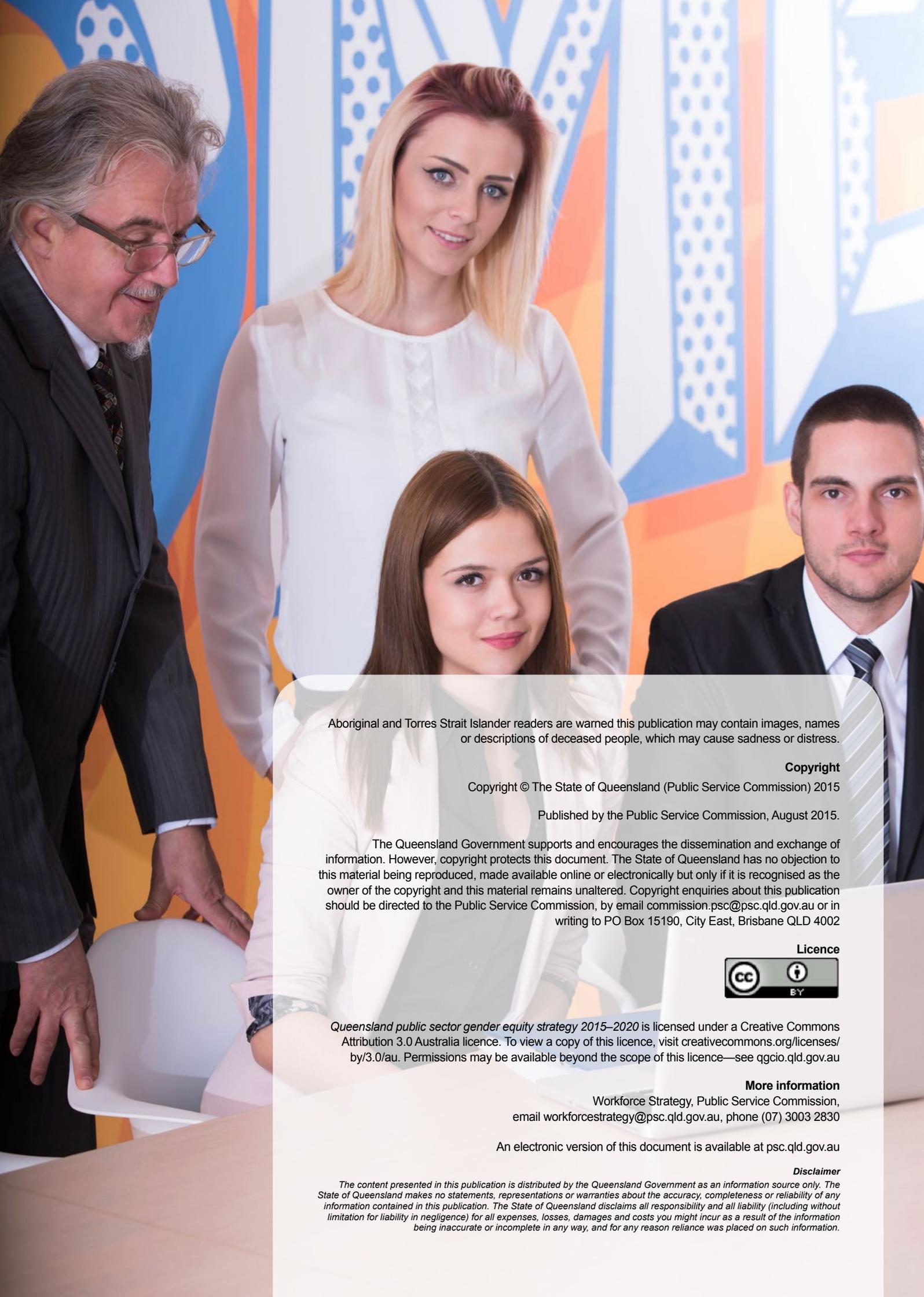




5♀/5♂ On equal footing

Queensland public sector
gender equity strategy
2015–2020





Aboriginal and Torres Strait Islander readers are warned this publication may contain images, names or descriptions of deceased people, which may cause sadness or distress.

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An electronic version of this document is available at psc.qld.gov.au

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Purpose: why gender equity is important

A cornerstone of gender equity¹ is that both men and women are able to be financially independent, have the same rights, access and opportunities, and have equal access to power, decision making and influence.

Historically, debates about gender equity have typically been led by women, however more contemporary approaches to gender equity also recognise the social identity of men and the crucial role they play in leading change. Just as there are stereotypical gender images that relate to women, there are also stereotypical expectations of men that shape behaviour, access and opportunities. This has prompted shifts in gender policies to include whole of life rather than a narrowly defined cultural expectation, and has shifted the debate from an issue for women only, to one that encourages active effort by both men and women. Another significant driver is the benefits to productivity and performance that gender equity promotes.

For the Queensland public sector to achieve our goal of delivering better services and outcomes for our customers, it will be important to look beyond the conventional efforts of raising the numbers of women in leadership positions (although this is clearly still an issue) to one that acknowledges the rights of both men and women to reconcile balancing work, family and community life more successfully.

It is about what we wish for our daughters and sons, sisters and brothers, wives and husbands, mothers and fathers, about the choices they should have in fulfilling their personal and career aspirations, the goals they set for themselves and deciding on what role they wish to have in their family and community.

Although there has been significant investment over many years, and important progress has been made, cultural change can take time, and challenges persist. The Queensland public sector gender equity strategy 2015–2020 seeks to transform the way gender equity has traditionally been approached. It aims to challenge myths such as the definition of merit, and assumptions such as gender stereotypes, to ensure both men and women enjoy the same opportunities to shape and influence their own lives and careers. The strategy seeks to remove obstacles such as limited access to flexible working arrangements and unconscious bias to create cultures, workspaces and workplaces where both women and men thrive.

The guiding principles that have shaped this approach are:

- Women and men should have the same rights, access and opportunities to attain economic independence through employment and career success.
- Women and men should have the same rights, access and opportunities to meet family and child or elder care responsibilities.
- Women and men should have the same rights, access and opportunities to contribute to communities.
- Women and men should have the same rights, access and opportunities to lead and aspire to living healthy, fulfilling, and rewarding lives.

