating a Positive Work Environment – Respect and Safety in the Public Service

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Table 23: Percentage of constabulary who agree with statements about workplace culture

Base: All constabulary who responded to the Career Survey (n=1768)

	Response	Constables		Sergeants		Senior Sergeants		Inspector	
		Women (n=432)	Men (n=471)	Women (n=73)	Men (n=505)	Women (n=26)	Men (n=172)	Women (n=11)	Men (n=78)
NZ Police has reached a point where men and women have equal opportunities for achievement	Strongly agree	8%	30%	1%	34%	4%	27%	0%	22%
	Agree	41%	48%	44%	45%	46%	50%	46%	50%
	Total Agree	49%	78%	45%	79%	50%	77%	46%	72%
Men and women have a variety of tasks available to them – there is no stereotyping of roles	Strongly agree	7%	27%	1%	31%	8%	23%	18%	24%
	Agree	43%	50%	47%	48%	39%	56%	36%	50%
	Total Agree	50%	77%	48%	79%	47%	79%	54%	74%
It is rare to see women treated in a sexist manner in NZ Police.	Strongly agree	17%	34%	14%	38%	23%	28%	9%	33%
	Agree	44%	45%	51%	47%	39%	56%	46%	50%
	Total Agree	61%	79%	65%	85%	62%	84%	55%	83%

6.2.3 For non-constabulary employees, the overall pattern was the same again when comparing the responses of women and men – women reported less positively, and there was a noticeable difference between women and men (see Table 24). However responses from non-constabulary employees are considerably different to constabulary as results were less positive. For example:

- only 22% of women employees in bands J to 2 agree men and women have equal opportunities for achievement compared to 61% of men
- only 24% of women employees in bands J to 2 agree a variety of tasks are available – there is no stereotyping of roles compared to 60% of men
- men employees in bands J,1 and 2 show lower overall agreement than constabulary men that men and women have equal opportunities for achievement, and a variety of tasks are available to women and men.

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Table 24: Percentage of employees who agree with statements about workplace culture

Base: All employees who responded to the Career Survey (n=357)

	Response	Bands G,H,I		Bands J,1,2	
		Women (n=128)	Men (n=141)	Women (n=45)	Men (n=43)
Men and women have equal opportunities for achievement	Strongly agree	2%	26%	2%	21%
	Agree	35%	49%	20%	40%
	Total Agree	37%	75%	22%	61%
A variety of tasks are available – there is no stereotyping of roles	Strongly agree	4%	24%	2%	23%
	Agree	42%	52%	22%	37%
	Total Agree	46%	76%	24%	60%
It is rare to see women treated in a sexist manner	Strongly agree	6%	28%	4%	30%
	Agree	52%	42%	51%	40%
	Total Agree	58%	70%	55%	70%

- 6.2.4 Employees are much more aware of these cultural perceptions than constabulary employees. Such a difference signals a need for further review, particularly when considering the low representation of non-constabulary women in senior management roles.
- 6.2.5 When the differences between men and women, and constabulary and non-constabulary are considered for less obvious behaviours -in conjunction with the infrequent experience of overt behaviours - it could be assumed that it is more subtle practices that are contributing to the less positive perceptions about the workplace.
- 6.2.6 This is in line with review feedback through surveys and interviews that blatant sexual discrimination occurred infrequently and more subtle behaviours that are more difficult to pin-point and identify contribute to the different views of workplace culture for women in Police.
- 6.2.7 An example that was raised by constabulary women and men related to task assignment in operational roles. Often women are put in the position of dealing with victims while men deal with offenders. Another example was provided from the training environment. It was observed that women are being left out of more physical tasks within the command appreciation component of qualifying courses. Pigeon-holing people into tasks based on perceptions about gender limits the experience and skill development for women, and for men.
- 6.2.8 It is important to recognise that this type of practice and attitude can limit career experiences at many points throughout the organisation. For example, research shows:
- lack of appreciation for different leadership styles can limit opportunities – transformational leadership style is often employed by women whereas in organisations with strongly ‘masculine’ leadership cultures a more transactional style (task-oriented, autocratic) is valued
 - women are viewed as risky choices for leadership roles so managers look to their experience while men will be promoted on basis of potential – the bar is set higher for women in male-dominated fields
 - social stereotypes of femininity can lead to a double-bind - women are required to strike a difficult balance by demonstrating typically masculine attributes to be accepted in particular leadership roles while maintaining feminine traits but too much of either results in negative perceptions of being too feminine to lead effectively or too aggressive and hard and not feminine enough.⁷⁸

