



Maximising opportunities for
**Military Women in the
New Zealand Defence Force**



**MINISTRY OF
DEFENCE**
Manatū Kaupapa Waonga

Evaluation Division
Ministry of Defence
February 2014

ISBN online 978-0-478-27864-4
print 978-0-478-27865-1
Published February 2014
The Ministry of Defence
Freyberg House
2-12 Aitken Street
Wellington 6144
New Zealand
www.defence.govt.nz

© Crown Copyright



This copyright work is licensed under the Creative Commons Attribution 3.0 New Zealand licence. In essence, you are free to copy, distribute and adapt the work, as long as you attribute the work to the Ministry of Defence and abide by the other licence terms.

To view a copy of this licence, visit <http://creativecommons.org/licenses/by/3.0/nz/>. Please note that no Ministry of Defence or New Zealand Government emblem, logo or Coat of Arms may be used in any way which infringes any provision of the Flags, Emblems, and Names Protection Act 1981 or would infringe such provision if the relevant use occurred within New Zealand. Attribution to the Ministry of Defence should be in written form and not by reproduction of any such emblem, logo or Coat of Arms.

Acknowledgements

The Ministry of Defence would like to thank the Expert Advisory Group for their assistance with this review.

Expert Advisory Group (in alphabetical order)

Commodore Wayne Burroughs, Chief of Staff, HQNZDF

Belinda Clark, former Secretary for Justice and Trustee of the Equal Employment Opportunity Trust

Jean-Pierre de Raad, Chief Executive Officer, New Zealand Institute of Economic Research

Paula Rose, Executive Advisor, Ministry of Social Development (retired Superintendent NZ Police)

Commander Melissa Ross, Co-chair NZDF Women's Steering Committee

Sue Russ, NZDF Equity and Diversity Manager, NZDF Defence Personnel Executive

Mike Sansom, Development Manager: Gender Equality (New Zealand Aid Programme), Ministry of Foreign Affairs

Colonel Karyn Thompson, Co-chair NZDF Women's Steering Committee

All photos courtesy of NZDF.

Executive Summary

At the request of the Minister of Defence, this Review is a broad and independent examination into the treatment of women in the New Zealand Defence Force (NZDF). It explores the degree to which Regular Force women are:

- Treated equitably
- Able to achieve their full potential
- Safe from harassment, bullying and assault

The Review has drawn on information from our reviews of international literature and NZDF policies, data sourced from NZDF administration data and organisational surveys, and interviews with NZDF personnel.

Findings

In the last 15 years, there has been substantial progress in gender equity. Women in the military find it a safer environment, but there is still work to be done particularly in the areas of increasing recruitment, retention and progression to senior ranks. Progress has been made in the development of family-friendly policies and all trades are now open to women. In these areas, the easy fixes have largely been made and further progress will require more intensive work.

Getting women in the door, into the branches that lead to the most progression opportunities, and retaining them are the biggest challenges for the future, and more innovative recruitment, workforce planning and retention strategies need to be developed. Areas of concern around safety remain primarily in the recruit training period, though harassment has declined in the organisation in recent years. More specifically:

In the latest published figures, the NZDF has higher female representation in the Regular Forces than the US, Australia, Canada or the UK, but little progress has been made in recent years. NZDF has not moved substantially forward on increasing the total percentage of women in Service over the past ten years with representation falling in the past five years. Having more women in each recruit training intake, more female instructors, and more female representation across trades will support the NZDF goal of inclusion.

Attracting female Service members is a challenge for the NZDF, as is getting them through the recruitment process. To date largely passive strategies have been used to attract women to careers in service, but research aimed to guide the development of a new women's recruitment strategy is currently underway. Women are also more likely to fail the physical fitness tests that are part of the recruitment selection process, and a systematic examination of barriers in this process for women is planned.

Women's representation and progression is limited by high attrition. As of June 2013, there was an overall gap of 2% between women's and men's annual retention rates (15.3% vs. 13.2%), though Navy and Air Force had a gap of more than 4%. Given the lower numbers of women entering service, this means there are few women left to promote to

senior ranks. However, the NZDF has made reenlistment easier, and female commissioned officers in particular tend to reenlist.

Progression systems are equitable, and early career promotional equity was demonstrated in our study of the cohort of Service personnel who entered in 2003.

However, thus far women have failed to reach the highest levels of the organisation. ‘Credible operational command’ is perceived by many as being essential for the Chief of Defence Force role and to date this experience has been provided only by leading in combat/operations branches. Currently, 6% of officers in combat/operations branches are women. Underrepresentation in combat/operations branches results in limited career progression opportunities for women.

Women reported that progress had been made in the area of harassment. As reported in large scale organisational surveys, harassment has dropped from 19% to 10.4% over the last four years. However, women in all Services also report higher rates of bullying than men (13.4% vs 6.6%), and there has been no improvement over the past six years.

Improved monitoring and interventions are needed to further reduce safety issues. The policies and systems for reporting of bullying, harassment, and discrimination are robust, though improvements can be made in organisational tracking of incidents. Many women interviewed felt confident in their ability to report an incident, though others felt that it would damage their career to do so.

There are specific concerns in the area of initial training. Currently, only the Army systematically collects data specifically about bullying, harassment and discrimination experiences during the initial training period. In these surveys, women are two to three times more likely than men to report experiencing difficulties with a staff member.

Recommendations

The Report makes four recommendations:

1. Recruit the best personnel, by focusing on a broader potential candidate pool
2. Expand systems to increase women’s retention
3. Improve pathways for women to attain senior leadership roles
4. Further reduce discrimination, harassment and bullying, particularly in recruit training

Next steps

The NZDF has requested that the Ministry of Defence Evaluation Division conduct a review of civilian women planned to begin in early 2014, and subsequent reviews of military women will be conducted in 2015 and 2018. NZDF has been working through an action plan and recommendations in the report will be monitored by the Defence Business Committee. It is expected that a full outline of the work programme and progress indicators will be accepted by the Defence Business Committee on or before 30 June 2014.

Contents

1	Introduction	7
1.1	Why does the NZDF need women?	8
1.1.1	Increase capability	9
1.1.2	Reduce costs	9
1.1.3	Demonstrate leadership	10
1.1.4	Reduce risks	11
1.1.5	Get the best performance out of human capital resources	11
1.1.6	Fully align behaviour with values	11
2	Review process	12
3	Findings	13
3.1	Can women get in the door?	15
3.1.1	Recruitment selection	16
3.2	Do women stay?	20
3.2.1	Impact of change in re-enlistment policy	21
3.2.2	Why do women leave?	22
3.2.3	Family support as a retention tool	23
3.3	How well do women progress?	26
3.3.1	Are promotion policies and practices fair?	28
3.3.2	Why do women not reach the top ranks?	28
3.3.3	Trade selection is the primary barrier	30
3.3.4	What could be done to improve women's opportunities?	30
3.3.5	Postings and deployment	32
3.3.6	Is pay equitable?	33
3.3.7	Does having children limit progression?	34
3.3.8	Unconscious bias as a barrier to promotion	34
3.4	Are women safe from bullying, harassment and discrimination?	37
3.4.1	Key risk areas	40
3.4.2	Are the procedures adequate?	42

3.5	Future state of women	45
3.5.1	Are targets needed?	47
4	Recommendations	49
4.1	Next steps.....	49
5	Appendices	54
	Appendix 1 Terms of Reference	54
	Appendix 2 Methodology	59
	Notes on quantitative analysis.....	59
	Qualitative data.....	60
	Quasi-experimental study on unconscious bias.....	60
	Policy review best practice criteria.....	61
	Strengths and Limitations.....	62
6	References	63
7	Acronyms.....	65



1 Introduction

Fifteen years ago, the Report of the Gender Integration Audit of the New Zealand Defence Force (Burton Report) found widespread gender harassment, lack of family-friendly policies, and lack of acceptance of women in military roles. The Review of Progress on Gender Integration (Hanson Burns Report) in 2005 found significant progress particularly in the area of family-friendly policy, a reduction in sexual harassment and growing awareness that women make important contributions to the success of the NZDF. At the request of the Minister of Defence, the Evaluation Division of the Ministry of Defence conducted a comprehensive and independent examination of the treatment of women in the NZDF in 2013. This Report explores the degree to which regular service women are:

- treated equitably¹
- able to achieve their full potential, and
- safe from harassment, bullying and assault.

¹ NZDF policy defines equity as something that ‘recognises that people are different and that different approaches may be needed to produce outcomes that are fair and right. This includes accommodating individual differences so that individuals can perform to their best within operational constraints. Equity is not equality. Equality treats people in the same way and fails to recognise that equal treatment will not always produce a fair result.’

An assessment of the current state of equity for women and an exploration of the future state were the essential elements of this Review. This aligns with the goals of the NZDF. According to the 2013 Annual Report, the NZDF is ‘strongly committed to ensuring the identification and elimination of any policy, procedural or institutional barriers that have the potential to impact on equal employment opportunities’ (p. 18). Full terms of reference, scope and research questions are listed in the Appendix.

In 2013, NZDF employed 1,103 Regular Force and 1,252 civilian women, representing 15% of all Regular Force personnel and 45% of civilian employees. The scope of the Review was such that the experiences of civilian employees and Reserve Force women were not explored. This area is important as the NZDF moves forward toward increased permeability between Regular Force, Reserve, and civilian employment. As requested by NZDF, a review by the Ministry of Defence Evaluation Division of civilian women in the NZDF is planned to begin in early 2014.

1.1 Why does the NZDF need women?

Though this report is titled Maximising Opportunities for Military Women, it is just as much a report of how the NZDF can benefit from increasing the representation of women. NZDF has not moved forward on increasing the total percentage of women in service over the past 10 years and actually falling in the past 4 years, as shown in Figure 1. Why does this matter? NZDF has managed in the past with very few women, what would be the benefit of increasing the percentage of women?

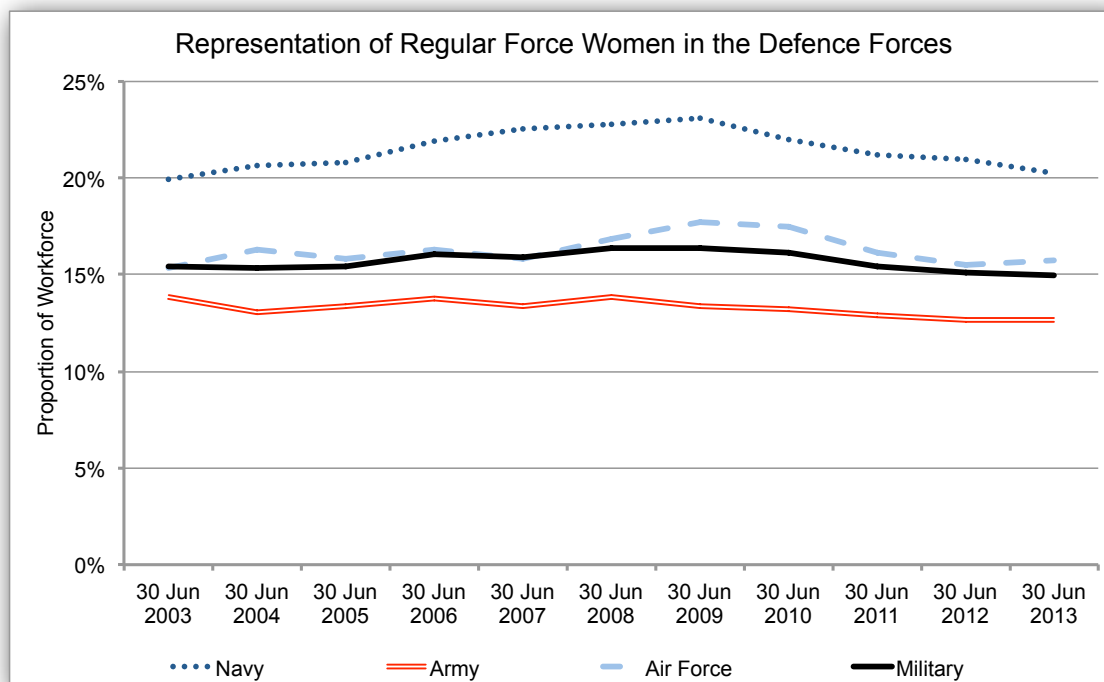


Figure 1 Representation of women over the past 10 years²

² Based on FTE. Note: NZDF did not provide any information or data that included NZ Special Air Service (SAS), which is at present a completely male unit. Base figures covered in this report do not account for SAS personnel.