These principles transcend an individual's age, abilities, gender, sexual orientation, religious beliefs and spiritual practices, and cultural and linguistic background. In doing so the strategy seeks to be respectful of and responsive to the diversity in the community. At the same time it seeks to build generational prosperity, harness talent and grow productivity.

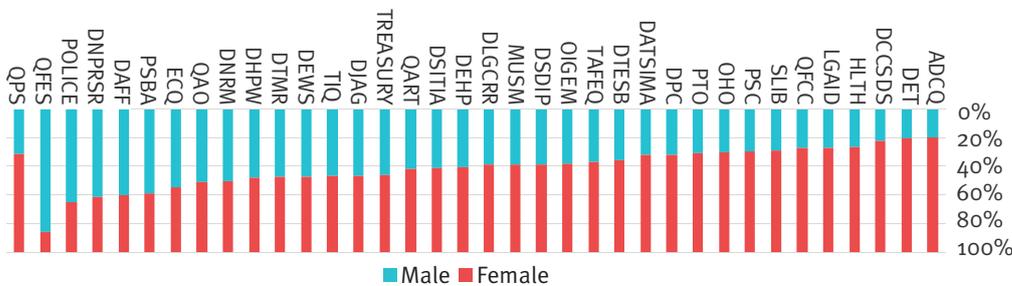
The question is: how do we achieve this? What can we do as individuals, teams and organisations to achieve greater gender equity? The contention is that while incremental change and small-scale solutions are very important, disruptive ideas that change the game and challenge the status quo will garner major leaps forward. In this context, experimentation with innovative, 'out of the box' ideas that signal a quantum leap is encouraged.

Gender equity barometer

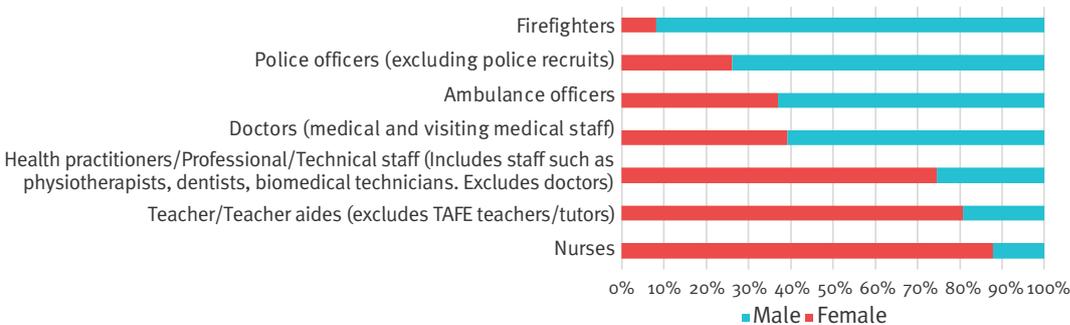
Some quick facts about gender equity in the Queensland public sector drawn from 2014 data².

Steadily increasing over the last decade, over two-thirds of the public sector is now female. The proportion of men and women in each agency differs markedly. It ranges from less than 15% female in Queensland Fire and Emergency Services to around 20% male in the Anti-Discrimination Commission and the Department of Education and Training. Similarly, male dominated industries include firefighters and police officers, and female dominated industries include nurses and teachers.

Gender by agency



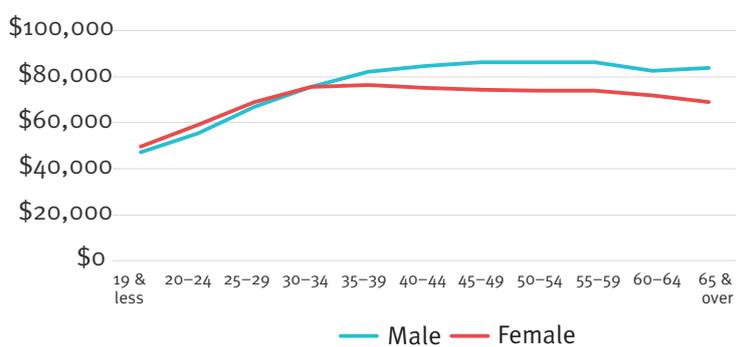
Gender dominated industries





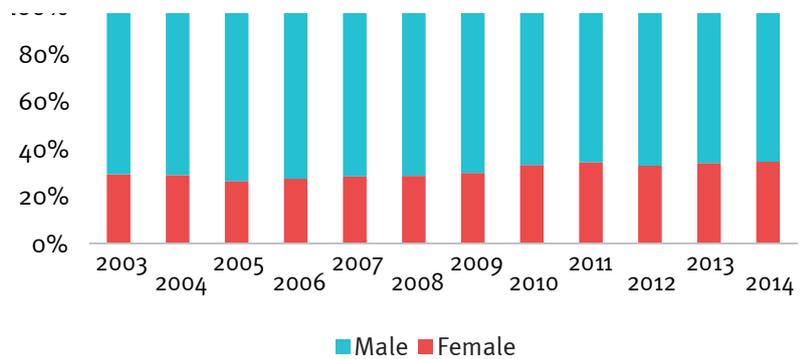
Women and men have similar average annual salaries (FTE) until the 30–34 year age group. After that, men have higher average annual salaries than women (they are in higher paid jobs).

Age by gender by average annual salary (FTE)



The percentage of women in SES level positions has slowly increased over the last 10 years from 29% in 2003 to 34% in 2014. At this rate of change it will take until around 2045 to achieve gender parity.

Gender distribution in SES and above equivalent classification level 2003–2014



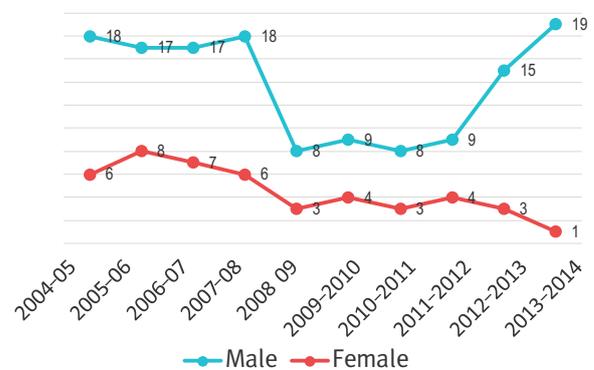
The average annual salary (FTE) of women is \$7,556 less than for men, indicating women in the Queensland public sector are generally in lower paid jobs than men (given men and women receive the same salary for the same job—for example, an AO5 female is paid the same as an AO5 male; or as another example, a female and male teacher at the same level receive the same level of remuneration).