⁷⁸ Making the breakthrough, McKinsey & Company, 2012. Our experiences in elevating the representation of women in leadership – Australian business leaders, Human Rights Commission 2011. Addressing challenges to women’s leadership and advancement, Corporate Leadership Council, Dec 2009. Traps that keep women from reaching the top and how to avoid them, Vanderbroeck, Journal of Management Development, Vol. 29, No. 9, 2010. Women in senior police management, ACPR, 2002.

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- 6.2.9 These situations lead to a tendency for managers to appoint those that are most similar to themselves, affecting appointments for women, and others that do not demonstrate organisationally valued characteristics.⁷⁹ Eradicating this practice requires drawing attention to behaviours which may be unintentional as well as intentional.

Research suggests one of the main reasons organisations fail to manage a diverse workforce is when the approach involves,...' *employing demographically different people who are expected to fit the norms of the existing workplace culture rather than the workplace recognising, valuing, encouraging and rewarding difference*'.⁸⁰

6.3 Challenges to accomplishing diversity objectives

- 6.3.1 Police employees⁸¹ supported the need for reviewing the representation of women within senior management; however, some themes came through that demonstrated their wariness of a focus on increasing women in senior management roles.
- 6.3.2 There was support from constabulary men for improving the representation of women in particular roles, as long as merit based appointments applied. There was also noticeable comment from constabulary men that a focus on increasing representation of women represents 'reverse discrimination' as they perceive women are being considered for opportunities and appointments ahead of men.
- 6.3.3 Women constabulary were concerned that the focus on increasing representation of women could lead others to question the appointments they achieved on merit. They were also concerned that women shouldn't be pressured into roles they don't want or aren't ready for - development and promotion opportunities should be tailored to individual career goals, not the need to fill particular roles with women.
- 6.3.4 Another theme revolved around a lack of understanding or acceptance of why a focus on equal opportunities is required. Only a small number of Police employees recognised the influence the dominant group has on the organisational culture and development of process and policy and the importance of reviewing activities to ensure unintentional barriers are identified and addressed. Tied to this theme is an underlying idea that, for constabulary employees, Police is not comfortable drawing attention to and talking about differences - it is risky to be perceived as different or singled out for any treatment that isn't available to everyone.
- 6.3.5 This mindset makes it difficult to appreciate difference and support a wide range of individuals, not just women, to be successful and participate to their full potential within the organisation. A lack of support for diversity focused activities will slow progress on increasing diversity. Police has some work to do to effectively promote a culture that understands and 'values diversity'.
- 6.3.6 Police should focus on communicating the importance of diversity and up skilling staff in their understanding of diversity – not just in an outward facing way in dealing with communities, but also in terms of how Police employees deal with each other at all levels of the organisation. The Executive has a critical role to play in reframing a focus on diversity as a positive for Police to prepare staff to be receptive to an increased focus on diversity and support Police's diversity objectives.

⁷⁹ Working in an ideological echo chamber? Diversity of thought as a breakthrough strategy, Deloitte – Human Capital Australia, 2011.

⁸⁰ Diversity and Equality – Evidence of positive business outcomes and how to achieve them, EEO Trust, 2008.

⁸¹ Themes were drawn from interviews and open ended survey responses from senior sergeants, inspectors and employees in a bands J to 2.