1.1.1 Increase capability

There is an increasing need to recruit and retain the best skills and talent to the NZDF, but competition for this talent pool comes from both domestic and international sources. New Zealand-born men are strongly over-represented in Australian job market at prime ages, and men working abroad are more likely to hold vocationally-oriented qualifications (Haig, 2010). As an example of the gender disparity, there are 124 New Zealand-born males working in Australia for every 100 New Zealand-born working females. Therefore the NZDF is not only competing with other New Zealand employers, but also with Australian employers for talent and skills, particularly of the traditional NZDF talent pool.

Future35, the main strategy document for the NZDF, calls for substantial increases in troop strength particularly in deployable ground forces. Traditionally, this would have been a primarily or exclusively male force. However, the duties that the ground forces will be asked to do include many functions that go beyond traditional warfare, e.g. humanitarian assistance, peacekeeping and relief work. From an operational perspective, increasing women gives the Services a more flexible workforce. Fifty percent of the civilian population that the NZDF comes into contact with while deployed are female, and in much of New Zealand's area of influence cultural restrictions prohibit females from having any contact with males outside their family. Male soldiers are therefore limited in a way that females are not.

Former Chief of the Defence Force (CDF), Lieutenant General Rhys Jones, gave an example from his experiences in Bougainville, including the 'advantage to having females' when engaging the local population. 'Females have influence' with local women in a way that males do not. At least in land operations, he saw a 'huge operational benefit' to including women. He also articulated the benefits of diversity beyond gender, including the role modelling of positive ways to overcome ethnic divisions through New Zealand's bicultural framework. The NZDF can capitalise on the diverse personnel resources available within New Zealand to build a more flexible and effective force.

Finally, this report will show how the talent pipeline of NZDF senior leadership has been limited to relatively few branches that have high male representation. If women were included to a larger extent in the talent pool for senior positions, the result would be a greater diversity of experiences and knowledge brought to high level discussions.

1.1.2 Reduce costs

The NZDF would gain better return on investment if it were able to retain women in the organisation longer. As shown in Figure 2, very few women remain in service past 12 years. The cost of recruiting and training is substantial for each Service member. Australian figures have been reported at \$21,000 per recruit, and up to \$680,000 investment per Service member (RFI 175 Consultant Report: Cost of Military Turnover, cited in Australian Human Rights Commission, 2012). An "order of magnitude estimate" conducted by the Ministry of Defence Evaluation Division placed the cost of avoidable attrition for the NZDF at \$100 million per year.

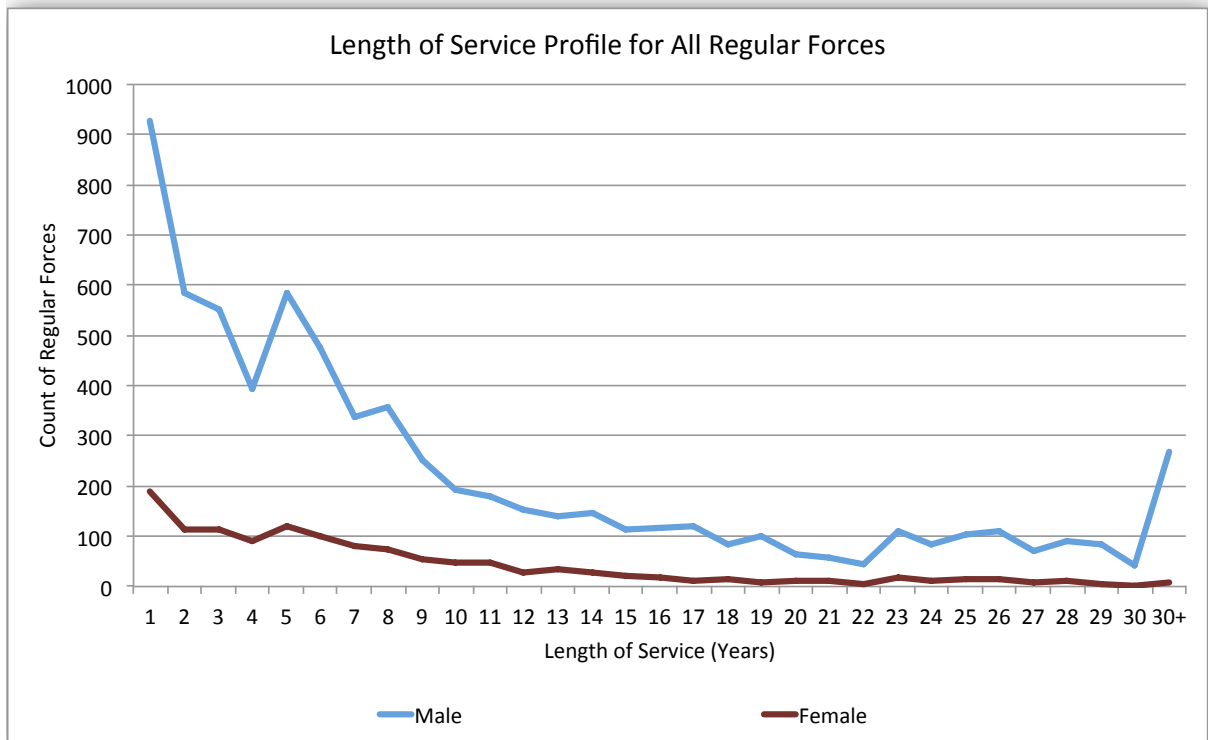


Figure 2. Length of Service of Regular Forces as of 30 June 2013

1.1.3 Demonstrate leadership

The NZDF is a role model, with the highest total representation of women in Regular Forces compared to their peer military organisations, as shown in Figure 3.

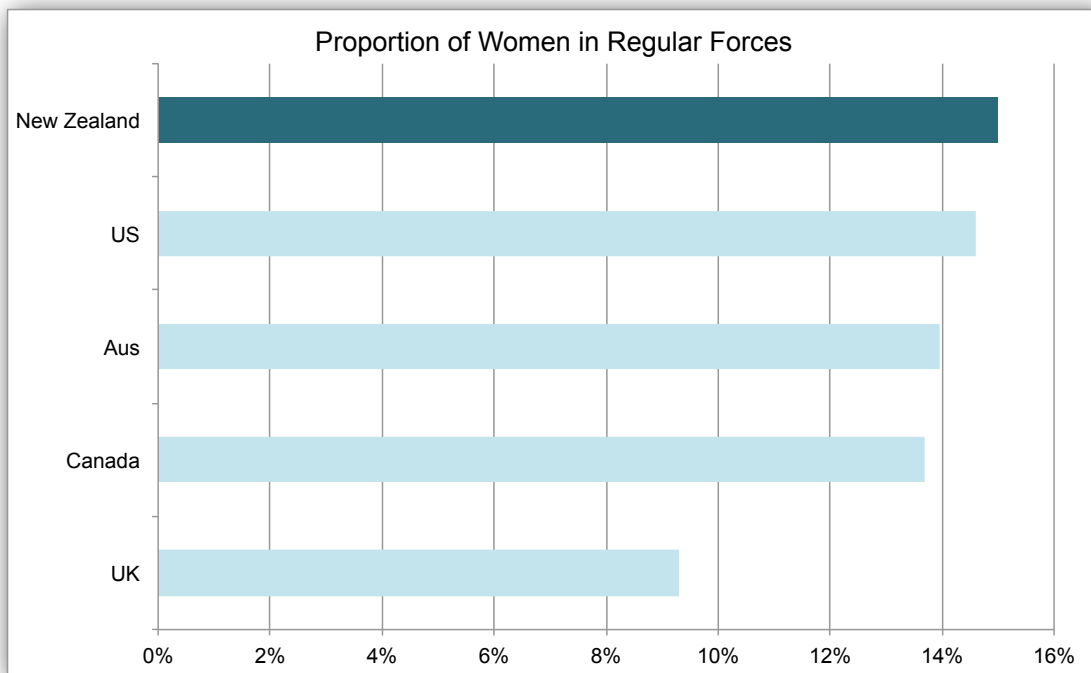


Figure 3 Proportion of women in Regular Forces

In many ways, New Zealand is a leader in equity and diversity. The NZDF has already proven that it is a world leader in the area of supporting Gay, Lesbian, Bisexual, Transgender, Intersex, and Questioning (GLBTIQ) staff, through the OverWatch programme. This was recognised with the top prize at the Equal Opportunity Trust 2013 Diversity Awards.

Human Rights (Women in Armed Forces) Amendment Act 2007 established the legal basis for women's full participation in front line combat roles. But years before that women were already taking up roles that placed them in harm's way. In 1986, the first women were given postings to ships. In 1988, the Air Force opened all jobs to women, including combat flying roles. As one of the first countries to allow women in combat roles, other militaries look to New Zealand to see how to successfully integrate women into combat/operational branches.

1.1.4 Reduce risks

There are risks when team members all have similar backgrounds, experiences and world views. Group think has serious repercussions for decision-making. The Safety Institute of Australia published a paper identifying group think as a major inhibitor of occupational health and safety. As group members strive for cohesion this limits their ability to realistically evaluate possible actions. In May 2013 the European Agency for Safety and Health released a report on diversity at work which concluded that workplaces and organisations needed to 'stimulate an inclusive working environment in which people from diverse backgrounds feel respected and recognised' (Starren, Luijters, Drupsteen, Vilevicius, & Eeckelaert, p. 46). The NZDF has a desire to reduce health and safety risks, and increasing diversity is one approach that has proven successful.

1.1.5 Get the best performance out of human capital resources

People who feel valued by their organisation work harder. Deloitte's (November, 2012) two-step inclusion model begins with fairness and respect, as evidenced by equity and non-discrimination. It then moves forward from this base into value and belonging as the key to unlocking the potential in diversity. The NZDF has worked hard to develop a strong base of equity and non-discrimination. However peer organisations have pushed even further on policies to support the inclusion of women, including the New Zealand Police and the Australian Defence Force. The NZDF is currently developing a new Diversity and Inclusion Strategy.

1.1.6 Fully align behaviour with values

The NZDF's core values are courage, commitment, comradeship and integrity. Behaviour of individuals and the organisation must be congruent with these values. Tolerance of poor treatment or exclusion of any members of the Forces fails to uphold the value of comradeship. As NZDF becomes more reflective of New Zealand society it becomes a more trusted organisation, to which more people are willing to make a commitment. Service should be a profession of choice, where they are valued and honoured for integrity.



2 Review process

This Review took a multi-method approach to data collection drawing on a variety of sources to support each conclusion. The Review was informed by:

- A desktop review of NZDF policies and procedures against best practice
- A literature review of what comparable organisations are doing to achieve gender equity and the effectiveness of these strategies
- Analysis of existing NZDF datasets including attitude surveys, career progression, pay, and complaints
- A survey of senior NZDF leaders to measure levels of unconscious bias
- Interviews with 115 NZDF personnel across a range of ranks, Services and roles.

The Expert Advisory Group provided advice and peer review throughout the process of the Review. A workshop was held with the Defence Force Leadership Board to present the findings and discuss feasibility of the recommendations. The Defence Business Committee, whose membership includes both NZDF and Ministry of Defence personnel, has accepted responsibility for monitoring the recommendations. Further methodological details and full terms of reference are located in Section 5 Appendices 1 and 2.



3 Findings

In the last 15 years, there has been substantial progress in gender equity. Women in the military find it a safer environment, but there is still work to be done particularly in the areas of recruitment, retention and progression to senior ranks.

NZDF policies provide a sound foundation for gender equity. Overall, they meet best practice criteria, more than match overseas Defence Forces' provisions and, in some cases, exceed the requirements of the relevant NZ legislation. Where relevant, some minor suggestions for change or addition have been made. But how well do these policies translate into the experiences of women in the organisation? Do women have an equal opportunity to take the top position in the NZDF?

The best way to begin examining the situation of women in the NZDF is by exploring how the careers of women and men compare. Figure 4 demonstrates the importance of both recruitment and retention. Women are less likely to apply, successfully complete the recruitment selection process and be attested (enter service), and remain in service in the long-term than men. This Review sought to understand this phenomenon.

