



HIGHLIGHTS

Career Progression and Development Survey, 2000 Results for the New Zealand Public Service



April 2002



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THE CAREER PROGRESSION AND DEVELOPMENT SURVEY

The Career Progression and Development Survey was conducted by the New Zealand State Services Commission in late 2000. It explored public servants' perceptions of the Public Service¹ work environment and their career progression opportunities. The survey also offered the opportunity to investigate longstanding concerns of the State Services Commissioner about the number and diversity of candidates putting themselves forward for Public Service chief executive positions. His desire to strengthen the pool of future candidates, in particular to address the dearth of women applicants, was the original impetus for an investigation into career progression and development in the New Zealand Public Service.

Research Method

A stratified random sample of public servants was invited to respond by questionnaire to a broad range of questions related to their careers, including their career aspirations, their access to training and development opportunities, factors that had helped or hindered their career progression, and what, if anything, had prevented them from applying for senior positions.

Staff were asked how important certain factors were to them and how they rated their job or their department in terms of those factors. To be clear about what was most important to public servants, only the proportions of staff responding that a factor was "Highly important" to them are reported. Likewise, as indications of satisfaction and/or dissatisfaction, only the proportions indicating "Good" and "Poor" in their ratings of their jobs or departments are reported. "Fair" ratings are reported only exceptionally.

¹ The Public Service comprises the departments listed in the First Schedule to the State Sector Act, 1988.

The overall response rate was 52%, which equates to 6,522 respondents. Respondents were broadly representative of the Public Service population. The sampling method allows the results to be reported as if all staff had responded to the survey. A very conservative approach has been taken to the reporting of both quantitative² and qualitative³ results. Qualitative comments are cited only where they represent a recurring theme or give context to the quantitative results. Responses included approximately 15,000 qualitative comments.

Statistics New Zealand provided advice on and reviewed the survey design and research method.

A full version of the results of the survey, and the research method used, is accessible on the website of the State Services Commission at <http://www.ssc.govt.nz>.

² The report uses 99% confidence intervals for the proportions shown.

³ These are the responses to open-ended questions where respondents were able to write about their experiences in their own words as opposed to ticking a box.

A MESSAGE FROM THE STATE SERVICES COMMISSIONER

A high-performing Public Service can make a difference – to New Zealand’s success as a society and to the individuals and communities that make up that society. But if the Public Service is to perform, the best and the brightest must see the Public Service as "a good place to work". For the first time we have information based on solid data and analysis as to whether that is, in fact, the case.

Of course, the results of the survey are a single snapshot in time. We have no reliable way of knowing whether things are better or worse compared to the past, or compared to other sectors of the economy. I suspect that many of the themes and findings in this report are applicable to most organisations, whether they are in the private or public sectors. I want to concentrate on using the results of the survey to ensure that the Public Service is an employer of choice for the best and the brightest.

It is clear from the results that public servants are primarily motivated by the desire for challenging work that makes a difference. Making a difference in our society is, after all, what public service is all about. Public servants have also confirmed that they remain highly concerned about fairness and equity, concerns that have traditionally set the Public Service apart from the wider labour market. However, the survey poses some challenges for those of us with leadership responsibilities for the Public Service.

I want the Public Service to be an exemplar as a good employer as enshrined in the State Sector Act. That means being ‘family-friendly’, ensuring staff ‘have a life’ while meeting their work commitments, and maintaining the highest possible standards in terms of fairness, equity, and professional conduct.

I am reassured to see the levels of ambition among public servants. But I am concerned that many also consider their opportunities for advancement to be poor. Their perceptions of access to some training and development opportunities clearly signal areas where there is room for improvement.

I am also delighted at the overall positive picture that staff painted of their immediate managers. But some improvement is warranted in terms of making sure managers are better equipped to support the career development of their staff.

People management is hard. Whether in the public or private sectors, and no matter what the industry or organisation, one of the hardest roles for a manager is getting the best out of people. But good performance management is such an important contribution to personal and professional growth that we must do better in this area.

I want us to achieve real diversity in the Public Service – at all levels. We cannot afford to waste talent. We must recognise and respond to the aspirations of women, Māori and Pacific peoples, and the more complex labour market in which we operate. The Public Service must be smarter and more responsive as an employer if we are to be successful in attracting and keeping the people we need. This survey is a major step in getting us there.

A handwritten signature in black ink, reading "Michael Wintringham". The signature is fluid and cursive, with a long horizontal stroke at the end.