Average annual salary (FTE)



Since 2005–06 gender balance in CEO positions in public service departments has varied. The waning trajectory to 2014 demonstrates the difficulty in sustaining and embedding change. Recent chief executive appointments will see significant improvement in 2015 data.

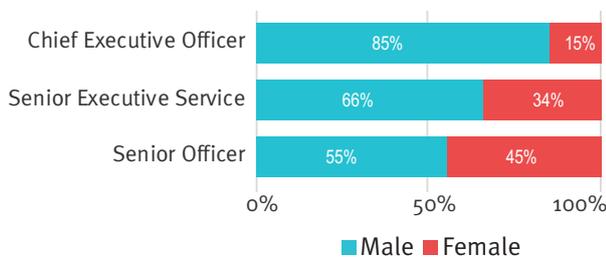
CEO gender distribution 2004–2014





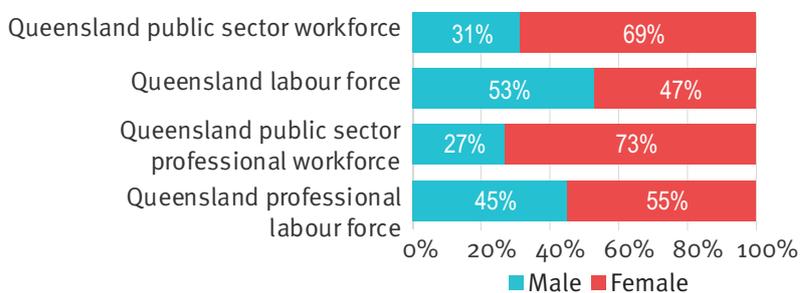
Women represent over two-thirds of the public service, however, they represent less than half (45%) of the senior officer (SO) workforce, nearly a third (34%) of the senior executive service (SES) workforce and nearly a fifth (15%) of the chief executive officer (CEO) workforce. Note: These figures include CEOs and equivalents in the broader Queensland public sector, including public service offices.

Gender ratio in senior positions



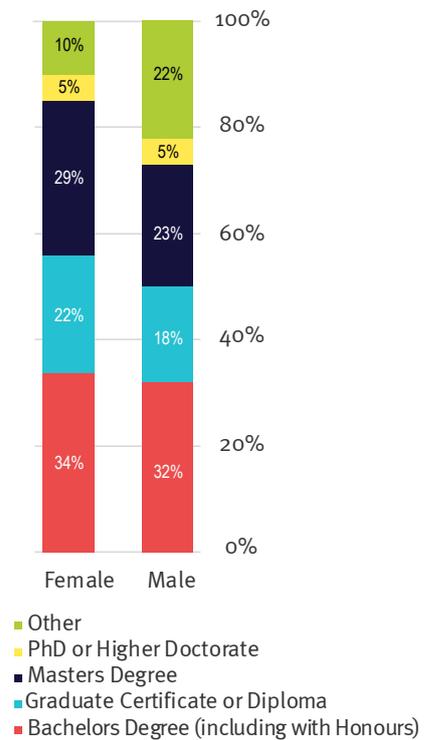
As a percentage, there are more women in the Queensland public sector workforce than the Queensland labour force, and similarly in the professional workforces.

Workforce participation



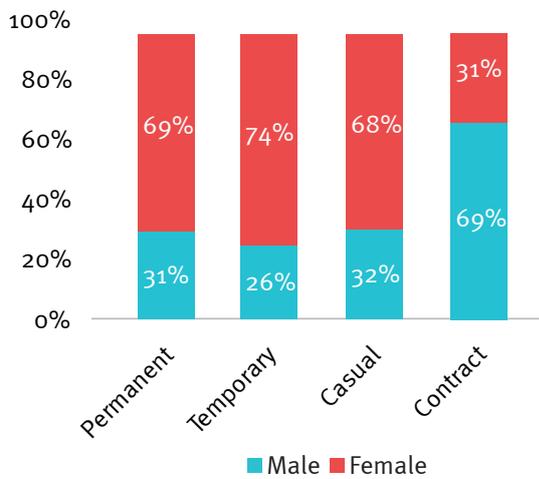
Females who have a salary of \$110,000 or more, and are managers or senior managers, have reported higher formal qualification levels than men in the same cohort.

Highest education level of managers with a salary of \$110,000 or more



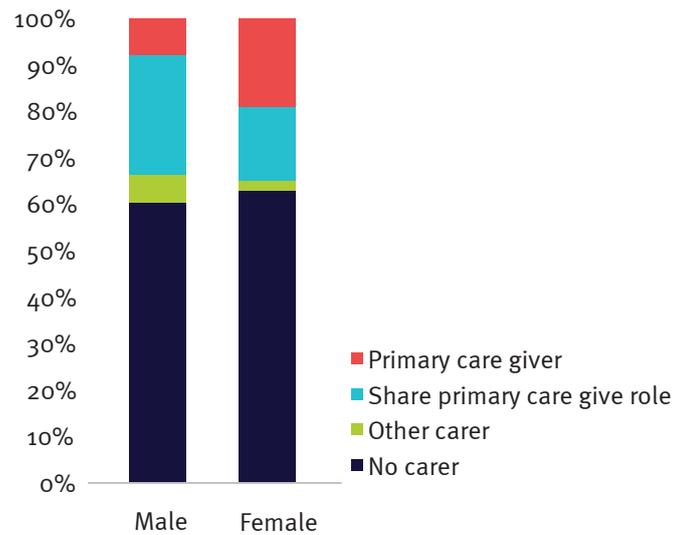
Women make up the bulk of temporary, part time and casual positions, while there are more men in contract positions.