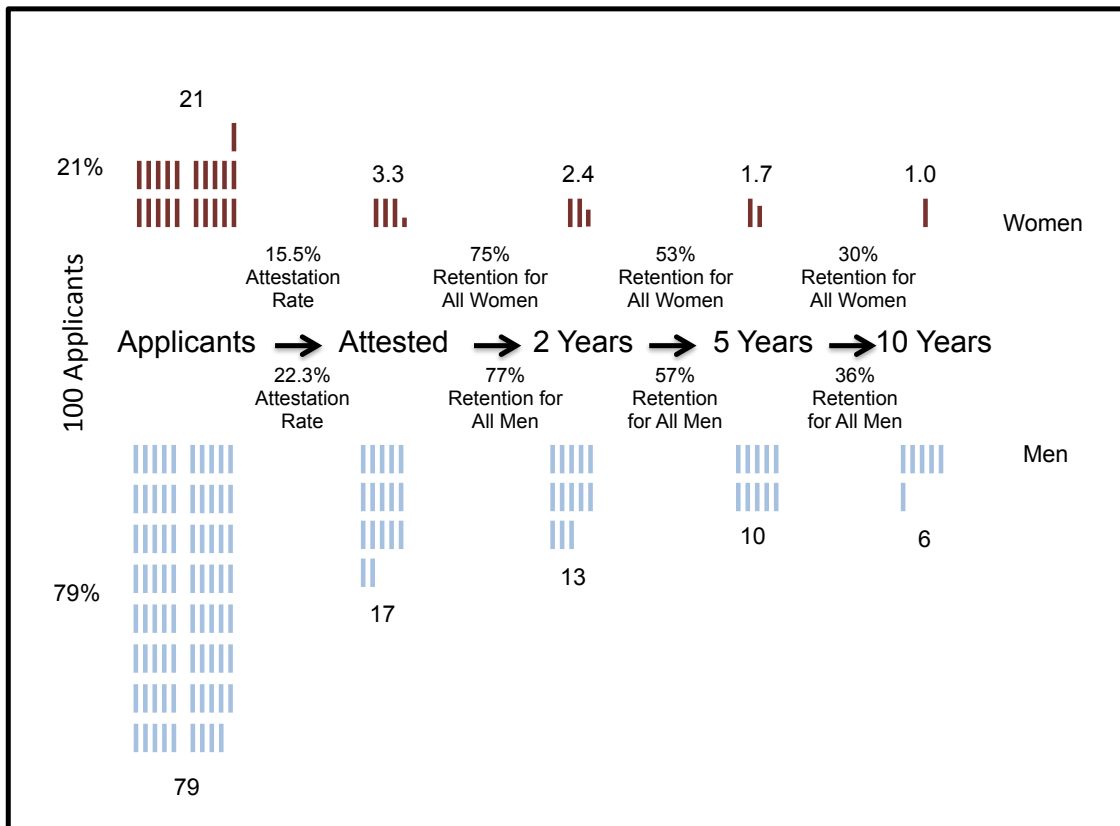


Figure 4 Progress through NZDF lifecycle for men and women up to 10 years

For women to reach the CDF position, they need to be represented at the upper ranks of the organisation. Figure 4 illustrates one of the main reasons that women are not currently represented at upper levels, women’s attrition exceeds men’s and over time this has a profound effect on women’s representation. This is made even more problematic by the lower number of female applicants and lower attestation.

This report will demonstrate many ways that this situation can be improved in the future, including:

- Small improvements in retention make a big difference in total representation.
- Any effort to increase numbers of women attested means a focus both on improving the attestation rate and growing the pool of applicants.

The following sections deal with issues of how women enter, progress and develop within the NZDF, specifically examining factors such as family and safety that impact on women’s retention. The final section explores what the future state of women in the organisation might look like, and finally how to achieve this.

3.1 Can women get in the door?

- ➔ Women join the Services for the type of work and opportunities on offer, service to country, travel and adventure.
- ➔ A passive approach has been taken to women's recruitment, meaning little work is undertaken to actively encourage women to apply. Research to support the development of an active strategy is currently underway.
- ➔ Men have a 40% to 50% higher probability of making it through all steps required for entry with some variability between Services, as 15.5% of women reach attestation, whereas 22.3% of men do.
- ➔ Entry fitness tests are more of a barrier for women than men.

In the past two years, 21% of applicants for Service positions have been women, as shown in Figure 4. In the interviews conducted for the Review we asked women why they had joined the Service. Many of those interviewed identified face-to-face interaction as key in the decision to join, such as: having family or friends in the Services, starting in the Territorials, Reserves, service academy at school, having coincidental contact with recruiters. Others were prompted by recruitment advertising or activities, in particular seeing young women in the media campaigns.

However, the perception in the civilian world is frequently that women are not accepted in the NZDF. Several recruiters shared stories of parents steering their daughters away from engaging with NZDF. Parents and teachers are important influencers in the decision to join, and so the public views of the NZDF brand as representing females as well as males is important.

Females are entering professions that are comparable to the NZDF. Some highlights:

- Women make up 25% of the tertiary students who are currently studying aerospace engineering and technology in New Zealand and 25% of the students in maritime engineering and technology (Ministry of Education, 2013).
- Of those under the age of 38 currently licensed to fly commercially in New Zealand, 10.8% are women (Ody, 2012).
- NZ Police has 30% females in its new recruit wings (NZ Police, 2013).

Women may be less aware of the opportunities within NZDF. A Ministry of Women's Affairs (2012) study noted that female students who had high aptitudes in mathematics and science were more likely than males to state they had no idea what engineering was or what job opportunities existed. Engagement with female students would likely develop an

Why do women join?

Nature of the work/
service to country

Travel

Sense of family,
support and direction

Opportunity to study
without fees

Sport and fitness
focus

Adventure

increased talent pool in some of the key trades that NZDF has difficulty recruiting, and this model is currently in use in the Royal Air Force (Collins, 2012).

To date there has been a gender neutral approach to recruitment, with a largely passive strategy to getting women in the door. Visits to girls' schools have been a positive feature, but more could be done. An example of a new initiative in this area was a women's only Defence Careers Experience that was run in Auckland in October 2013.

Recent recruitment advertising has featured both male and female role models, focused on helping/teamwork aspects of Defence careers, and highlighting work/life balance offered. NZDF television media is carefully examined before, during and after use and reaction is captured specifically for female as well as male opinion. The UK has gone a step further, with one promotional video produced for the British Army highlighting women's advantage over men in peacekeeping roles ("Torch Light" Saatchi & Saatchi, 1999). Likewise, the NZ Police has developed a targeted advertising campaign focusing on extraordinary stories of women and minority frontline officers using their unique skills to excel in their work.

Research is currently underway exploring how to better attract women to the NZDF that will guide the development of a new recruitment strategy.

3.1.1 Recruitment selection

Once an application has been lodged online, recruit selection is based upon passing a police check, medical tests, physical fitness tests, psychometric tests, as well as passing an interview. This process is a barrier for many who want to join, but more so for women. Of all the women who apply, 15.5% successfully achieve attestation, whereas 22.3% of men do. Because data is not available for all stages of the recruitment process, it is impossible to judge exactly where women are encountering the most difficulty.

A candidate may withdraw at any stage of the process, and the NZDF may decline an application at any stage of the process. The total percentages are shown in Figure 5.

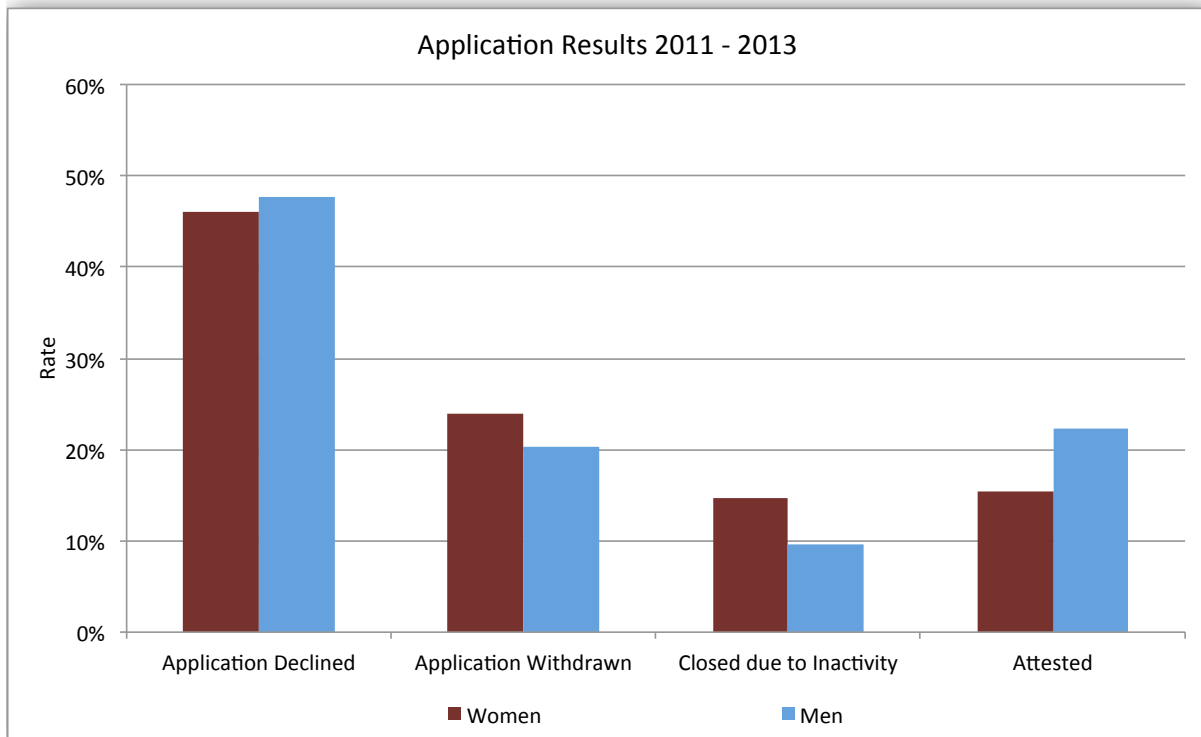


Figure 5 Outcomes for candidate phase of recruitment

Physical fitness tests

Recruits must pass three physical tests; push ups, curl ups, and the “Beep” (running) test, to progress through the recruitment process. Two of the physical tests focus on upper body strength. The Navy and Air Force have the same requirements for men and women. The Army has higher standards than the other Services, but the female minimum standards are lower than those of men. The Army also has an additional physical fitness requirement that is tested on a special induction day prior to attestation, again with different standards by gender.³

In general, women have a higher probability of failing the physical fitness tests, particularly push-ups where women have an overall failure rate 7 times higher than men. See Figure 6.

³ Beyond the Multistage Fitness test given by all Services, Army Entry Level Fitness test results are not currently recorded in an electronic database and were therefore not included in the figures reported here. The system has recently been updated so further tests will be recorded electronically.

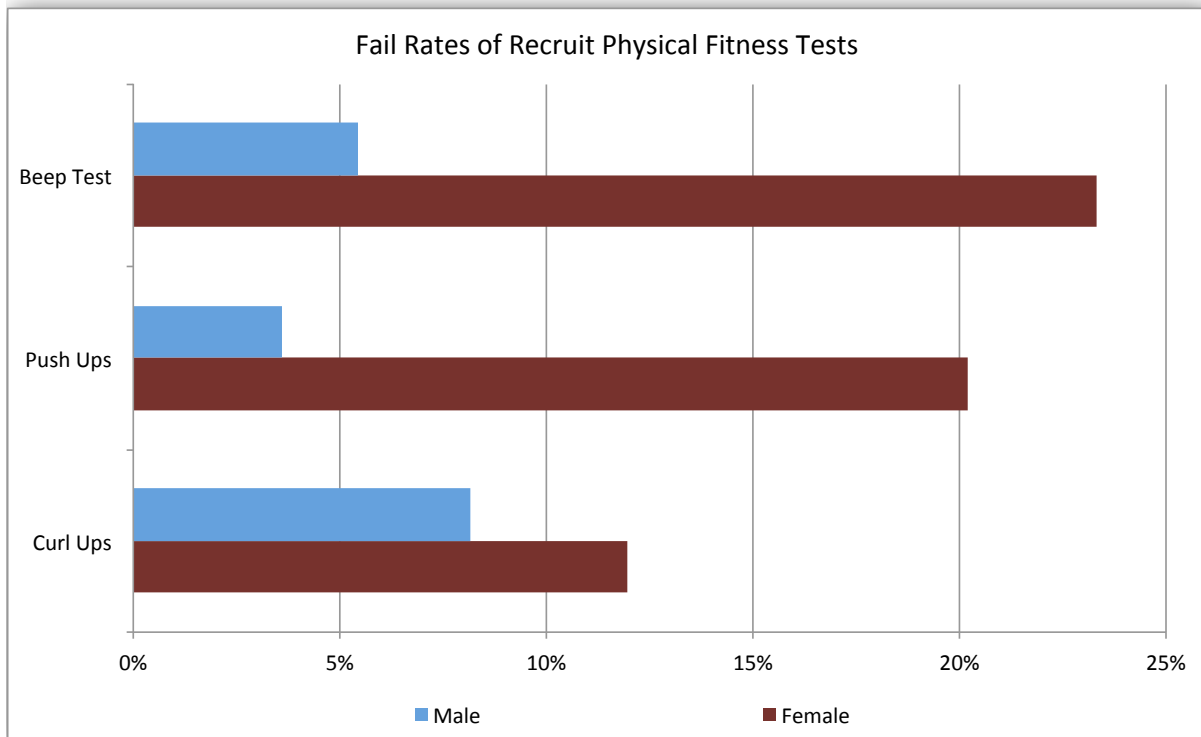


Figure 6 Recruit selection physical fitness test fail rates

For the Navy and Air Force, failing a physical fitness test does not automatically exclude a candidate from Service as recruiters consider a range of factors while making their decision. However, the Army Entry Level Fitness test is a requirement that all Army recruits must pass.