Michael Wintringham
State Services Commissioner

CAREER PROGRESSION AND DEVELOPMENT SURVEY RESULTS – THE CONTEXT

A changing labour market - implications for the Public Service

Generational changes in approaches to work and attachment to organisations have been highlighted in research in New Zealand and overseas. Younger people are much less likely than those of previous generations to have expectations of a life-long career in a single organisation, institution or even sector. They place high value on training and development opportunities that enable them to keep moving ahead in what will be multi-dimensional, as opposed to traditionally linear, career trajectories. They are more likely to move from one organisation to another if their development needs are not being met⁴. These factors suggest that the labour market will become increasingly competitive for employers in search of top talent. Public Service organisations will have to compete not only against each other but also increasingly against employers in the wider public sector and in the private sector. Under these conditions, to attract and retain skilled and talented staff the Public Service will have to enhance its traditional competitive advantages and develop new ones⁵.

The ethnic composition of the Public Service is also expected to change considerably over the medium-to-long term, mainly due to changes in the demographics of the New Zealand population. Māori are expected to increase from 13% (1996 base) to 21% of the working-age population in 2051, and Pacific peoples from 5% (1996 base) to 13% in 2051⁶. Moreover, the age structure of Māori and Pacific peoples in the population and in the labour force shows very high proportions in the younger age groups. This is expected to flow through into a considerable increase in the Māori and Pacific composition of the Public Service in future.

⁴ Watts, A.G. *The Future of Career and Career Guidance*. Paper presented at the conference "Career Planning: Signposting the Future", Wellington, 21-23 January 1997.

⁵ Organisation for Economic Development and Cooperation. *Competitive Public Employer*. PUMA/HRM, 2001.

⁶ Source: Statistics New Zealand. *Population Projections (1996 (Base) – 2051)*. Wellington, SNZ, 1998.

While the age structure of women in the Public Service is slightly younger than that of men, the majority of younger staff in the managerial and professional occupations are women. Women are therefore an increasingly important part of the senior management talent pool.

Taken together, these demographic trends suggest that the composition of the Public Service is likely to change considerably over the next few decades. Most importantly, if the Public Service does not ensure that it provides the conditions and career opportunities demanded by women, Māori and Pacific peoples, then it will limit its access to increasingly large proportions of its labour supply.

The Career Progression and Development Survey has provided, for the first time, robust information about the career expectations and experiences of public servants overall, and of the various population groups that make up the Public Service.

CAREER PROGRESSION AND DEVELOPMENT SURVEY RESULTS – KEY FINDINGS

High ambitions but poor advancement opportunities

There is no lack of ambition in the Public Service. The survey findings indicate that most public servants – about 60% – wanted a higher-level job in the Public Service some time in the future. 16% had their sights set on a chief executive position. However, public servants generally perceived their opportunities for advancement to be poor. This means that there was a large pool of individuals wanting to move up the Public Service ranks, but feeling that there were a limited number of more senior jobs to advance into. Flat management structures, a lack of visible career paths, inadequate information about job vacancies, and a perceived preference for departments to source talent externally rather than to ‘grow’ their own, were seen by staff as factors impacting on their advancement opportunities. Staff also appeared to perceive their advancement opportunities narrowly, in relation to their current department and not the wider Public Service.

Half of public servants felt their opportunities for advancement were "Poor" - only 13% felt they were "Good".

Public servants cited a range of factors as having put them off applying for a more senior job, mainly related to clashes with life outside the workplace or with a perceived lack of qualifications or experience (see Table 1 in the Appendix).

Development and training opportunities

Public servants appeared to consider unstructured learning and continuous development as of greater value to their jobs and careers than more formal development and training activities. Overall, they were most satisfied with the development opportunities they considered most important for their career development (see Figure 1 in the Appendix). In general, however, their satisfaction with development and training could only be described as moderate.

*44% of public servants rated their department as "Good" at providing opportunities for them to **demonstrate their skills and abilities.***

*38% rated their department as "Good" but 18% rated it as "Poor" at allowing them to **gain experience in a range of tasks.***

*35% rated their department as "Good", but 23% rated it as "Poor" **at providing on-the-job training.***

*37% rated their department as "Good" but 24% rated it as "Poor" at **providing training courses and seminars.***

*As many staff gave "Poor" as gave "Good" ratings on opportunities to **'act-up', secondments, and study leave.***

In qualitative responses, public servants indicated that they felt there was inadequate attention to training and staff development. The survey findings appear to corroborate previous research that suggested that in many Public Service departments there was no overall training and development strategy and/or no separate training function, and that the allocation of training and development opportunities was often ad hoc, 'bottom up' (driven by individual staff) and inadequately linked to organisational capability. Variations in staff satisfaction across the Public Service did not appear to be linked to the relative size of departments.

Managers play a key role in career development

Managers emerged as key players in facilitating the career development of their staff. Public servants indicated clearly that they valued good management. They painted a positive picture of their immediate supervisors and managers, feeling generally well supported by their managers, and considering them particularly good at allowing staff to use their initiative (see Table 2 in the Appendix). However, managers were perceived as less skilled at actively encouraging and supporting their staff's career development and at giving regular and constructive performance feedback. In this context, there appeared to be unmet demand for more active coaching by managers and/or more experienced colleagues and for more access to formal mentoring arrangements.