Employment category

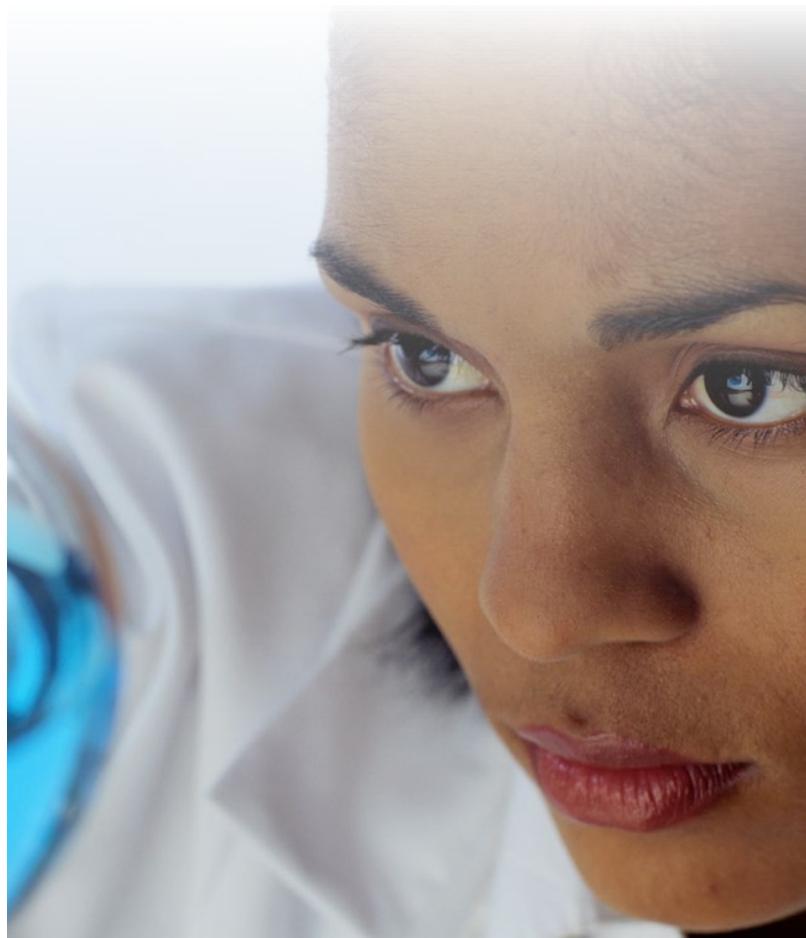
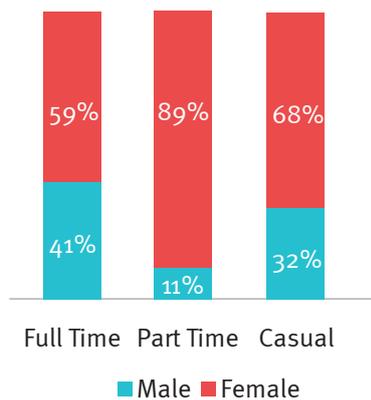


19% of women and 8% of men in the Queensland public sector are a primary care giver. 16% of women and 26% of men share the primary caregiver role.

Carer status



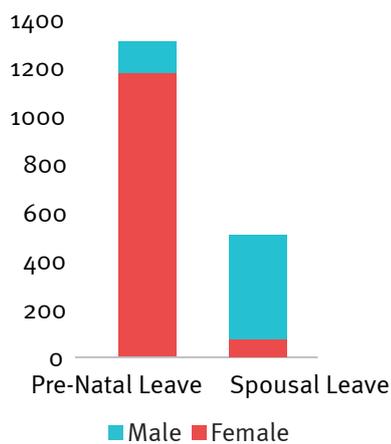
Employment status





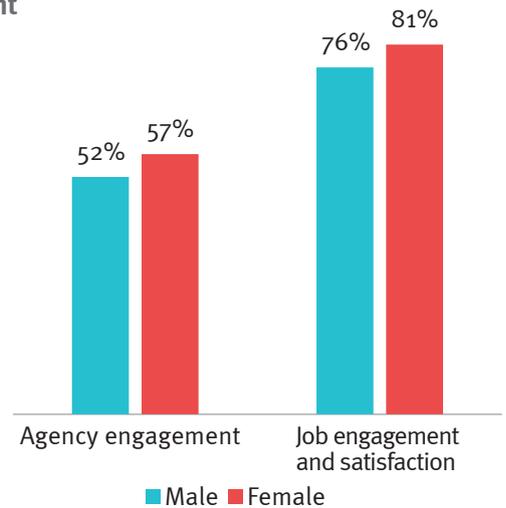
Nearly 1400 people accessed pre-natal leave and nearly 600 people accessed spousal leave. A small number of people also accessed adoption or surrogacy leave.

Pre-natal and spousal leave



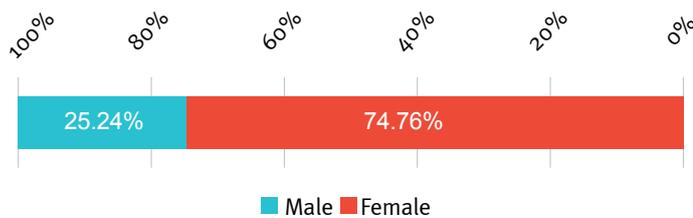
Women report higher levels of job satisfaction and engagement, while men report a greater intention to leave.

Engagement



Nearly three-quarters of carers leave taken across the sector is taken by women.

Percentage of employees taking carers leave



Intention to leave



This snapshot of gender in the Queensland public sector provides a point in time window into the workforce and reveals the gaps in achieving gender equity. For men, it demonstrates the need for more opportunities to share family responsibilities, and for women it highlights the disparity in senior leadership positions.

Despite significant efforts over many years to establish a level playing field, challenges continue.

For example, although women have made great inroads in fields such as medicine (accounting for 53% of university enrolments) and law

(representing 61% of graduates), there has been little change in roles that are traditionally thought of as ‘women’s fields’ for example, child care, education, nursing, and similarly occupations traditionally thought of as ‘men’s fields’ such as police force, sciences and trades.

Further analysis needs to be undertaken to better understand broader gender measurements. For example Australia ranks among those Organisation for Economic Cooperation and Development (OECD) countries in which increasing educational attainment for women has not yet translated into better labour-market participation and earnings. A complex issue is to understand why improvements in educational attainments for women haven’t yet resulted in the expected shifts in workforce composition.

Ten reasons why gender equity makes business sense

There is no shortage of evidence that supports the view that the greater the gender equity across an organisation, the greater the financial, societal and performance dividend.

Public value and economic performance are also greatly enhanced.