Additionally, Army is trialling the Land Combat Fitness test which has one standard for all. Pass rates are being monitored by gender. Before full implementation, the Army needs to carefully consider their own training policies as these policies spell out exactly how women are disadvantaged through physical testing, including muscle quantity, lower haemoglobin content, and smaller lungs. The organisation has a need to gain and retain skills, and as physical fitness is both easier and less expensive to develop than technical skills, it would be advantageous to adjust requirements to reflect this.

Psychometric testing and interviews

The NZDF is just beginning to electronically conduct psychometric testing, so it was not possible to review this area of the recruitment process at present. It is important in the future to examine not only pass and fail rates by gender (and likely ethnic diversity) but also to check for item bias in some questions.

Interviews are the most subjective phase of the recruitment process. Though there is a standard form that recruiters use for the interview, there is also a wide degree of latitude. The subjective nature of the interview has the potential to introduce bias, including gender bias, into the process, and there is a need to carefully monitor outcomes.

Recommendation 1

Recruit the best personnel, by focusing on a broader potential candidate pool

By 2018, it is expected that there will be a significant increase in applications by women and that the attestation rate for men and women will be equalised. To reach that point, the following strategies are recommended:

1. Based on outcomes of Phase One research currently being conducted, develop and implement an active attraction strategy for female applicants.
2. Establish measures of success prior to implementation, set baselines, tracking and plan for review.
3. Review marketing and attraction materials for appeal to women, with specific attention to trades where women are underrepresented and make any necessary changes.
4. Increase resources for engagement with prospects, girls' schools, sporting events, and influencers of women, including continuing Women's Defence Careers Experience.
5. Conduct research to systematically explore barriers for women in the recruitment process. Implement any necessary changes based on findings.
6. Assess physical fitness standards and testing including entry requirements and regular fitness tests, with consideration for organisational need to gain and retain skills as well as operational requirements. Adjust entry fitness requirements as needed based on findings.

3.2 Do women stay?

- ➔ Retaining skilled and experienced personnel is an organisational need for operational effectiveness.
- ➔ Women are leaving the Service for a variety of reasons including the tension of balancing family and career, lack of stability, and overloading due to personnel shortages.
- ➔ Attrition is consistently higher for women than men, and this gap is consistent with other public sector organisations.

Attrition is costly for the organisation, because developing skills is an investment of time and resources. Although the organisational structure requires some attrition to allow personnel to move upward in rank, the current rates exceed this. Women consistently experience higher attrition rates than men, as shown in Figure 7. However, men's and women's attrition is variable by Service, with higher female attrition particularly in the Navy and Air Force.

The attrition rate for women in NZDF at June 2013 was 15.3%, compared to 13.2% male attrition. Female officers have an average annual attrition rate 3.2% higher than male officers. Female other rank personnel have an average annual attrition rate 4.9% higher than their male peers.

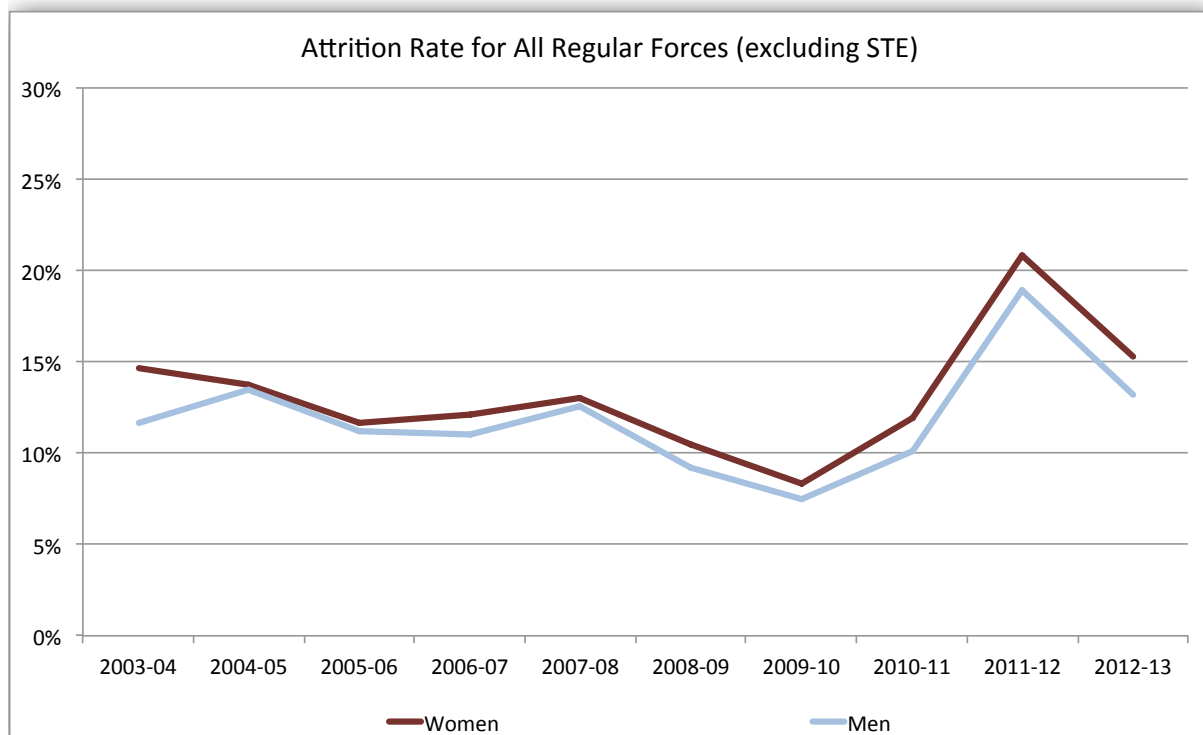


Figure 7 Attrition Rates by Gender (excluding short-term employment)

The differential between female and male attrition rates are comparable with the difference in turnover rates for the New Zealand Public Service shown in Figure 8, which have on average a difference of between 2% and 3%.

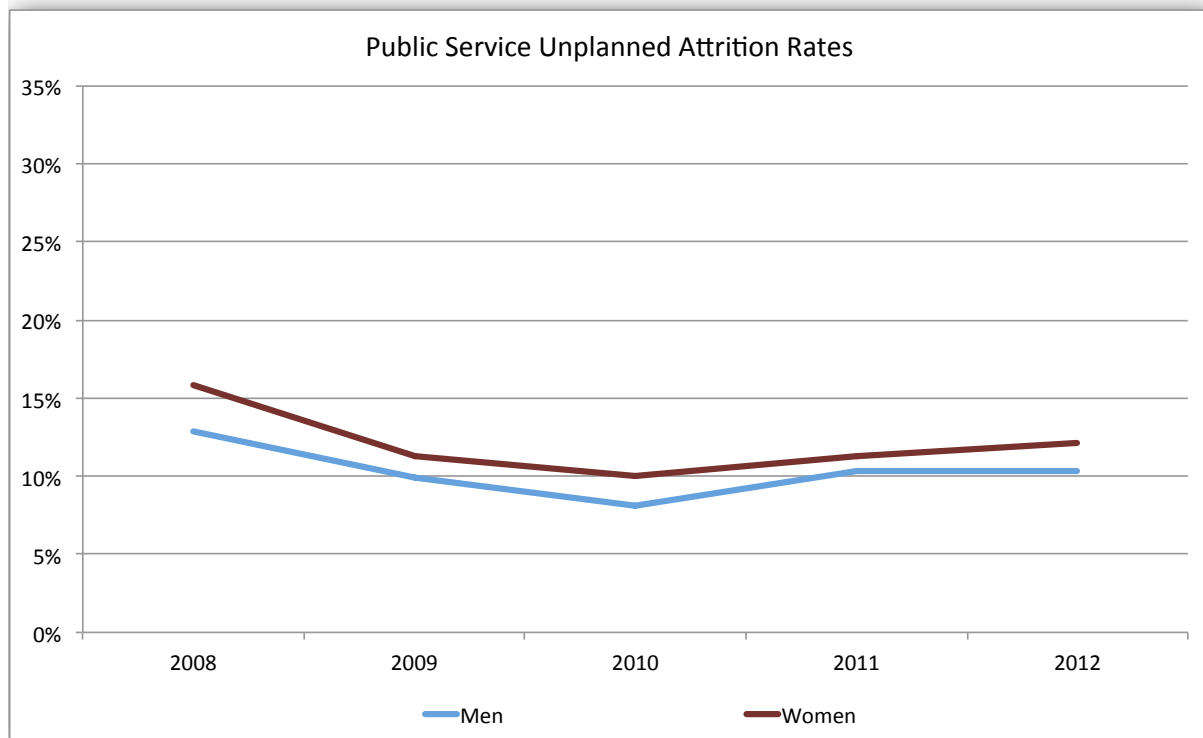


Figure 8 Turnover rates in the Public Service, 2008 – 2012

3.2.1 Impact of change in re-enlistment policy

Using the 2003 cohort data set and tracking the total attrition of all new recruits for that year⁴, the impact of the difference in annual attrition rates is striking, and the impact of policies that encourage re-enlistment are revealed. Re-enlistment policies for officers have an impact for the 2003 cohort of new recruits, whereas the other rank women received only a slight benefit from these policies, as shown in Figure 9 and 10. This provides clear support for policy, such as Total Defence Workforce, that facilitates transitions in and out of uniform service as a method to retain skills. Also notable is the low percentage women left in the cohort after 10 years.

⁴ See Appendix 2 Methodology for additional details on cohort study sample.