There was remarkable uniformity in how managers were assessed by their staff, regardless of the level, gender or ethnicity of those staff. These assessments point to the general areas that Public Service managers – regardless of level – are good at in terms of 'people management', and where they might need to improve.

77% of public servants said their manager was "Good" at allowing them to use their initiative.

67% said their manager was "Good" at encouraging staff input into decisions that directly affected them.

54% said their manager was "Good" at encouraging and supporting staff career development, but 18% said their manager was "Poor" at this.

50% said their manager was "Good" at providing regular and constructive performance feedback, but 24% said their manager was "Poor" at this.

Overall management of organisations is also important

The positive picture of immediate managers and supervisors contrasted somewhat with staff's less positive perceptions of overall management of the organisations in which they worked. Some of this dissatisfaction appeared to be linked to staff not

knowing the overall direction of their organisation and their place in it. This appeared to be particularly acute in times of organisational change. It suggests a need for better information and communication between management and staff – a challenge not unique to the Public Service and arguably applicable to any organisation, public or private.

Who has a mentor?

18% of public servants overall had a mentor:

- *women (20%) more than men (16%);*
- *women managers (28%) more than male managers (16%);*
- *Māori (25%) more than non-Māori (16%); and*
- *younger staff (22% of staff under 30 years), more than older staff (18% of staff aged 30-45, and 12% of staff aged over 45 years).*

Of those who had a mentor, only 14% had made contact with their mentor through a formal mentoring scheme.

Quality of management

86% of public servants said that this was "Highly important" to them - 29% gave a "Good" rating on this factor, 46% gave a "Fair" rating, and 25% gave a "Poor" rating.

Fairness and equity are crucial to work environments

Fairness was crucial to public servants and was a major theme running through the results. 94% of public servants considered being treated fairly as "Highly important" to their work and careers. Yet less than half (40%) of them rated their organisations as "Good" at treating them fairly, and more staff rated their organisations as "Poor" than as "Good" at providing equitable access to rewards. In terms of pay and benefits, how rewards were distributed seemed to be more of an issue than overall levels of remuneration.

Concerns about fairness and its impacts on career progression were a recurring theme in qualitative comments, especially related to selection processes and differential access to development opportunities. Fairness is essential for ensuring every public servant has an equal chance to advance their career and it is an important condition for ensuring the Public Service remains an attractive employer. Managers play a key role in facilitating a good and fair work environment for their staff. Ensuring that human resources policies and provisions are transparent and applied evenly by managers, and that managers communicate decisions and the reasons behind them clearly to staff, are likely to improve perceptions of fairness.

Work environment – key elements*

94% of public servants considered being treated fairly as "Highly important" to their work environment, 40% rated their department as "Good" and 17% as "Poor" in this domain.

88% considered staff working co-operatively as "Highly important", 43% rated their department as "Good" in this area, and 81% said that they received "Good" support from their co-workers.

81% considered having their ideas valued as "Highly important", 36% rated their department as "Good" and 18% as "Poor" on this front.

75% considered having equitable access to rewards as "Highly important", more public servants rated their department as "Poor" (35%) than as "Good" (22%) in this domain.

** See Figure 2 in the Appendix.*

Desire for improved life/work balance

Public servants were working hard. Three-quarters reported working more hours than they were employed for. Almost one in five (19%) said they worked 10 or more additional hours a week. But goodwill appeared to be wearing thin. Heavy workloads were a recurring complaint, and appeared to affect public servants' abilities to balance work and other commitments, including family responsibilities. While there was relative satisfaction with the formal provisions around flexible hours and family leave, the overall picture suggested that maintaining a life/work balance involved a constant juggle, especially for women with family responsibilities.

This life/work juggle might also be operating as a barrier to career progression, for both men and women. Potential clashes with life outside the workplace appeared to be the main deterrents to staff seeking a more senior job (see Table 1 in the Appendix). A quarter of public servants – regardless of managerial status, gender or ethnicity - said they were put off applying

Family-friendly provisions

49% of public servants rated their department as "Good" and 19%* as "Poor" at allowing **part-time work**.*

59% rated their department as "Good" at providing access to **parental leave**.*

53% rated their department as "Good" at providing access to **caregiver leave**.*

*59% of public servants rated their manager as "Good" at taking a flexible approach to **resolving work and family conflicts**.*

** of those for whom it was applicable*

for a higher-level job because they felt they would not be able to balance their work and family responsibilities. One in five said the long hours associated with higher-level jobs had deterred them from seeking one. Qualitative responses suggested that workload and time constraints also limited public servants' abilities to take advantage of available development opportunities. These issues are not unique to the Public Service. Strategies for addressing life/work balance issues are a prevalent theme in the management literature.

Being able to provide a work environment that allows staff to balance their work and outside commitments is increasingly seen as a competitive advantage, a factor in attracting and retaining staff as well as enhancing their productivity on the job. More attention and innovation will be needed if the Public Service is to consolidate its position as a front-runner in this area.