1

It's estimated Australia's Gross Domestic Product (GDP) would grow by \$25 billion if there was a 6% increase in women's workforce participation.³

2

Closing the gender employment rate gap added 22% to Australian GDP since 1974. Australia is only two-thirds of the way to unlocking the hidden value of the female labour pool.⁴

3

Research suggests that organisations that respect and value the diversity brought by both women and men are better able to attract and retain high performers and improve operational performance.⁵

4

Both women and men are more likely to remain with an organisation where there is a proactive diversity climate as they perceive a concrete payoff to themselves by staying in an organisation they view as fair.⁶

5

Research by the Diversity Council of Australia, revealed around 18% of men, including 37% of young fathers, had 'seriously considered' leaving an organisation due to a lack of flexibility.⁷

6

Since introducing the 'All Roles Flex' initiative, Telstra's Employee Engagement Survey results show employees are able to access flexibility and balance their work and personal life, and are highly engaged, with scores on par with the Global High Performance Norm.⁸

7

The employee engagement rate of gender-balanced teams around the world increased by an average of four percentage points, against an average of one percentage point in the case of unbalanced teams. Similar findings show correlation between gender diversity and other business metrics, including consumer satisfaction and operating profit.⁹

8

Investors are increasingly seeking better diversity performance from companies they currently invest in and examining diversity performance when evaluating future investment opportunities.¹⁰

9

79% of young fathers would prefer to choose their start and finish times or work a compressed work week. 56% of young fathers would prefer to work part of regular hours at home.¹¹

10

Asia-Pacific region alone loses more than US \$40 billion per year because of women's limited access to employment.¹²

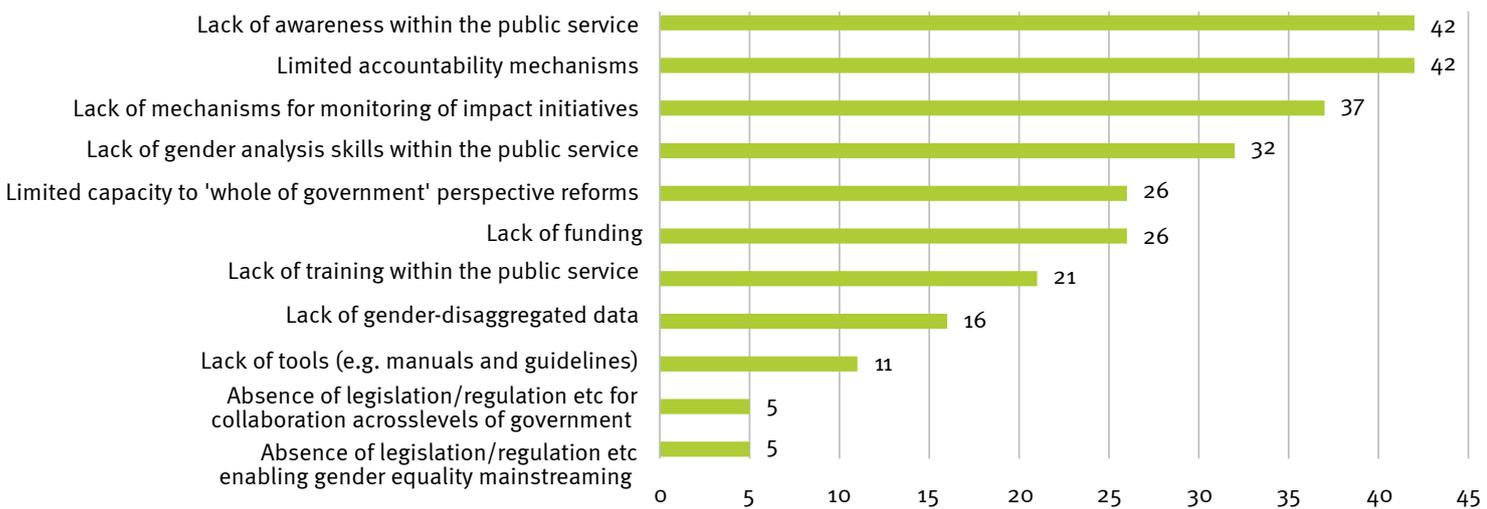


Challenges to gender equity

Promoting gender equity at the workplace is not only the right thing to do, but also the smart thing to do. However, the evidence outlined previously shows that there is still more to be done. The challenges to gender equity are well documented and include:

- access and attitudes to flexible work options
- work/life integration and double-burden syndrome (caring for both children and elderly parents)
- preconceived notions, stereotypes and unconscious bias
- discrimination about a person’s capability
- lack of role models
- workplace culture
- confusion between presenteeism and commitment
- perceptions about career and development opportunities
- reluctance to embrace flexibility because of a belief it is contrary to career advancement
- societal expectations regarding gender roles and breadwinners
- structural and systemic impediments such as superannuation, job design and work value assessments.

Barriers in OECD countries to effective pursuit of gender mainstreaming and equality policies:
 Percentage of country respondents who consider each barrier a top priority