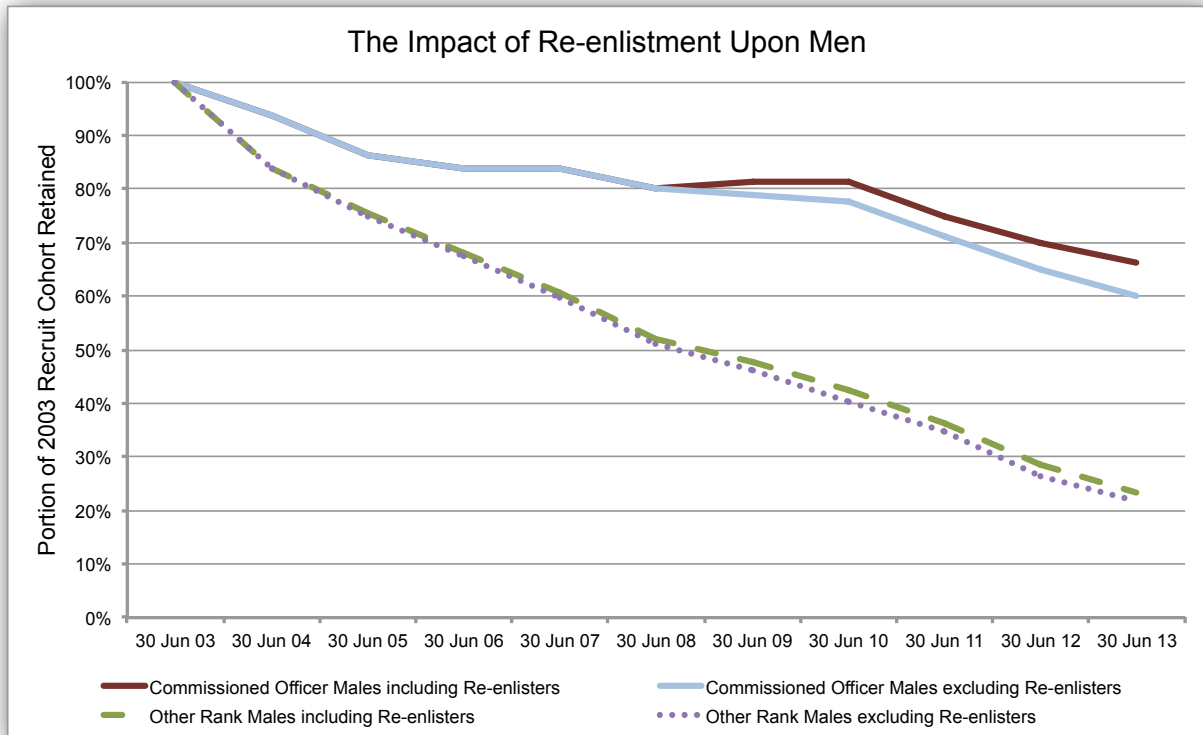


Figure 9 Male Attrition Rates including and excluding Re-enlistment

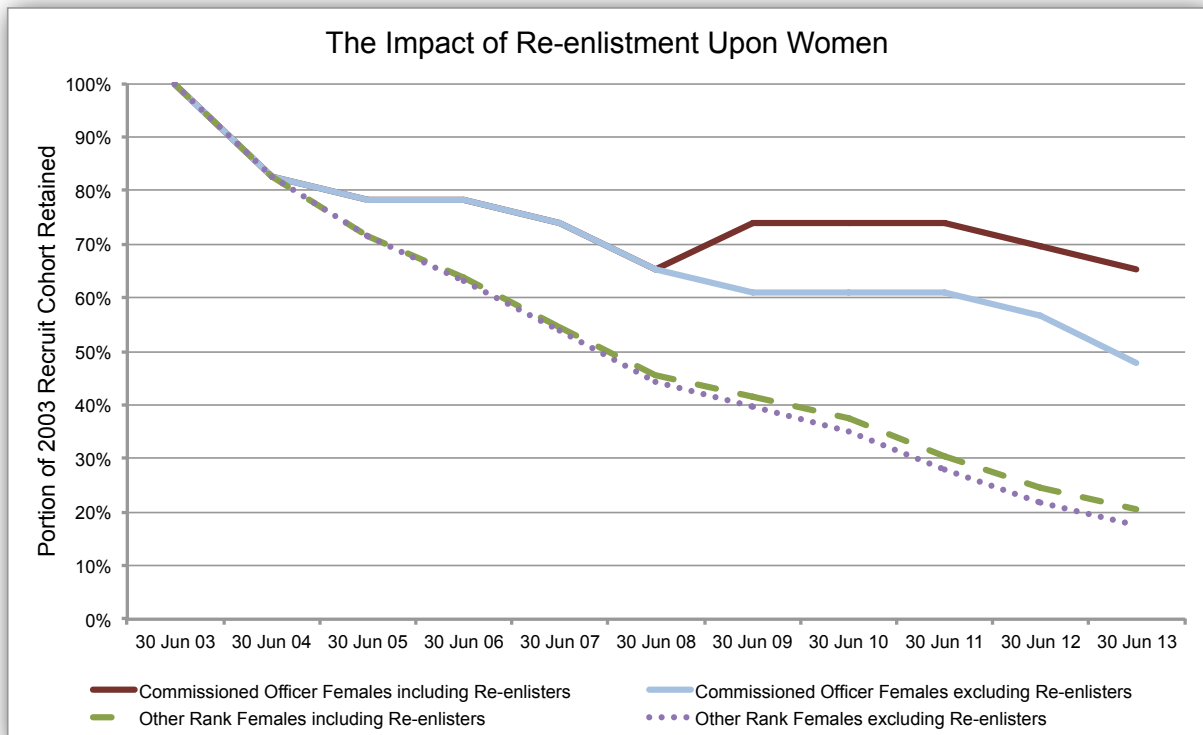


Figure 10 Female Attrition Rates including and excluding Re-enlistment

3.2.2 Why do women leave?

As part of the process of leaving the NZDF, personnel must seek permission to leave by submitting an application form through their immediate supervisor with a minimum of three months notice. This form requests the reason(s) for early departure, and it has been widely

noted that the reasons given are often self-censored. The Navy has an additional survey that captures a more nuanced picture of the reasons for departure. An organisation wide exit survey built on the existing Navy model has already been developed, but not yet implemented.

Women reported that a few key issues made them less likely to remain, including family issues, the organisation's internal financial and political constraints, overloading people, and unpredictability such as having to move. In addition, ex-service women who were interviewed were asked why they left the organisation, and for most it was a combination of reasons. The most common were organisational changes e.g. pressures of job cuts and funding constraints, family related reasons such as wanting stability.

It was clear that Service members felt constrained in their ability to use such family-friendly options as part-time work that could have kept them in the Service. Career managers also reported that they had little ability to accommodate family needs when there are very few people in a trade. This was most problematic in Navy where the deployment lengths are long and personnel numbers are limited by a cap with a very small buffer. The calculations used to determine the cap itself are based on a model assuming personnel will be available for 100% utilisation, and particularly in trades with high female representation this limits flexibility to allow for the leave needs of parents.

Women and men saw potential in the Total Defence Workforce concept as giving more flexibility to move into different roles to accommodate different stages of their lives. But they thought the organisation would need to ensure that contributions in anything other than regular service are recognised and valued. As part of this, some still thought there was a need to make re-enlistment easier.

3.2.3 Family support as a retention tool

Both family and the military are considered "greedy" organisations, demanding of time and commitment from individuals. In the interviews, this came through as one of the most critical retention issues, for both men and women. As many people are having children later, this is seen as creating greater difficulties as people juggle children with more senior and demanding roles.

NZDF policy intent makes it clear that there are strong operational and efficiency reasons for supporting military families. All services are perceived by their members as genuinely



Women identified a variety of reasons that they were **choosing to stay** in the organisation:

- People and friendships
- Sense of belonging and being part of a team
- Opportunities for development/expectation of development
- Opportunities for advancement
- Variety and challenge
- Being outside and the opportunity to play sport
- Opportunities for travel
- Feeling proud to be serving New Zealand

trying to be accommodating of people's family responsibilities e.g. not scheduling exercises as much during school holidays, but some inherent difficulties remain. Constant moving is hard for people with families, and particularly for those with military partners. At the moment, dual military couples are not able to gift leave from one partner to another (called pooling leave), but this was mentioned as something that would provide assistance to managing the demanding schedules of two military careers. Solo parents also face unique challenges in this environment, particularly around limited or expensive childcare options.

NZDF policy balances the needs and wishes of a pregnant woman, the responsibilities of the employer to ensure safety and wellbeing, and operational requirements. The woman's medical officer in consultation with the pregnant woman, her Commanding Officer (CO) or Manager and a health and safety advisor make any necessary restrictions of duties while pregnant. The processes around managing issues such as fitness testing, working in potentially hazardous areas and medical grading are clear and sensible.

Operational requirements usually take priority over family needs, and part-time is seen as not being possible due to the nature of the work for some units, but some women felt they could transfer to another unit if they needed to work part-time. Similarly, roadblocks for use of unpaid leave include the 'perception that they have to hold a vacancy in the unit' (Male, Air Force). Thus there is often a cap of only two or three people who can be on leave at any one time within a unit. Again and again there were examples of how the skills and attitude of the manager are critical to making it work. As one woman in the Navy said 'There are certain stages in your career, when you are juggling work and family, where you think, is this all worth the hassle? Having options of leave without pay, more flexibility including working from home, makes it easier to get over the humps. Then you give back so much more.'

Additional suggestions that were raised as ways to make the organisation more family-friendly:

- Give as much notice as possible of travel requirements e.g. exercises.
- Up skill managers on making flexibility and part-time arrangements work.
- Provide a 'toolkit' on the intranet of issues, suggestions and services relating to people who are trying to manage family life with being in the Service, including tips to help prepare for and then talk through options with your senior officer relating to family needs e.g. timing of postings, which parent needs flexibility.
- Incorporate the Navy's policy on the parental leave into general NZDF policies on parental leave. The Navy's policy covers communicating with the staff member on parental leave and planning for the transition back to work.
- Increase childcare subsidies and/or facilities.

Recommendation 2

Expand systems to increase women's retention

By 2018, it is expected that women's attrition across Services will be significantly reduced, and that the gap between men's and women's attrition will be no greater than 1% overall. The following strategies are recommended to address this:

1. Institute a flexible occupational progression system, particularly in the areas of expected timing of postings, deployments and training.
2. Progress Total Defence Workforce and reenlistment incentives.
3. Further develop family-friendly policies, practice and resources to help all Service members to balance work and family needs, e.g. more childcare support, 'pooling' of family leave for dual military couples, encouraging part-time work.
4. Provisions to increase personnel numbers in key trades easing pressure on those currently serving, e.g. an additional buffer of personnel allowed above the cap for Navy.
5. Update Diversity & Inclusion strategy and embed it in organisational culture.
6. Implement an organisation wide exit survey built on existing Navy model, use results to develop a retention plan.

3.3 How well do women progress?

- ➔ Women have never progressed above the level of Brigadier (E), thus no woman has come close to attaining the top position in the organisation.
- ➔ A cohort study of recruits who entered in 2003 shows strong evidence of promotional equity in the first 10 years of service.
- ➔ Developing and implementing a flexible workforce planning model that allows people to develop skills and experiences in timeframes that better suit family needs could increase retention and thereby the number of women who progress through to senior ranks.

In general, the Services are very efficient at moving personnel up in rank. Career managers and commanders are adept at developing a workforce that is deployable and meets the needs of the organisation. People are, by and large, evaluated for their skills rather than by gender. Yet women have not reached the top levels of the organisation.

Promotion is a process under which all Service members are reviewed on a yearly basis for their potential to move up in rank. The current system is a one-way ladder, personnel move up making room for the next person. Promotion boards convene and select who will be cleared for promotion, but actually moving up requires a vacancy in the higher rank. Service personnel have an important role in their progression in the organisation; this is not a passive process. There are necessary steps such as training that must be completed before the next rank can be achieved, though what exact competencies are needed is not always transparent.

Based on interview data, women generally feel they are given the same access to training as men. Women feel that the Services generally are encouraging of people undertaking training. However, courses that require extended periods away from home are limiting for those with family commitments, and therefore options for shorter courses or combination of online study with intense week-long sessions could be alternatives. An important aspect of increased flexibility in career planning is the ability of Service members to initiate when they want training. Increasing transparency around the selection for senior courses would be beneficial so women can opt in at a later date, in even if they have previously declined training due to family commitments.

A cohort study of those who entered as new recruits in 2003 by and large found promotional equity for those who stayed, see Figure 11. There may be a minor barrier for female officers after five years as they appear to make no significant progress for the next six years. This slow down enables men to eventually rise to a level higher than women, however the differences are very small.

For women of other ranks, progress appears to be identical to men. The limitation of this analysis is that the Review can only test 11 years of progress, whereas the average length of service for ranks higher the Lieutenant Colonel is above 20 years.

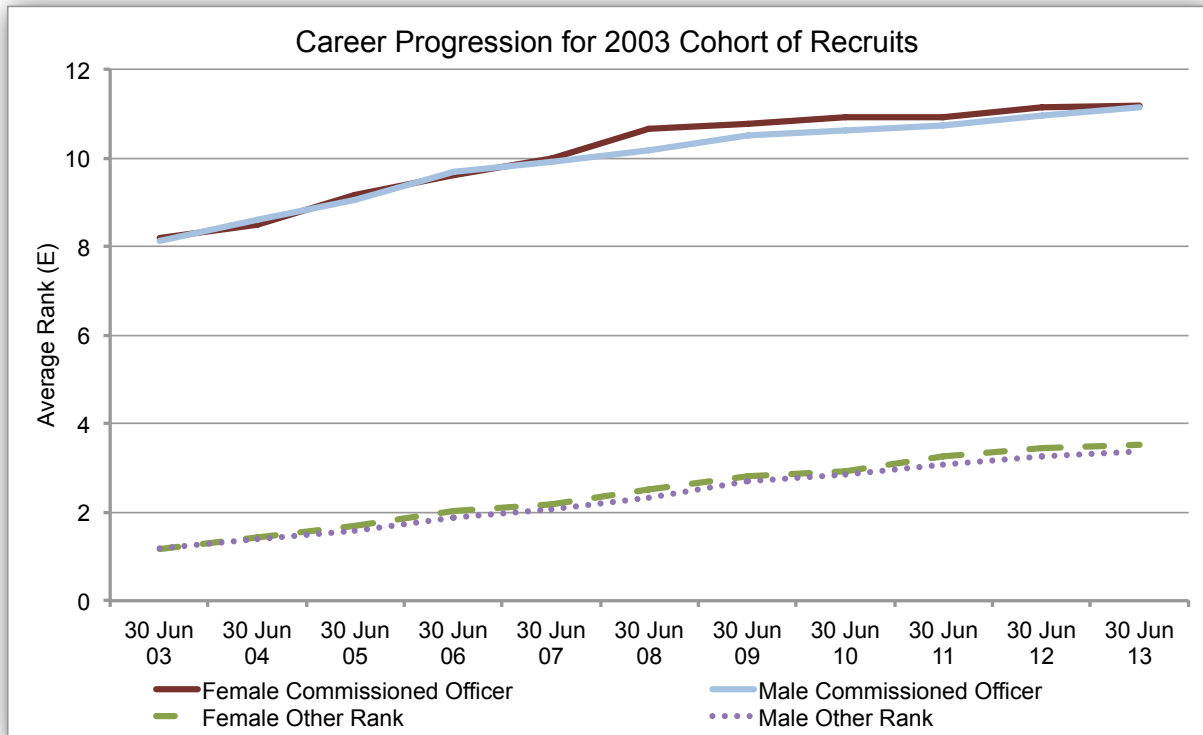


Figure 11 Career progression for 2003 cohort

Table 1 below demonstrates how women tend to cluster in the lower and mid-ranks, with the red lines indicating points in the rank structure above which women are underrepresented.