Unfair and unwelcome treatment – incidence and impacts

Experiencing discrimination and unwelcome behaviour can compromise an individual's day-to-day work and undermine their career development. Despite a long history of equal employment opportunities initiatives in the Public Service, more than one in five (21%) public servants felt that within the 12 months prior to the survey they had been treated less favourably because of a personal characteristic, notably gender. Also, despite longstanding policies and provisions to ensure good conduct, just over a third of public servants (34%) said they had experienced unwelcome behaviour that had intimidated, offended, or humiliated them in the 12 months prior to the survey. This was mostly remarks, jokes and communications that were considered to be offensive.

Very low proportions (2% or less) reported having experienced any one of the behaviours categorised as sexual harassment. When compared with the reported incidence of sexual harassment in the workforce generally in New Zealand, this would appear to be low. Behaviour that could be described as 'bullying' was an emerging concern and warrants some vigilance, especially given the increasing extent to which bullying is being recognised in the courts as a workplace hazard and the responsibility of employers to monitor and manage. Public servants are unlikely to perform to their potential or advance in their careers if they do not feel safe in their workplaces. This is also potentially an area of competitive advantage for the Public Service, so promoting and maintaining standards of good conduct are essential.

What motivates public servants?

Overall, public servants seemed to be motivated by the desire for work that was challenging and gave them a sense of accomplishment. They appeared relatively satisfied on both fronts. The survey results corroborated previous research that

suggested public servants were more motivated by job interest than by material rewards (see Figure 3 in the Appendix). The interesting and challenging nature of their work will need to be maintained to ensure that they remain motivated and want to stay working in the Public Service.

What is "Highly important" to public servants in their jobs?

- 91% said having feelings of accomplishment;
 - 86% said quality of management; and
 - 77% said challenging work.
-

In rating their jobs:

- 60% of public servants said their jobs were "Good" at providing challenging work;
 - 43% said they were "Good" at providing feelings of accomplishment; and
 - 29% rated their pay and benefits as "Good", 24% as "Poor" and 47% as "Fair".
-

DIVERSITY AND CAREER PROGRESSION

The Public Service is not homogeneous. In comparing the responses to the survey of the various population groups that make up the Public Service, different stories emerged about the aspirations, expectations and experiences of those groups.

Women in the Public Service

Profile of women in the Public Service (30 June 2000)

- Women made up 56% of the Public Service workforce.
- 7% of women were managers, compared with 13% of men.
- Women were one-third of senior managers.
- The average salary of women was 17% less than that of men.

The survey showed that women and men generally valued the same things in the workplace. Women tended to be more positive than men in their ratings of their jobs and of the organisations they worked in, even when corroborating evidence (for example on the gender pay gap) would suggest that they should be less satisfied than men. Women's under-representation in senior management and over-representation in lower-paid occupations confirm that there is some way to go before they have parity with their male colleagues.

In qualitative responses women gave many examples of feeling that their gender had disadvantaged them. Women were more likely than men to report gender-based discrimination, and of having experienced unwelcome behaviour in the workplace. Women were more than twice as likely as men to report having experienced behaviours categorised as sexual harassment.

The survey results mirrored the findings of other recent studies that even when women and men equally report having responsibilities for the care of dependants, women are much more likely to adjust their career aspirations and working lives to accommodate these responsibilities.

Impacts of caregiving responsibilities

42% of public servants (male and female equally) reported having or sharing primary responsibilities for the care of dependants. However, women seemed to adjust their working lives to accommodate caregiving responsibilities more than men did. Female caregivers were more likely than male caregivers to consider as "Highly important" all of the factors in the survey associated with life/work balance, that is:

- having a reasonable workload (62% women, 53% men);*
 - working standard hours (37% women, 26% men);*
 - the ability to work flexible hours (63% women, 45% men);*
 - parental leave (45% women, 26% men);*
 - caregiver leave (49% women, 27% men);*
 - part-time work (29% women, 6% men);*
and
 - working from home (19% women compared with 10% men).*
-

Apart from clashes with non-work responsibilities, women appeared more deterred than men from applying for higher-level jobs because they perceived they lacked the requisite experience. However, there was no gender difference in perceptions of having the right qualifications to take up a more senior job.

Indeed, the survey revealed women and men to be equally qualified academically. It also showed that women appeared keen to advance their careers, displaying high aspirations to achieve higher-level jobs and placing high value on development and training opportunities (albeit perceiving that some were less applicable to them).

The survey showed that women are not a homogeneous group. Women managers tended to respond along the same lines as their male counterparts. Their responses mirrored those of male managers and contrasted with the responses of non-managerial women in all but a few areas.

Māori in the Public Service

Profile of Māori in the Public Service (30 June 2000)

- Māori made up 17% of the Public Service workforce.
- 8% of senior managers were Māori.
- Māori public servants earned on average 13% less than non-Māori public servants.