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6.3.7 Executive messages should focus on:

- providing an accurate picture of diversity within Police based on current demographics
- what Police is aiming to achieve and why, specifying benefits to be gained by a more diverse workforce at different levels of the organisation
- highlighting the type of activities that will assist Police to achieve diversity objectives
- encouraging staff to examine their views and perspectives to ensure attention is drawn to unconscious biases.

6.3.8 These messages need to be supported by diversity training for managers at all levels of the organisation. Currently, the only required diversity training in Police is via qualifying courses for sergeants to inspectors at RNZPC, and this has only been introduced in the last 18 months.

6.3.9 Wider diversity training is required. This should entail providing information, as well as interactive exercises to challenge existing views, thinking and convictions, and tying this to day to day work environment to highlight opportunities to observe and, if necessary, alter current behaviours. Incorporating tests of unconscious attitudes within training can help to draw these out and provides a basis for initiating discussion.⁸² Other tools, such as 'The Story of O' can assist with highlighting the impact and challenges of dominant group behaviour.⁸³

Men are often less persuaded of the need for gender diversity –highlighting the need to change attitudes to implement changes. Corporate transformations that address underlying attitudes that prevent change are four times more likely to succeed than those that tackle only the symptoms of resistance.⁸⁴

6.3.10 Other opportunities to raise awareness of diversity include incorporating a focus on diversity in key performance indicators (KPI), and a introducing a mandatory diversity competency within the appointment process to ensure managers are managing for diversity. This approach is used in England and Wales.

6.3.11 It is possible existing tools could be adapted. For example, including a focus on effective management of diversity within the Building Talent and Managing Performance KPI, and using the core Police value of Respect within the appointments process. A diversity focus could also be considered for the refocused competencies within the Integrated Leadership Framework.

6.4 Exit interviews for understanding workplace culture

6.4.1 Police should have a good understanding of why women are choosing to leave Police to ensure any culture issues limiting career advancement can be identified and addressed. The current approach to exit interviews and surveys, including execution, data management and reporting, represents a missed opportunity to understand attrition trends for women, or any other group that departs Police.

6.4.2 District execution of exit interviews and surveys is variable and not well executed in terms of when interviews are offered, follow up and options about who offers interviews. This could be overcome by altering the approach to exit interviews and surveys.

6.4.3 An anonymous electronic survey done prior to leaving Police could be used to simplify the process – reducing reliance on individuals to manage initiation of the process. This may also encourage participation due to the anonymity it offers and result in better quality of information for Police for understanding the workplace and what could be influencing attrition.

6.4.4 Electronic surveying would also improve analysis of exit information. A change in approach should include a review of survey variables to ensure there is a match with a workforce strategy and women's progression plan. Reporting on exit interviews should be included in a national equity and diversity report (see recommendation 3 in *Section 2 Approach to diversity strategy and planning*).

⁸² Project Implicit, Harvard University, <https://implicit.harvard.edu/implicit/demo/>

⁸³ Reference Story of O from Organisational and Employee Development Group

⁸⁴ McKinsey, Making the breakthrough, 2012.

Recommendations

12. Communicate organisational diversity objectives to prepare staff for a focus on diversity and associated activities by:
 - a) providing an accurate picture of diversity within Police based on current demographics
 - b) setting out what Police is aiming to achieve and why specifying benefits to be gained by a more diverse workforce at different levels of the organisation
 - c) highlighting the type of activities that will assist Police to achieve diversity objectives
 - d) encouraging staff to examine their views and perspectives to ensure attention is drawn to unconscious biases.
13. Introduce diversity training for supervisors and managers.
 - a) Ensure training goes beyond providing information to include interactive activities that challenge existing views and link the training experience to everyday workplace practices.
 - b) Provide supervisors and managers with training and education materials to assist them to proactively raise awareness of workplace harassment to address inappropriate jokes, comments and language.
14. Improve the exit survey process by:
 - a) introducing an alternative process such as an anonymous e-survey lodged at the national level to replace exit interviews
 - b) including survey questions that link to the workforce strategy and diversity plan
 - c) reporting results of exit surveys in a national diversity report (recommendation 3).

Appendix One – Reference list

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