All Female Representation	30/06/03	30/06/04	30/06/05	30/06/06	30/06/07	30/06/08	30/06/09	30/06/10	30/06/11	30/06/12	30/06/13
LTGEN (E)											
MAJGEN (E)											
BRIG (E)				6%	6%	6%	6%				
COL (E)	4%	6%	5%	4%	5%	3%	3%	2%	3%	5%	4%
LTCOL (E)	7%	7%	6%	6%	5%	8%	8%	8%	10%	7%	11%
MAJ (E)	11%	12%	13%	12%	13%	14%	16%	16%	16%	17%	16%
CAPT (E)	19%	22%	23%	21%	19%	22%	22%	21%	23%	19%	20%
LT (E)	29%	23%	23%	22%	25%	20%	20%	20%	21%	20%	21%
2LT (E)	19%	17%	11%	13%	15%	16%	13%	17%	11%	16%	20%
OFFCDT (E)	12%	14%	15%	21%	17%	18%	16%	18%	18%	21%	17%
Officers	15%	15%	16%	15%	15%	16%	16%	16%	17%	16%	16%
All Female Representation	30/06/03	30/06/04	30/06/05	30/06/06	30/06/07	30/06/08	30/06/09	30/06/10	30/06/11	30/06/12	30/06/13
WO1 (E)	4%	4%	6%	7%	8%	7%	8%	7%	6%	9%	7%
WO2 (E)	5%	10%	11%	9%	10%	8%	6%	8%	8%	9%	9%
SSGT (E)	12%	12%	12%	13%	11%	12%	11%	11%	11%	10%	9%
SGT (E)	14%	13%	13%	12%	12%	13%	14%	15%	15%	14%	15%
CPL (E)	17%	17%	19%	20%	20%	19%	21%	22%	20%	21%	20%
LCPL (E)	22%	22%	22%	24%	24%	24%	25%	24%	22%	22%	20%
PTE (E)	15%	15%	14%	15%	15%	16%	15%	14%	12%	11%	12%
Other Ranks	15%	15%	15%	16%	16%	16%	16%	16%	15%	15%	15%

Table 1 Promotional representation of women by rank

The NZDF has the same issue as other militaries. British Army female officers experience an "armoured glass" ceiling in terms of career progression (Dunn, 2007). Similarly, in the

Australian Defence Force (ADF), women are underrepresented in command positions in general, and particularly in senior command such as star ranked officers (Australian Human Rights Commission, 2012).

3.3.1 Are promotion policies and practices fair?

Promotion boards are one part of the systematic process that moves personnel up in rank. They are composed of people at various levels of the organisation, and are not fixed positions. Navy has a policy that ensures women are represented on promotion and selection boards.

Those who sit on boards are 'confident that the process is free of bias, that there is 'no difference, and that everyone is given the same opportunities' (Male, Army). Yet because promotion boards sit behind closed doors, there is sometimes a perception that knowing the right people is more important than having the right skills.

In addition, the desktop review of policy found no systematic indication in the policy documents that the avoidance of gender bias in promotion has been considered. Qualities such as leadership are part of the assessment criteria for many promotions, and perceptions of leadership are vulnerable to unconscious bias as will be discussed in Section 3.3.8. While the provisions of the policies can appear gender neutral, a lack of training in avoiding unconscious bias or a structured monitoring of policy outcomes for gender differences means this neutrality cannot be assumed.

Given perceptions of a lack of transparency, promotion policies should include a reference to the expectation of avoiding bias, the processes to be followed and the resources that are available to achieve this (e.g. Equity and Diversity Training or HR toolkit resources). The plan by the Equity and Diversity Manager to develop an Unconscious Bias Module for use in the career management and promotions area is potentially a major step in this area.

Relevant NZDF policy goes beyond the requirements of the legislation, and makes it clear that there are sound operational and effectiveness reasons underpinning this policy. The policy also makes it clear that there are no disadvantages in seniority, promotion or postings for those accessing flexible working arrangements. Evidence from the interviews supported the conclusion that this policy is followed in practice.

3.3.2 Why do women not reach the top ranks?

A key element in reviewing progression is to understand what skills and experience is needed for those at the top. As the recently advertised position description for the Chief of the Defence Force called for 'high level command and leadership abilities' it is not completely clear what types of roles would provide this. Competencies are developed through experiences, training and simulations, so adapting the progression system to make explicit what is needed for progression throughout the organisation and then identifying how personnel can satisfy the criteria will give more transparency and the possibility of more flexibility.

In describing who is promoted to the top ranks under the current system, one member of the senior promotion board said, 'It has to be a warrior' and many others echoed this sentiment. Why would that impression be so common? At one time, the requirement that

only certain branches progress was made explicit even in recruitment materials. Historically only those who have been in the Armoured Corps or Infantry, Pilots or Navigators or those who have commanded large ships have ever attained the CDF position (previously Chief of Defence Service). An examination of the current percentage of warfare branches represented in the officer ranks demonstrates that within the upper ranks only warfare branches remain, as shown in Table 2.

% of RANK (E) Combat Ops - all NZDF											
TOTAL RANK EQ	30/06/03	30/06/04	30/06/05	30/06/06	30/06/07	30/06/08	30/06/09	30/06/10	30/06/11	30/06/12	30/06/13
LTGEN (E)	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
MAJGEN (E)	75%	80%	50%	50%	60%	80%	100%	100%	100%	100%	100%
BRIG (E)	47%	53%	56%	59%	61%	67%	67%	59%	65%	69%	67%
COL (E)	53%	52%	55%	47%	48%	52%	44%	45%	46%	55%	51%
LTCOL (E)	25%	26%	23%	22%	25%	24%	30%	31%	31%	34%	41%
MAJ (E)	32%	34%	33%	34%	33%	32%	31%	31%	31%	33%	33%
CAPT (E)	39%	36%	35%	35%	38%	36%	37%	36%	36%	37%	35%
LT (E)	35%	38%	36%	40%	42%	42%	41%	39%	35%	33%	31%
2LT (E)	43%	42%	45%	46%	39%	34%	35%	35%	34%	37%	36%
OFFCDT (E)	4%	0%	1%	8%	10%	11%	6%	10%	8%	19%	28%
Total Officers	34%	34%	33%	33%	34%	34%	34%	33%	33%	35%	36%

Table 2 Combat/operational branch representation at each officer rank

Some in the organisation have explained that the CDF's role is to advise the government on operational issues that only those with command experience in combat/operations would have. As a result of this, many women and men from non-combat/operations branches feel that their trade choice will not allow them access to the top of the rank structure. Yet there are some at both mid and senior levels who also raised the issue that a range of skills and competencies are needed for senior leaders, including political awareness and business acumen. As shown in Table 3, women are currently underrepresented in the branches that have the most potential for advancement: Armoured Corps, Infantry, Pilots, Navigators and others in the General Duties Branch, and General List Executive branch of the Navy.

% of Combat/Operations That are Women											
TOTAL RANK EQ	30/06/03	30/06/04	30/06/05	30/06/06	30/06/07	30/06/08	30/06/09	30/06/10	30/06/11	30/06/12	30/06/13
LTGEN (E)	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
MAJGEN (E)	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
BRIG (E)	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
COL (E)	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
LTCOL (E)	0%	0%	0%	0%	2%	2%	2%	2%	2%	1%	5%
MAJ (E)	1%	1%	2%	3%	2%	1%	3%	4%	4%	6%	4%
CAPT (E)	6%	11%	12%	13%	9%	14%	11%	10%	8%	7%	8%
LT (E)	15%	9%	7%	6%	9%	8%	8%	7%	13%	11%	11%
2LT (E)	19%	14%	5%	6%	6%	9%	0%	8%	0%	15%	10%
OFFCDT (E)	0%	0%	0%	25%	30%	25%	0%	20%	33%	21%	13%
Total Officers	6%	6%	6%	6%	6%	7%	6%	6%	6%	7%	6%

Table 3 Women's representation in combat/operations branches by rank

It is the conclusion of this Review that while there are no longer formal restrictions on women joining combat/operational branches, the legacy of historical limitations remain. Long-serving women in today's NZDF were not given the option to join the narrow group of trades that make it to the top. In the future, it is expected that if women gain increased representation in the branches that provide 'credible command experience' this will increase women's opportunity for progression to the top of the organisation. However, the

organisation needs to critically examine what experience is necessary and make this rationale clear. The current system lacks transparency for those who want to progress.

3.3.3 Trade selection is the primary barrier

Due to the apparent limitations imposed by trade and branch, the qualitative interviews explored at length how women choose their trade. The general pattern was one of uninformed choices that had lasting career impacts. Though most people were able to change trades or branches early in their careers if desired, it was noted that it is hard to change out of combat roles, an issue which would have more impact on men with the current occupational distribution.

For those entering service as officers, in both the Navy and Air Force, the offer of service includes a trade placement based on the preferences of the candidate and their aptitude and qualifications. The Army places officers in trades at the end of their commissioning course, and those who have performed the best are normally given their top choice, provided space is available and their qualifications are suitable.

Recruiters were specifically asked how they assist in the choice of trades, and the overwhelming response was that they direct candidates to the Defence Careers website. They also ask candidates 'what do you like to do?' and assist them to find a related trade. In some cases, the opportunity to join combat/operations trades was not encouraged for women, particularly smaller women, the same way it was for men due to concerns over potential physical limitations and injuries. The majority of recruiters reported that they treat men and women equally, but coach candidates into trades where they believe the person will be successful and remain for the long-term.

Women are overrepresented in support trades and branches. In practical terms, this means that most women who are currently serving are blocked from entering the top ranks of the organisation because they did not join combat/operational trades when they entered, and women coming into the organisation are still not gaining access to the trades that will lead to the highest ranks of the organisation. If this status quo is maintained it is unlikely that this will change, and it may well be generations before a woman is CDF.

3.3.4 What could be done to improve women's opportunities?

In addition to getting women in the trades and branches that would allow them to progress the furthest in the organisation, there are changes that could be implemented to how the career progression system works. The system of career management as it stands does not generally work as well for women, particularly mothers, as it does for men.

The dominant theme in the organisation's current career management system is 'up or out' (Male, Navy). People must aspire to advance or be seen as lacking in ambition: a promotion block. The expectation that careers should progress in lock step within a cohort has meant that many women, particularly those who choose to start a family, have found it difficult to keep up. One promotion board member said, 'Technically you don't lose seniority due to taking parental leave, but promotion decisions are being made on what kind of experience you have had, and women do miss out then'. There were examples given of how the NZDF has attempted to adapt to this issue, such as the Navy switching from

evaluating time at sea to 'ship time' that can happen even when the vessel is in port for maintenance for some trades.

However the pattern overall was for the rules to have to be bent in order to accommodate people with family responsibilities. The Review found that there is a need to take an increasingly individual approach to management of careers, rather than benchmarking against cohorts, as women who have taken parental leave need to be evaluated against others who have a similar amount of active service time in order to be competitive for limited promotional opportunities.