The survey showed that, in general, Māori appeared to experience employment in the Public Service in similar ways to other staff. They only differed in their ratings on one factor - pay and benefits – where they were less satisfied than other staff.

Life/work balance provisions seemed to be more important to Māori than to other staff. While they appeared as satisfied as other staff with their access to those formal provisions, the juggle between work and their commitments outside the workplace was perhaps more acute for Māori because proportionately more of them had responsibilities for the care of dependants.

Māori were more likely than non-Māori to report having experienced unfair treatment on the basis of a personal characteristic (27% compared with 19% of non-Māori) and to have experienced unwelcome behaviour in the workplace (43% compared with 33% of non-Māori).

*24% of Māori compared with 30% of non-Māori rated their **pay and benefits** as "Good", while 30% of Māori compared with 22% of non-Māori rated their pay and benefits as "Poor".*

54% of Māori (compared with 39% of non-Māori) reported having primary responsibilities for the care of dependants.

Māori were as likely as other staff to report working more hours than they were employed for.

Ambitions and inhibitors

*66% of Māori compared with 58% of non-Māori **wanted a more senior job** in the Public Service.*

*22% of Māori compared with 15% of non-Māori **wanted to become a chief executive**.*

*62% of Māori (compared with 48% of non-Māori) **considered opportunities for advancement** as "Highly important" in their jobs.*

In terms of what had stopped them from applying for a higher-level job:

- proportionately more Māori than non-Māori cited **lack of qualifications** (33% compared with 19%), and **lack of experience** (32% compared with 25%); and*
 - proportionately fewer Māori than non-Māori cited **not wanting to relocate** (19% compared with 25%).*
-

Māori displayed high ambitions to move ahead in their Public Service careers: two-thirds said they wanted a higher-level job in the future. More than one in five wanted to become a chief executive. However, they appeared deterred from applying for more senior jobs by their relative lack of qualifications and experience. The importance they attached to development and training opportunities confirmed their desire and willingness to improve their readiness for a more senior job. They were more likely than other staff to have a mentor, suggesting that some strategies are already in place to support Māori in their Public Service careers.

Pacific peoples in the Public Service

Profile of Pacific peoples in the Public Service (30 June 2000)

- Pacific peoples made up 7% of the Public Service workforce.
- Just over 1% of senior managers were Pacific peoples.
- Pacific peoples in the Public Service earned on average 19% less than non-Pacific peoples.

Pacific staff showed high levels of ambition: almost three-quarters aspired to a higher-level job, and almost one-quarter had their sights set on a chief executive position.

Yet a lack of qualifications and/or experience seemed to have put them off applying for higher-level jobs. The high value placed on training and development opportunities indicated that they were keen to enhance their experience and qualifications. However, they appeared less satisfied than other staff with their access to some of the development and training opportunities surveyed, in particular study leave.

Fairness was a theme for Pacific staff. They were less satisfied than other staff with their pay and benefits and were less satisfied that they had equitable access to rewards. They appeared less satisfied that they were treated fairly, and that their ideas were valued.

*41% of Pacific peoples compared with 20% of other staff said they were deterred from applying for a more senior job because they felt they **lacked the necessary qualifications.***

*74% of Pacific peoples in the Public Service compared with 59% of non-Pacific peoples aspired to a **more senior position** in the Public Service.*

*23% of Pacific peoples compared with 15% of non-Pacific peoples wanted to **become a chief executive.***

*71% of Pacific peoples compared with 49% of non-Pacific peoples considered **opportunities for advancement** to be "Highly important" in their jobs.*

35% of Pacific peoples compared with 23% of others rated their **pay and benefits** as "Poor".

10% of Pacific peoples compared with 23% of others rated their department as "Good" at providing **equitable access to rewards**.

28% of Pacific peoples compared with 17% of others cited concerns about the **fairness of selection processes** as a deterrent to seeking a higher-level job.

32% of Pacific staff compared with 42% of others rated their departments as "Good" at ensuring they were **treated fairly**.

29% of Pacific peoples compared with 20% of others reported **being treated unfairly on the basis of a personal characteristic**.

45% of Pacific peoples compared with 34% of others reported having experienced **unwelcome behaviour**.

Pacific staff were more deterred than other staff from applying for a higher-level job by concerns about the fairness of selection processes. Moreover, they were more likely to feel that they had been treated unfairly on the basis of a personal characteristic, and more likely to report having experienced unwelcome behaviour.

They were more likely than other staff to report having responsibilities for the care of dependants, and as such they generally attached higher importance than other staff to the life/work balance factors surveyed. They appeared less satisfied with their access to caregiver leave and less satisfied that their outside commitments were accommodated at work.

55% of Pacific peoples compared with 41% of others had **responsibilities for the care of dependants**.

28% of Pacific peoples compared with 43% of others rated their department as "Good" at allowing **outside commitments to be accommodated at work**.