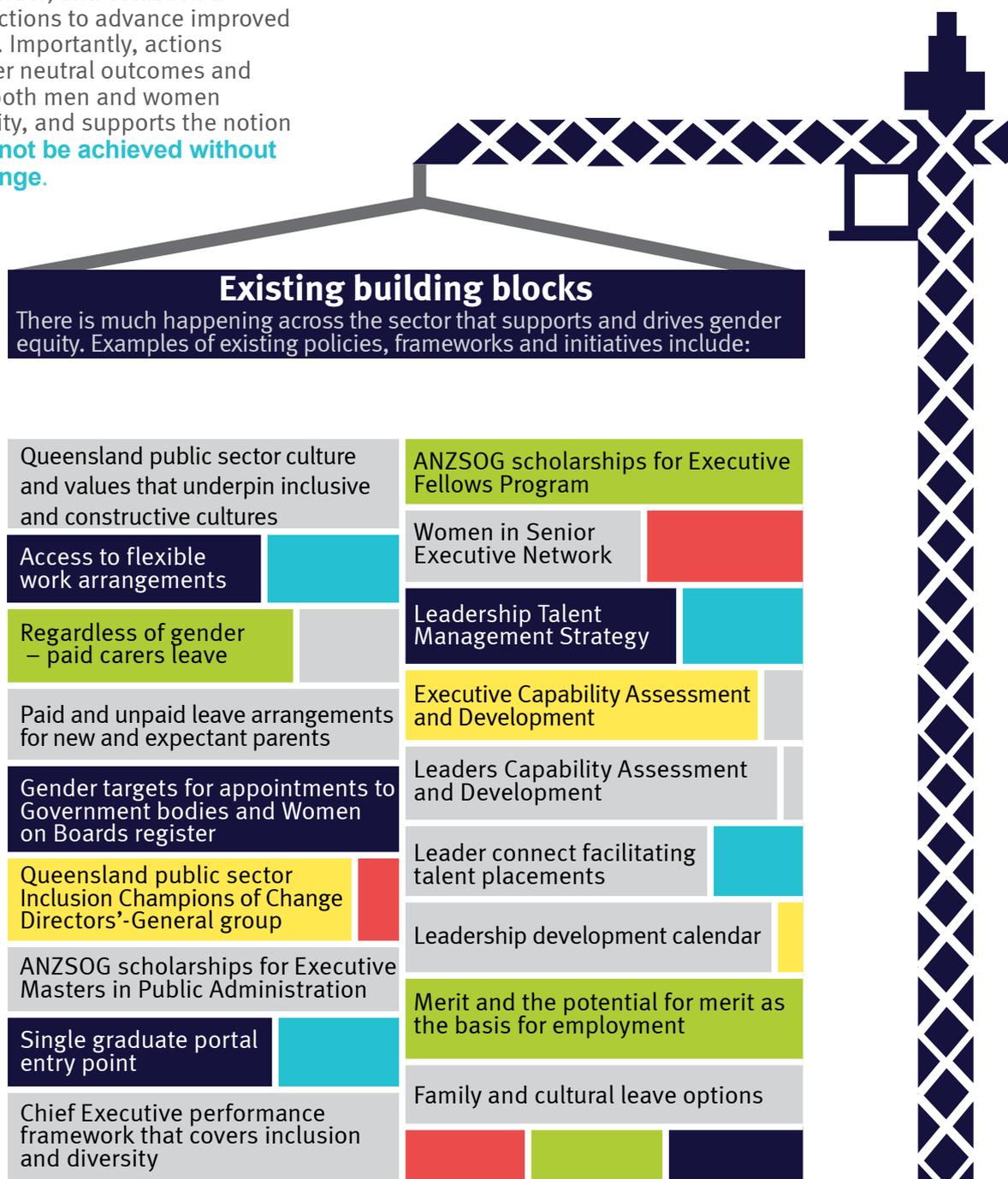
Source: OECD (2014), Women, Government and Policy Making in OECD Countries: Fostering Diversity for Inclusive Growth, OECD Publishing

The way forward

Looking toward the future, the way forward seeks to synthesise existing arrangements and activities, illustrate best practices that Queensland public sector agencies can consider, and establish a number of sector-wide actions to advance improved gender equity outcomes. Importantly, actions stress the value of gender neutral outcomes and responsibilities, where both men and women benefit from gender equity, and supports the notion that **gender equity cannot be achieved without a unified voice for change.**

“Achieving substantive equality requires more than the simple termination of discriminatory practices at a legislative level. For many women legislative change has had only a marginal influence on their day-to-day lives. We also need attitudinal and cultural change.”

Elizabeth Broderick, Australian Human Rights Commission





Approaches to improve gender balance

Agencies can address the challenges of gender equity, and inclusion and diversity more broadly within their strategic workforce plans. While there is no single check list of how to drive gender equity, better practices that demonstrate a commitment to gender equity could include:

Visible and vocal leadership

- Confront gender biases and engage in candid conversations.
- Be vigilant about unspoken customs and workplace cultures that constrain opportunity and equity.
- Analyse tangible and intangible aspects of the organisation to test for gender bias.
- Use the leadership profile to raise awareness of careers available to men and women (particularly in non-traditional roles).
- Listen deeply—hold forums with staff to garner robust feedback and take positive steps to overcome barriers.
- Consider gender-response budgeting to highlight gender differentiated effects and impacts of budgetary policies as a way to expose gender differences within policies and programs, for example family leave policies that favour or give preferential arrangements for women.
- Embed cultural reform and become a catalyst for change.
- Accept accountability for culture change.
- Inquire whether gender-balance has been considered before agreeing to speak at conferences and on panels.
- Actively measure progress through transparent gender metrics and analysis that includes feedback and accountability.
- Show a personal commitment to gender equity by taking the [UN Women HeforShe pledge](#), to publically cement a commitment to change.
- *'Not now, not ever'*—send a message that domestic violence is not tolerated, and steadfastly support victims of domestic violence in the workplace.
- Proactively implement initiatives that change attitudes around sexual harassment and discrimination to create an inclusive workplace culture.

- Participate in the [Workplace Gender Equality Agency's Equilibrium Challenge](#) to demonstrate a commitment to workplace flexibility and gender equality more broadly.
- Encourage the celebration of International Women's Day in the workplace.
- Track and report data on access to development and return rates from maternity leave.

Attraction and retention

- Educate recruitment panels on unconscious bias and how to manage the tendency to hire in our own image.
- Review the way job descriptions are worded to ensure they appeal equally to men and women.
- Examine recruitment processes to ensure they are not unconsciously gender biased, for example de-identify applications to remove gender bias and review assessment techniques to allow all applicants to best demonstrate suitability.
- Mainstream flexibility so that flexibility is regarded as standard in most work patterns. Design jobs that can encompass flexible working arrangements and challenge attitudes about the 24/7 'ideal worker' model.
- Adopt an 'if not, why not' approach and reverse the burden of proof, so that managers bear the responsibility to provide a coherent business reason that flexible work is not possible.
- Implement a keep in touch scheme for employees on extended leave (e.g. parental leave, career breaks)
- Challenge traditional notions about where work can be done (e.g. community hubs, suburbs).
- Ensure the organisational culture supports male and female employees to share caring and family responsibilities. Showcase male role models working outside of traditional models.
- Promote better sharing of paid and unpaid care between men and women.
- Balance/remove incentives that disproportionately reward long hours.
- Use the results from the Working for Queensland employee survey to better understand workforce issues and inform further actions.