A suggestion offered in interviews was to rethink how career options are structured on the macro-level. Rather than the ladder, another design would be to build a 'net', where lateral as well as up or downward motion could be allowed. Those who wanted to climb straight up still could, but those who wanted more flexibility would also be accommodated. The Total Defence Workforce strategy is the beginning of this kind of system, but at the moment it has not progressed, and in its current form does not include the kind of flexible career planning women need.

Women perceive that there is a conflict between career and personal aspirations. This is particularly an issue in the Navy, where a second deployment is normally expected at age 28-33, a time when many women would have young children. If women do not go to sea during this time they fall behind their cohort peers. Exceptions are sometimes made for those who do not want to advance, but career managers reported that they were 'not able to be that flexible' especially in trades where there are few personnel. This problem has been made worse by reduced total personnel numbers. As noted earlier, the Navy has substantially higher female attrition than male attrition.

Timing is a key issue in career planning. For example, the ability to move time at sea forward in the career cycle would give women a chance to gain more shipboard experience before taking time out to have children. One Army woman said, 'If there is something you need to do at Waiouru and you have some choice of timing, you can get it out of the way before you have children or while the children are young.' This has implications for introducing flexibility in timing of career milestones such as key postings and residential training courses.

In addition to expanding systems that increase women's retention, women consistently expressed the need to have role models within the organisation. Having people who stand as visible reminders that the military is an organisation where a woman can be successful is a powerful motivator. Beyond just the symbolic value, mentors are seen as having the potential to advise women on strategies to help them gain the kinds of experience needed to progress. Within the NZDF, the Air Force has a formal Mentoring Scheme that includes training and guidance to participants. This is not gender-specific but has been welcomed by women and anecdotally has a very positive effect. An NZDF-wide mentoring programme is being planned.

A major new initiative from women in the NZDF has been the establishment in March 2013 of the Women's Development Steering Group (WDSG). The WDSG's 2013 Women's Development Forum was singled out by many of those interviewed as an indication of the

improving position of women in the organisation, and role modelling how far women can progress.

3.3.5 Postings and deployment

In the interviews, both deployments and postings were seen as essential for career development. Some feel that the most useful postings are the operational ones, and there is concern that these opportunities are diminishing with draw downs in overseas missions. In terms of career progression, trade determines the range and utility of postings. Any time away from home has a cost for the family, while it has a benefit for the career. Therefore these are some of the most challenging aspects of the career because of the demands it places on those members who have families.

There is a lack of transparency in how people are chosen for postings, and in some cases people are not aware of possible postings. The Air Force’s advertised vacancy system is one example of good transparency. This assists women and men to identify opportunities and register interest directly, rather than relying on command to nominate them.

In 2013, for the first time there are a greater percentage of women deployed (17.6%) than the percentage of women in the overall NZDF (15%), as shown in Figure 11. The Army, more than doubling the percentage of women deployed, was pivotal in this change. Internationally, Sweden was the only other country identified that sends a larger percentage of women on overseas deployments than they have in their total force, and this has driven a substantial improvement in how male members of the Swedish Armed Forces value their female peers (Ivarsson, Estrada, & Berggren (2005). There is potential that New Zealand women will also benefit from this increased opportunity to demonstrate their skills and competencies.

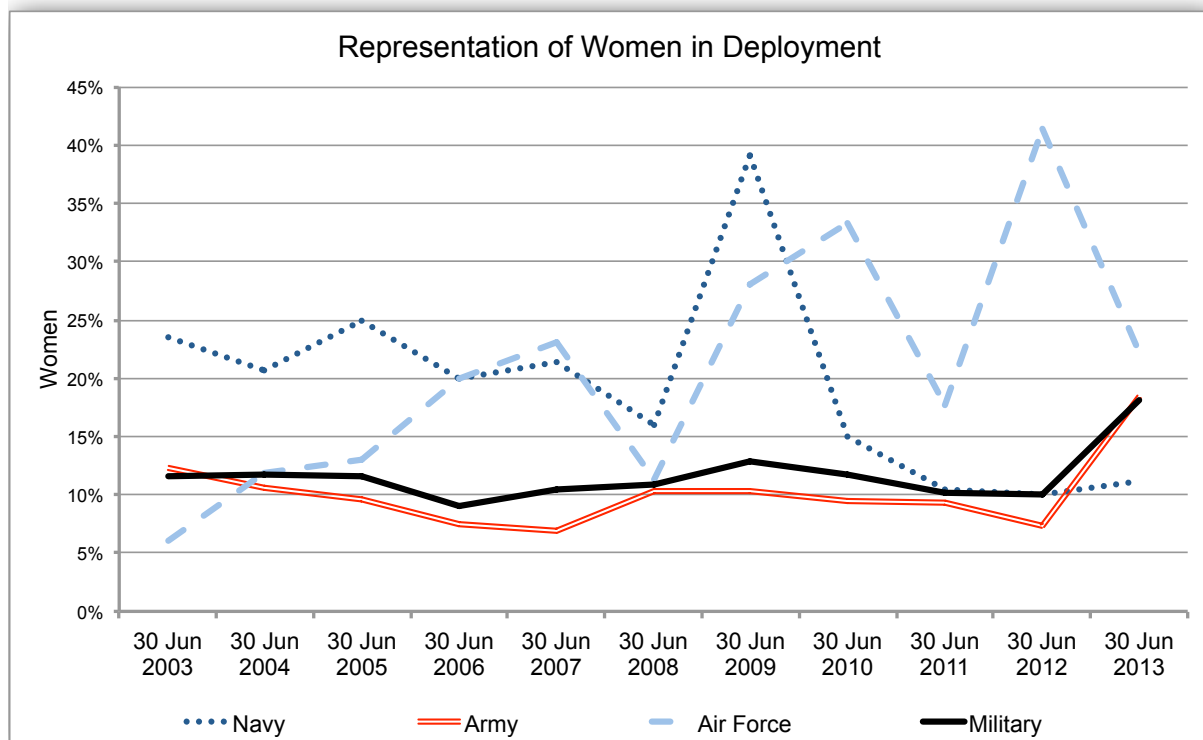


Figure 11. Representation of women in deployment

One major goal of UN Resolution 1325 (UNSCR 1325) was to increase the percentage of female peacekeepers. Because a large part of New Zealand's deployments are peacekeeping missions, the resolution has the potential to impact on NZDF women. The NZDF is currently represented on the inter-agency working group developing a NZ National Action Plan for UNSCR 1325. A number of potential NZDF initiatives are being considered across training, policy, planning, resources and representation in deployment.

3.3.6 Is pay equitable?

The simplest way to analyse total remuneration for gender bias is to track the total remuneration of a group of new recruits as they progress in their career. A total remuneration cohort analysis on all new recruits who were recorded in the payroll system as at 30 June 2003 revealed that pay was initially slightly lower for women across ranks.

In subsequent years, remuneration was nearly equitable for women of other ranks until they reached seven years of service, when their remuneration began to sharply fall behind their male peers. For female officers, following initial instability, a trend of higher pay than men tapers off after nine years of service. The UK Ministry of Defence reviewed pay equity in the British Armed Forces and reported that "When taking rank and pay scale as indicators of people doing broadly equivalent work, the equal pay audit for 2010/11 has found no differences in the average salaries of male and female personnel in the Armed Forces which fall outside the 3 per cent margin, when adjusted for length of service." Our findings of NZDF pay were in line with these findings.

One additional issue that has an impact on pay is trade. As noted, women tend to be in support rather than technical or combat/operational trades. There is variability in pay based on trade speciality and external forces such as attractiveness to outside market.

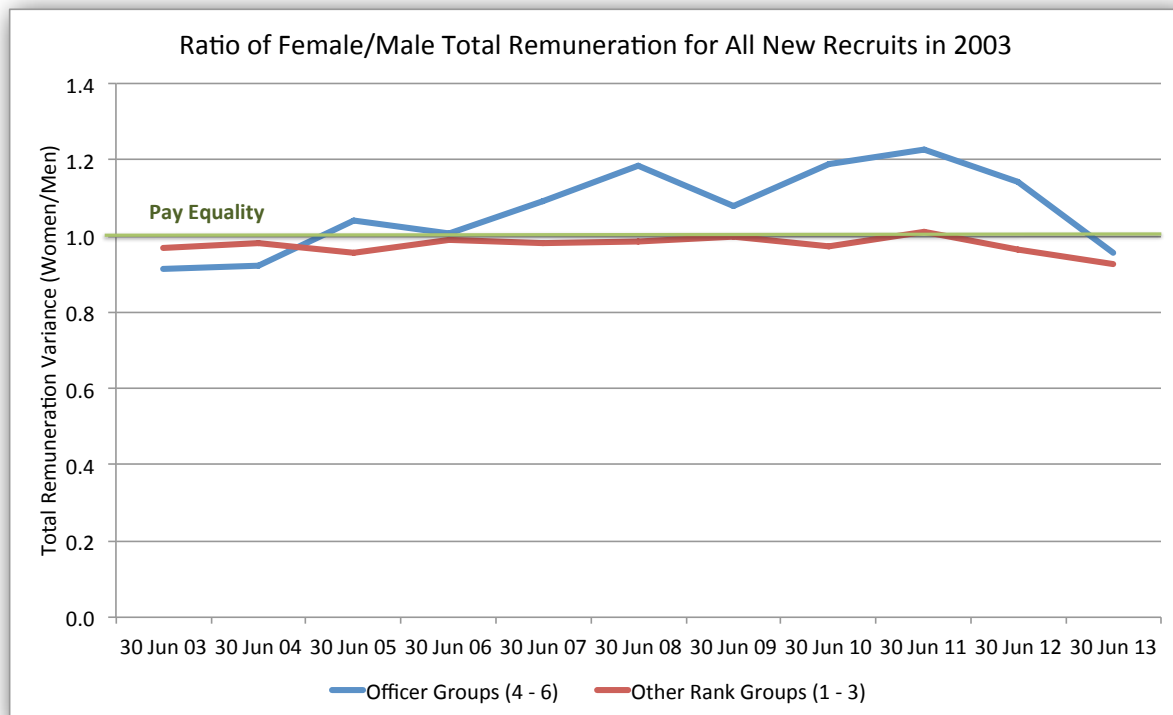


Figure 12 Cohort pay equity comparison

3.3.7 Does having children limit progression?

A common theme amongst interviewed women is that of conflict between family responsibilities and promotion opportunities with some saying they have turned down promotions or training opportunities due to the competing demands of family responsibilities.

Further examination of all women in the organisation in 2003 found that those who had children and those who did not were not significantly different in their progression. So although there is a perception that women with children are not promoted, the cohort study does not support this perception for those who stay in the organisation, as shown in Figure 13.

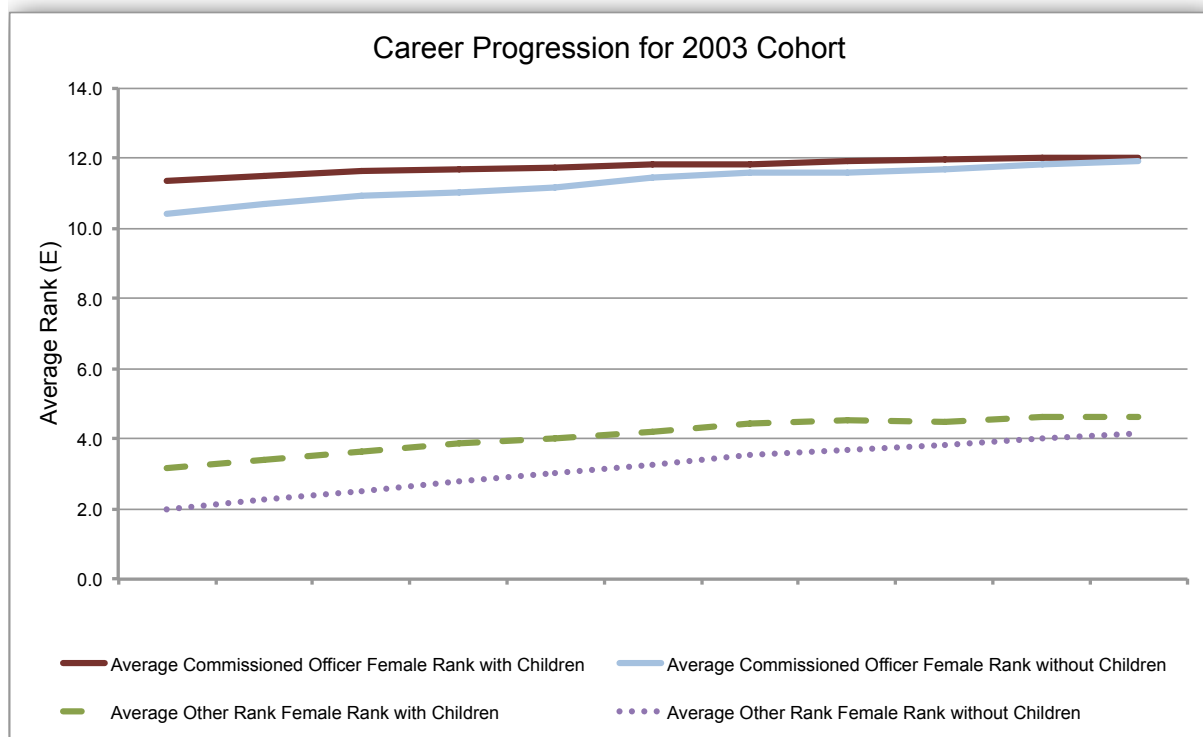


Figure 13 Career progression of 2003 cohort with and without children

3.3.8 Unconscious bias as a barrier to promotion

Loughlin and Arnold (2007) reviewed literature on US and Canadian Armed Forces and concluded that gender role stereotypes subtly influence perceptions of competence, in turn affecting performance evaluation and opportunities for promotion. A US Marine Corps study found outright bias in favour of males as leaders, even inexperienced males, over females (Gibson, 2005). Studies such as these demonstrate that while there is substantial international evidence that both men and women perform equally well as leaders, stereotypes and beliefs that males are more effective leaders present a challenge for females who are seeking to move into leadership positions. This has serious implications for promotions for women, and even for officer selection.