37%* of Pacific peoples compared with 54%* of others rated their departments as "Good" at providing access to **caregiver leave**.

*of those for whom it was applicable

People with disabilities in the Public Service

Profile of people with disabilities in the Public Service (30 June 2000)

- About 10% of public servants reported having a disability.
- People with disabilities had similar jobs and had similar earnings to other staff.
- 59% were women and 41% were men.
- Public servants with disabilities tended to be older than other public servants.

People with disabilities had the same aspirations as other staff to advance their careers, and they had similar expectations as to how that should occur. However, they appeared less satisfied that managers actively encouraged their career development, and cited lack of support from managers as a deterrent to applying for higher-level jobs. They also rated managers less well than did other staff on being allowed to use initiative in carrying out their work. They were less satisfied that they had access to high-profile work.

*18% of people with disabilities compared with 11% of others cited a **lack of support from their manager** as having deterred them from applying for a higher-level job.*

*44% of people with disabilities compared with 55% of others rated their manager as "Good" at **encouraging and supporting their career development**.*

38% of people with disabilities compared with 26%* of others rated their **access to high-profile work** as "Poor".*

*26% of people with disabilities compared with 15% of others reported **being set unrealistic goals**.*

*22% of people with disabilities compared with 35% of others rated their jobs as "Good" at **providing a reasonable workload**.*

*34% of people with disabilities compared with 19% of others reported having experienced **unfair treatment on the basis of a personal characteristic**.*

*45% of people with disabilities compared with 33% of others reported having experienced **unwelcome behaviour**.*

**of those for whom it was applicable.*

Some fairness issues also emerged. People with disabilities were more likely than other staff to report that concerns about the fairness of selection processes had put them off applying for a more senior job, and were more likely to report having experienced unfair treatment, although notably on the grounds of age more than disability.

Staff with disabilities appeared less satisfied that their jobs involved a reasonable workload, and were more likely to report being set unrealistic goals. They were less satisfied that their managers took a flexible and supportive approach to work and family conflicts.

While the barriers of the physical environment did not feature in their responses to the survey, the potential barriers created by the social environment, including managerial support, did emerge as an issue, suggesting that colleagues and managers may not be as aware and inclusive of staff with disabilities as they might be.

Managers in the Public Service

A profile of Public Service managers (30 June 2000)

- Managers made up 9% of the Public Service.
- 53% of managers were based in the Wellington region.
- 40% of managers were women, 10% were Māori and 2% were Pacific peoples.

Managers (women and men equally) showed high aspirations to reach senior positions in the Public Service. More than two-thirds (69%) reported wanting a more senior job, while just over a quarter (26%) wanted to become a chief executive. Managers appeared more satisfied than other staff with the development and training opportunities available to them, and with their relative autonomy and flexibility in their work – including being able to use their initiative and having input into decisions that directly affected them.

In general, managers attached less importance to life/work balance factors than did other staff, but they also appeared more satisfied in relation to most of them. The notable exception was the extent to which they saw their workloads as reasonable (30% giving a "Poor" rating on this factor). 45% reported working 10 or more hours a week than they were employed for, with 5% working 20 or more extra hours a week. The main deterrents to managers applying for higher-level jobs were related to potential clashes with life outside the workplace.

75% of managers compared with 56%* of non-managers rated their department as "Good" at providing access to **parental leave**.*

62% of managers compared with 52%* of non-managers rated their department as "Good" at providing access to **caregiver leave**.*

**of those for whom it was applicable.*

61% of managers compared with 42% of non-managers rated their department as "Good" at offering **opportunities to demonstrate their skills and abilities**.

46% of managers compared with 36% of non-managers rated their department as "Good" at providing access to **training courses and seminars**.

44%* of managers compared with 31%* of non-managers rated their department as "Good" at providing **access to study leave**.

52% of managers compared with 32% of non-managers rated their department as "Good" at providing access to **work on high-profile projects**.

*of those for whom it was applicable

24% of female managers compared with 8% of male managers considered **parental leave** "Highly important".

22% of female managers compared with 8% of male managers considered **caregiver leave** as "Highly important".

A quarter of managers (men and women equally) said concerns that they would not be able to balance their work and family responsibilities had put them off applying for a more senior position.

In general, female and male managers valued the same things in the workplace and displayed similar levels of satisfaction. However, despite women and men equally reporting that they had responsibilities for the care of dependants, women managers were around three times more likely than male managers to consider caregiver leave and parental leave to be "Highly important". Women managers were also more likely than their male peers to cite lack of experience as a deterrent to their seeking a higher-level job (23% compared with 13%). Women managers (28%) were also more likely than male managers (16%) to have a mentor.

Managerial status appeared to act as 'protection' from unfair treatment and unwelcome behaviour – but only for men. Women managers were as likely as other women, and much more likely than male managers, to report both having been treated unfairly on the basis of a personal characteristic and having experienced unwelcome behaviour.