Building capability

- Mainstream gender discussions so that all discussions are considered through the lens of gender equity. This is a deliberate effort to remove the tendency to discount/neglect gender.
- Establish shadowing, mentoring and reverse mentoring programs in the workplace.
- Establish 'lean in' circles.
- Develop rotation programs through a broad suite of offerings (e.g. finance, HR, IT).
- Ensure pregnant women and mothers returning to work are offered the same opportunities as their colleagues.
- Ensure pathways and practices enable work and personal responsibilities to coexist.
- Establish a practice of sharing relevant and authentic gender equity stories at team meetings.
- Establish working groups that proactively identify gender specific issues, with the goal of implementing change.
- Ensure that supervisors of staff working flexibly have the capability to manage flexible arrangements.
- Examine the difficult career transition points in the agency and explore ways to support staff in navigating through those capability requisites.
- Set up a gender diversity yammer group.

Additionally, the Queensland Male Champions of Change group¹³ released a self-audit tool (refer to Appendix 1) to help advance gender equity agendas and support employers to 'get-in-the-game'. This is a useful place to start for Queensland public sector agencies to discover where they are now and where they hope to be.





Action plan—sectorwide activities to improve gender equity

The *Queensland public sector inclusion and diversity strategy 2015–2020* provides the policy framework, context and authority for a range of sector wide activities. Gender equity is a subset of this and establishes a whole-of-government approach for actions that will permeate all levels of the Queensland public sector, and transcend organisational boundaries and time horizons.

The sectorwide strategy is centered on three key themes:

1. Visible and vocal leadership.
2. Attraction and retention.
3. Building capability.

The actions that will be led by the Public Service Commission in partnership with agencies to help drive gender equity are:

Vocal and visible leadership

- Continue to publish a suite of gender metrics for all Queensland public sector entities that encourages transparency and deep analysis.
- Showcase role models and publish vignettes and case studies of men and women who use flexible working arrangements, particularly in non-traditional roles and senior positions.
- Promote a range of tools and resources to reduce unconscious bias.
- Ensure that the Working for Queensland employee survey continues to measure a broader range of indicators to provide data that informs, and monitors, the effectiveness of gender inclusive strategies.
- Develop an awareness campaign to focus on the identification and response to domestic and family violence and the support available to Queensland Government employees.

Attraction and retention

- Promote greater access to flexible work practices through an education campaign and support tools to promote the notion that most jobs are flexible.
- Develop and implement an education campaign to challenge recruitment myths and traditional models of progression and development, including clarifying the definition of merit.



- Examine opportunities for engaging women into male dominated industries, and men into female dominated industries, and promote case studies, pathways and support for men and women in ‘non-traditional’ roles.
- Build talent pipelines to purposefully target capable women.
- Continue to use the results from the Working for Queensland employee survey to better understand workforce issues and inform further actions.

Building capability

- Refresh the remit, and design a strategic and contemporary approach for the Women in Senior Executive (WISE) Network to maximize opportunities to connect, grow and progress.
- Continue investing in leadership capability by building business, strategic and financial acumen through gender balanced ANZSOG scholarships.
- Establish partnerships with other sectors and jurisdictions to facilitate talent placement opportunities.
- Develop and implement a Leadership Talent Management Strategy that includes learning through doing, learning through others, and learning through knowing.
- Design effective supports and guidance to prepare managers to lead and manage flexible teams.

Measuring success

Aspirational goals

Measuring cultural and organisation change can be difficult, particularly when incremental effects happen over many years. However over time, it would be expected to see:

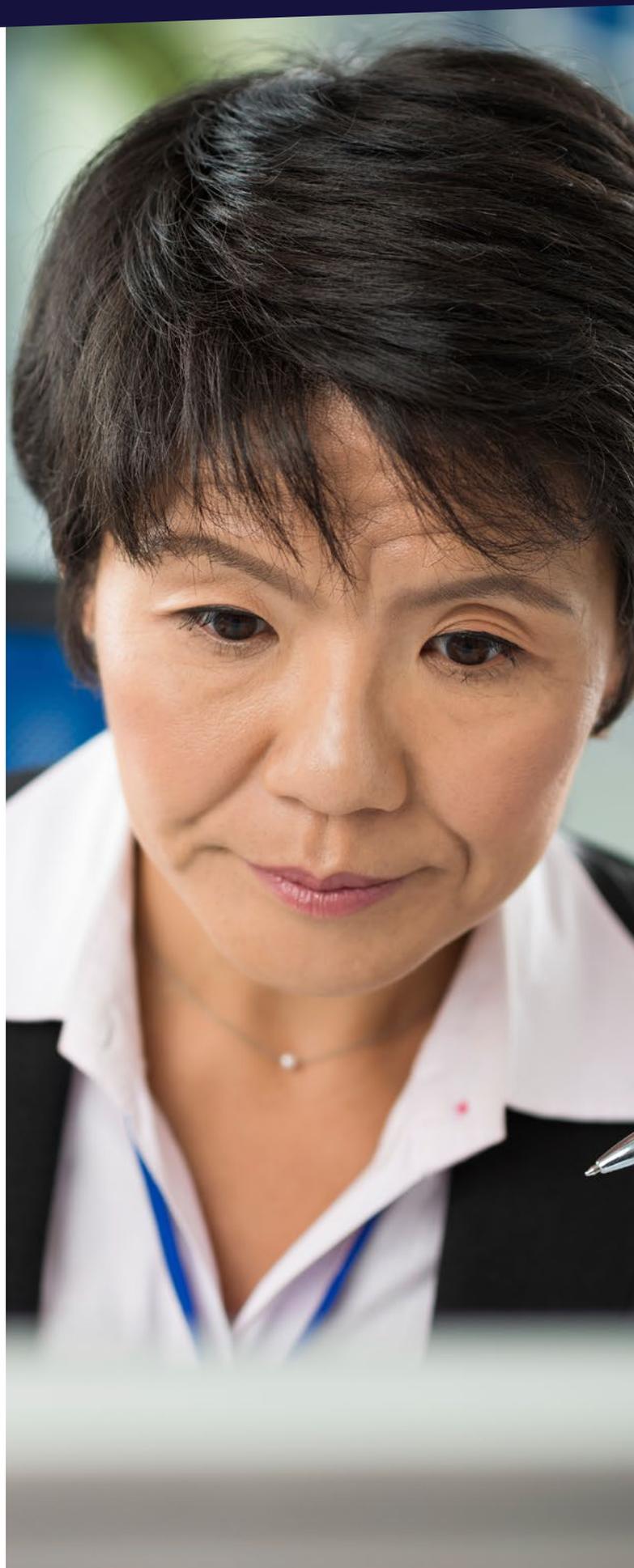
- Organisational culture has moved beyond regarding flex-time and other family friendly policies as sufficient for retaining and developing high-potential women.
- Agencies have institutionalised a level playing field for all employees, regardless of gender or caregiver status.
- Child care is an issue shared by men and women.
- Constructive workplace cultures where teamwork and cooperation are encouraged, talent is nurtured, and people are empowered.
- Role reversals are ubiquitous and normalised for example male primary care givers and female engineers.
- Greater gender balance in workforce participation and workplace representation.
- Organisations are equally accepting of men who take time out for family or community.
- Harnessing the power of data to drive better decisions.
- Gender balanced leadership.
- Improved organisational performance.
- Employees are able to reconcile work and other commitments.
- Role models who inspire and give confidence to others to achieve fulfilling careers.