Managers appeared generally more satisfied than other staff with their jobs, including that their jobs were challenging and gave them a sense of accomplishment, and were also more satisfied with most aspects of their work environment.

*15% of managers compared with 22% of non-managers, reported having been **treated unfairly on the basis of a personal characteristic**. Amongst managers, 21% of women managers compared with 11% of male managers reported this.*

*55% of managers compared with 42% of non-managers rated their jobs as "Good" at providing **feelings of accomplishment**.*

*82% of managers compared with 57% of non-managers rated their jobs as "Good" at providing **challenging work**.*

*43% of managers compared with 27% of non-managers rated their **pay and benefits** as "Good".*

*35% of managers compared with 20% of non-managers rated their department as "Good" at providing **equitable access to rewards**.*

*50% of managers compared with 34% of non-managers rated their department as "Good" in terms of **having their ideas valued**.*

AREAS FOR ATTENTION

The findings of the Career Progression and Development Survey signal areas to target to improve public servants' satisfaction with their work environments and to ensure that their desire to progress their careers is facilitated, supported and encouraged. These include:

- Public Service organisations taking a more integrated approach to training and development that matches individual development needs with the skills and capability requirements of departments and of the wider Public Service. There appears to be a role for a central agency, notably the State Services Commission, in identifying good practice and acting as a 'broker' to disseminate good practice information throughout the Public Service.
- Emphasising the importance of staff development in management training, to consolidate what the survey suggests Public Service managers are good at, and most importantly, to improve their skills in areas such as performance management and promoting and facilitating fairness and equity.
- Responding to public servants' apparent desire for a better balance between work and other commitments. Promoting the Public Service as an employer that enables life/work balance is likely to give it an increasingly important competitive advantage.
- Ensuring Public Service organisations are more inclusive of people with disabilities, including by training managers in how best to support the career development of people with disabilities. This could be part of departmental responses to the New Zealand Disability Strategy.
- Strengthening the infrastructure to fortify good working relationships in the Public Service, including regular promotion of what is good conduct, and ensuring that policies and processes (including formal complaints procedures) are robust and well understood.

- Integrating equal employment opportunities principles into strategic human resources policies and planning. There is a particular challenge to sustain the ambitions of women, and the particularly high aspirations of Māori and Pacific peoples. This will be essential for the future capability of the Public Service. While employers can do little about the discrimination in society that channels these groups into a narrow range of typically lower-paid occupations, they can provide opportunities for individuals to move into new work areas, and to gain the formal qualifications to ‘step up’ into new occupations.

A BENCHMARK FOR THE FUTURE

The survey results provide a benchmark against which to evaluate human resources strategies and to measure progress in developing the Public Service as an employer of choice. The challenge will be to find ways to maintain public servants’ job interest, to develop their skills and experience, and to improve their perceptions that they are moving forward - whether vertically or horizontally – into new and challenging work areas that provide opportunities for ‘stretch’ and growth.

APPENDIX

Table 1. What deters people from applying for a higher-level position?

| <i>In your current organisation in the past 12 months, have any of these things stopped you from applying for a position at a higher level in the Public Service?</i> | <i>All staff %</i> |
|---|------------------------|
| Preference to stay in my current job | 32 |
| Don't yet have the necessary experience | 26 |
| Concern that I would not be able to balance work and family responsibilities | 25 |
| No desire to relocate to another area to take up a higher-level position | 24 |
| Don't yet have the necessary qualifications | 21 |
| No desire to work long hours associated with higher-level positions | 19 |
| No desire because of the political nature of higher-level positions | 18 |
| Concern that the selection process would not be fair | 18 |
| Other factor(s) | 18 |
| No desire to take on management responsibilities | 17 |
| Lack of confidence in myself | 15 |
| No desire to work in a higher-level position | 14 |
| Lack of support from my manager | 12 |
| No desire to undertake extensive travel | 12 |
| Lack of other people's confidence in me | 8 |
| Concerns about my health | 6 |

Table 2. Staff ratings of immediate manager or supervisor

| <i>In your current organisation within the past 12 months, how would you rate your immediate manager or supervisor against the following factors?</i> | <i>All staff % "Good"*</i> | <i>All staff % "Poor"***</i> |
|---|--------------------------------|----------------------------------|
| Allows me freedom to use my initiative in performing my job | 77 | 8 |
| Encourages my input into decisions which directly affect me | 67 | 13 |
| Communicates effectively | 62 | 15 |
| Provides me with the information I need to do my job | 61 | 13 |
| Takes a flexible approach to resolving work and family conflicts | 59 | 11 |
| Acknowledges when I have performed well | 58 | 18 |
| Encourages and supports my career development | 54 | 18 |
| Provides regular and constructive feedback about my performance | 50 | 24 |

* The "Good" category includes both the "Good" and "Very good" response options.

** The "Poor" category includes both the "Poor" and "Very poor" response options.

Figure 1. Importance of career development opportunities and how the organisation rated

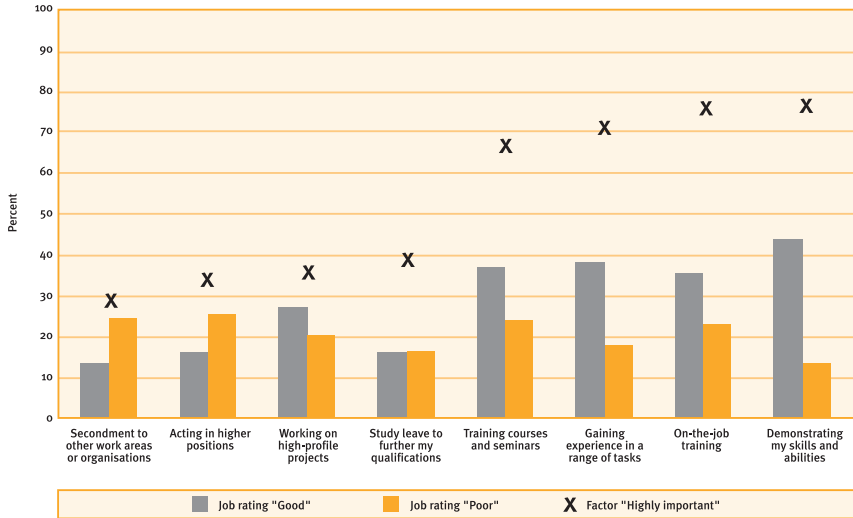


Figure 2. Importance of work environment factors and how the organisation rated

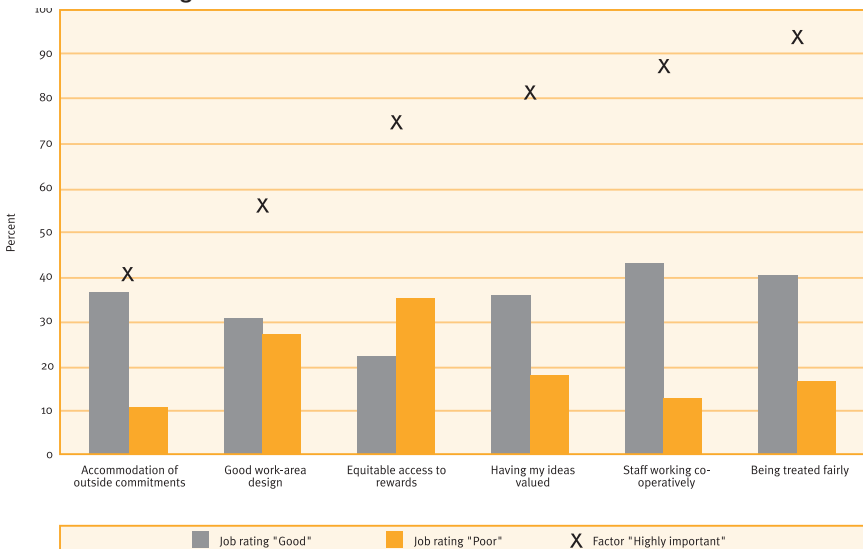
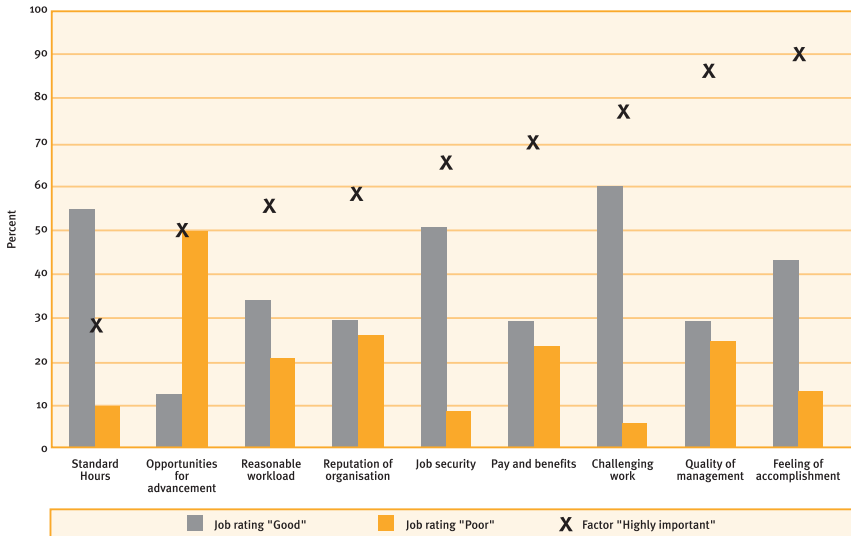


Figure 3. Importance of workplace factors and how staff rated their jobs on those factors



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