Key performance indicators

Reporting on gender equity will fall under the auspices of the *Queensland public sector inclusion and diversity strategy 2015–2020* which provides data and updates to the Chief Executive Leadership Board through the Queensland Public Sector Inclusion Champions of Change.

Key measurements include:

- shift in gender balance in senior leadership positions
- uptake of flexible working arrangements
- extent to which staff are satisfied that they can balance work and life commitments
- shift in gender balance across occupational groups.



Appendix: Male Champions of Change self audit tool



References

¹Definitions

Gender equity: acknowledges differences exist but that should not lead to an unfair advantage. Women and men should not only be given equal access to resources and equal opportunities, but they should also be given the means of benefiting from this equality. Because of the differences in women's and men's lives as well as historical disadvantages, different steps may need to be taken to create fair and equal outcomes. Gender equity implies fairness in the way women and men are treated.

Gender equality: describes the absence of obvious or hidden disparities among individuals based on gender. Disparities can include discrimination in terms of opportunities, resources, services, benefits, decision-making power and influence. Gender equality aims for women and men enjoying the same status and opportunities.

Gender mainstreaming: is a process of assessing the implications for women and men of any planned action, so that the gender perspective becomes an integral dimension of the design, implementation, monitoring and evaluation of policies and programs. It institutionalises mechanisms and strategies to ensure that gender relevance is identified and gender analysis applied across the full range of policies, services and programs, to achieve gender equality and gender equity. It encompasses the ability to anticipate the potentially different impact of policy actions on women and men as well as the ability to design policy actions that are not "gender-blind" but "gender-sensitive".

Definitions has been developed from various sources:

- OFW Gender Analysis Toolkit. <https://www.communities.qld.gov.au/resources/communityservices/women/resources/gender-analysis/gender-analysis-toolkit-part3.pdf>
- http://vcampus.uom.ac.mu/soci1101/432_difference_between_gender_equality_and_gender_equity.html
- Gender-based analysis: A guide for policy-making by Status of Women Canada in 2009 <http://www.international.gc.ca/development-developpement/priorities-priorites/ge-es/index.aspx?lang=eng>
- ABC Of Women Worker's Rights And Gender Equality, ILO, Geneva, 2000, p.48, in Gender equality and equity: A summary review of UNESCO's accomplishments since the Fourth World Conference on Women (Beijing 1995), 2000, UNESCO Unit for the Promotion of the Status of Women and Gender Equality
- OECD (2012) Closing the Gender Gaps: Act Now, OECD Publishing

²Data sources include ABS labour force figures, 2014 Workforce for Queensland Survey and MOHRI (Minimum Obligatory Human Resource Information) figures

³Game-changers: Economic reform priorities for Australia, Grattan Institute, 2012

⁴Australia's Hidden Resource: The Economic Case for Increasing Female Participation, Australia, Goldman Sachs JB Were Investment Research 2009

⁵The business case for gender equality, Workplace Gender Equality Agency, 2013

⁶The role of calculative attachment in the relationship between diversity climate and retention, Human Resource Management, 50(2), 271-287, Kaplan, DM, Wiley, JW, & Maertz, CP, 2011

⁷Men Get Flexible: Mainstreaming Flexible Work in Australian Business, Diversity Council of Australia, Russell, G & O'Leary, J 2012

⁸All Roles Flex at Telstra, <https://www.wgea.gov.au/2014-eocge-profiles/telstra-all-roles-flex-0>

⁹Gender balance and the link to performance, McKinsey Quarterly

¹⁰Transforming cultures to grow women leaders, Ministry of Women's Affairs New Zealand, 2012

¹¹Men Get Flexible: Mainstreaming Flexible Work in Australian Business, Diversity Council of Australia, Russell, G & O'Leary, J 2012

Acronym	Department/agency	Acronym	Department/agency
ADCQ	Anti-Discrimination Commission Queensland	DEHP	Department of Environment and Heritage Protection
DET	Department of Education and Training	DSITIA	Department of Science, Information Technology and Innovation
DCCSDS	Department of Communities, Child Safety and Disability Services	QART	Arts Queensland
HLTH	Queensland Health	TREASURY	Queensland Treasury
LGAIID	Legal Aid	DJAG	Department of Justice and Attorney-General
QFCC	Queensland Family and Child Commission	TIQ	Trade and Investment Queensland
SLIB	State Library of Queensland	DEWS	Department of Energy and Water Supply
PSC	Public Service Commission	DTMR	Department of Transport and Main Roads
OHO	Office of the Health Ombudsman	DHPW	Department of Housing and Public Works
PTO	Public Trust Office	DNRM	Department of Natural Resources and Mining
DPC	Department of Premier and Cabinet	QAO	Queensland Audit Office
DATSIMA	Department of Aboriginal and Torres Strait Islander Partnerships	ECQ	Electoral Commission Queensland
DTESB	Department of Tourism, Major Events, Small Business and the Commonwealth Games	PSBA	Public Safety Business Agency
TAFEQ	TAFE Queensland	DAFF	Department of Agriculture and Fisheries
OIGEM	Office of the Inspector-General Emergency Management	DNPRSR	Department of National Parks, Sport and Racing
DSDIP	Department of State Development	POLICE	Queensland Police
MUSM	Museums and Galleries Queensland	QFES	Queensland Fire and Emergency Services
DLGCRR	Department of Infrastructure, Local Government and Planning	QPS	Queensland Public Sector