Research has established that one of the sources of bias in the assessments and treatment of women are the unconscious models that individuals hold about leadership. A meta-

analysis of 107 studies across many different work settings and countries has shown that the role of leader is more strongly associated with stereotypical male traits such as assertiveness, decisiveness and taking command than with female stereotypical traits such as empathy, collaboration and submission (Genat, Wood & Sojo, 2013). This increases the risk that women will experience evaluation bias when displaying feminine traits and backlash when displaying male traits (Genat, Wood & Sojo, 2013). The traits associated with the male model of leadership, which include dominance, decisiveness and being commanding, also lead to a less inclusive form of leadership, which means less teamwork, collaboration and voluntarism of staff.

As shown in Figure 14, NZDF senior leaders tend to associate males with leadership, more than women with leadership. However, the difference is smaller than it was for both the law firm and the Australian police service, meaning that the NZDF is closer to gender-neutrality than these comparative organisations.

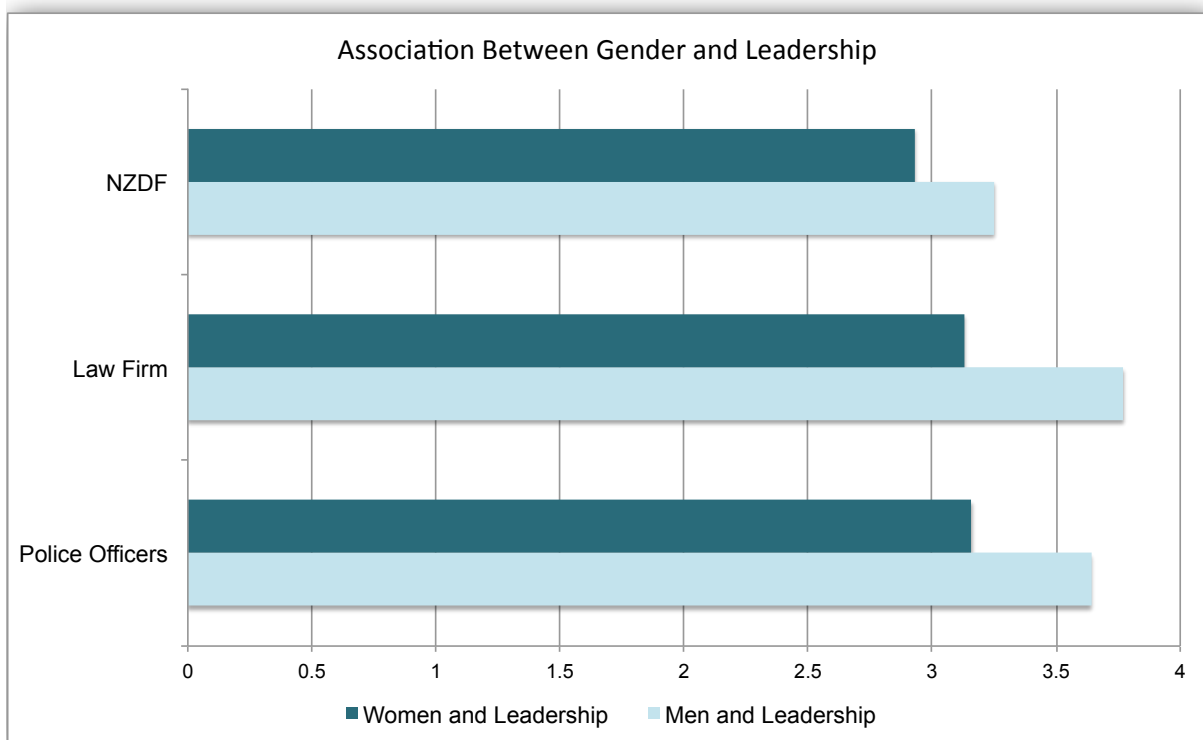


Figure 14 Average association between gender and leadership

Recommendation 3

Improve pathways for women to attain senior leadership roles

By 2018, it is expected that women's representation above the rank of Major (E) will have improved. Additionally, we expect a substantial increase of women in branches that have high promotional opportunities, and women being deployed and posted as required for progression to senior appointment. The following strategies are recommended to facilitate women's advancement to the top ranks:

1. Eliminate hidden barriers to women's progression.
 - Train senior leaders in unconscious bias and methods to combat it.
 - Require unconscious bias training for all members of promotion boards.
 - Implement advertised posting/training opportunities for postings Navy and Army personnel following the example of the Air Force.
 - Assess what is needed for progression particularly in senior ranks and identifying how personnel can satisfy the criteria.
2. Provide women with the experiences needed to move up in rank.
 - Increase women's representation in branches that have highest promotion potential through active and long-term recruitment strategies.
 - Set goals for the gender balance of deployments to commitment to UNSCR 1325.
3. Increase role models.
 - Support the continued leadership of the Women's Development Steering Group through proper resourcing of staff.
 - Implement a mentorship programme that is available to all Services for both genders.

3.4 Are women safe from bullying, harassment and discrimination?

- ➔ Major progress has been made in the area of safety from harassment for women since the 2005 review.
- ➔ The organisation is aware that further progress still needs to be made, with key areas of concern in ab initio⁵ training of both Army and Navy.
- ➔ In organisational surveys, the lowest ranks are the most likely to report bullying⁶, harassment and discrimination.

The overwhelming feeling of those interviewed is that harassment issues happen much less than they did in the past. There is a general feeling that all Services take safety seriously, and there is a clearly articulated 'zero tolerance' policy from senior leadership. The message is consistently passed down the chain of command, and a recent example was the Chief of Navy's 'With All Despatch' which was promulgated Navy wide and through one of his leadership logs posted on the Navy intranet site.

Both men and women are clearer about where the line falls between acceptable and unacceptable behaviour. In particular, policy documents provide clarity on a key issue for NZDF in that the expectations of staff and the formal procedures that are to be followed are well articulated.

There is a perception that policies that discourage low-level comments, such as the 'no just jokes' initiative were well received. This is important, as a US military study (Firestone, Hackett, & Harris, 2012) found that even sexual jokes, whistles, suggestive looks being commonplace in a working environment were enough to decrease women's intention to re-enlist. Overall, sexual harassment is strongly and repeatedly linked to lower job satisfaction and decreased intention to remain in the military (Antecol & Cobb-Clark, 2006; Estrada & Berggren, 2009; Estrada & Harbke, 2008).

The majority of interview participants had not personally experienced bullying or harassment. Of those who had, for most it was much earlier in their careers. For the few who had recent experiences, most were verbal, e.g. sexual banter that went over the line. The bullying was not all perpetrated by men, some was also from women. Similarly, a cross-national review of harassment in Australia, New Zealand, Canada and US military organisations reported that the most common forms of harassment were jokes, comments, teasing, questions and story-telling (up to 86% of women), with actual or attempted rape, sexual assault and violence comparatively rare (varying from 1% to 3.7%) (Holden & Davis, 2006).

⁵ Ab initio training refers to the initial training of both officers and other ranks.

⁶ NZDF policy definitions of bullying, harassment and discrimination were used by the Review.

In the NZDF, large-scale organisational surveys are conducted on a monthly basis asking employees about their experiences of harassment, bullying and discrimination⁷. This survey can be improved as it does not address the severity of the incident, the frequency of incidents nor the gender of the perpetrator. As shown in Figure 15, roughly 10% of women and 5% of men reported that they had been harassed in the workplace in the past year. In the organisation overall, but particularly for women, there has been a drop in the number who said they had experienced harassment in their workplace. Like other military organisations, the total number of formal complaints is far lower, and this demonstrates that there is underreporting.

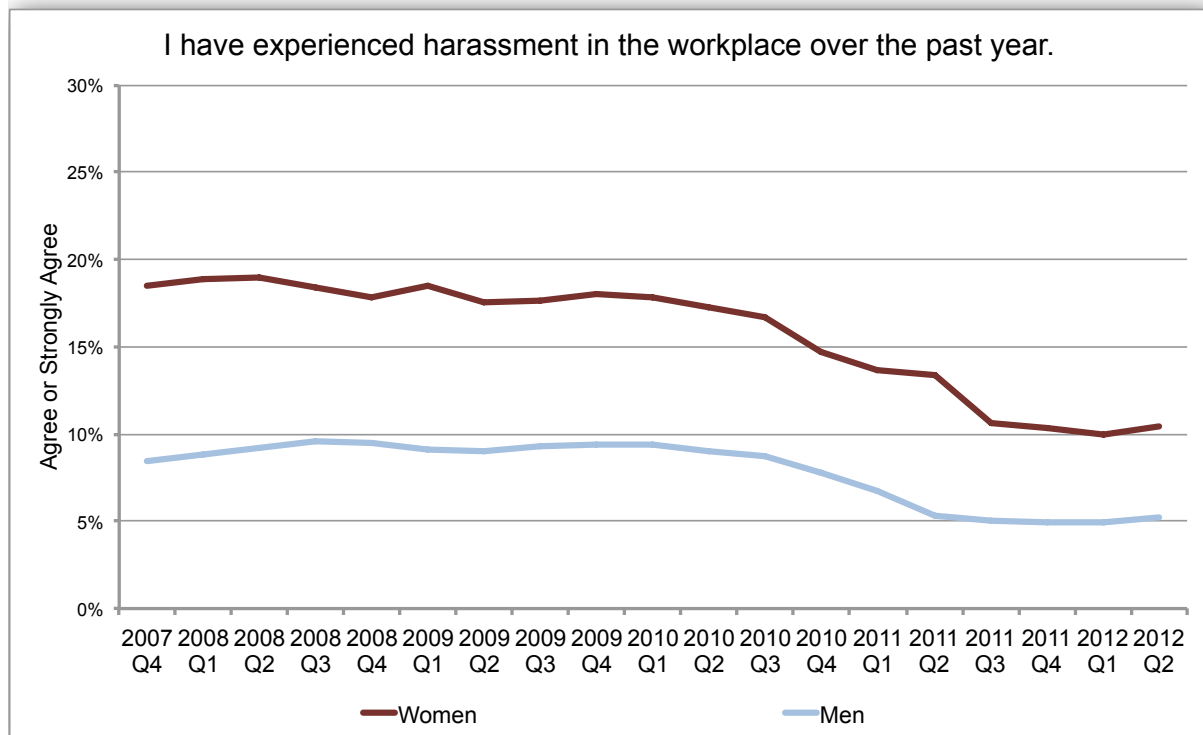


Figure 15 Responses of all active duty personnel to Ongoing Attitudes Survey (OAtS) harassment question

Those at the lowest ranks have the highest rates of harassment on the OAtS survey, and even in that group the rates of harassment have fallen and the difference between male and female responses are converging, as shown in Figure 16.

⁷ The Terms of Reference specifically state that the Review will not seek to obtain new data on prevalence due to the methodological challenges in overcoming potential under-reporting of incidents of bullying, harassment and assault. Instead, we rely on existing sources of data from the NZDF, acknowledging that this data may be incomplete and subject to reporting biases.

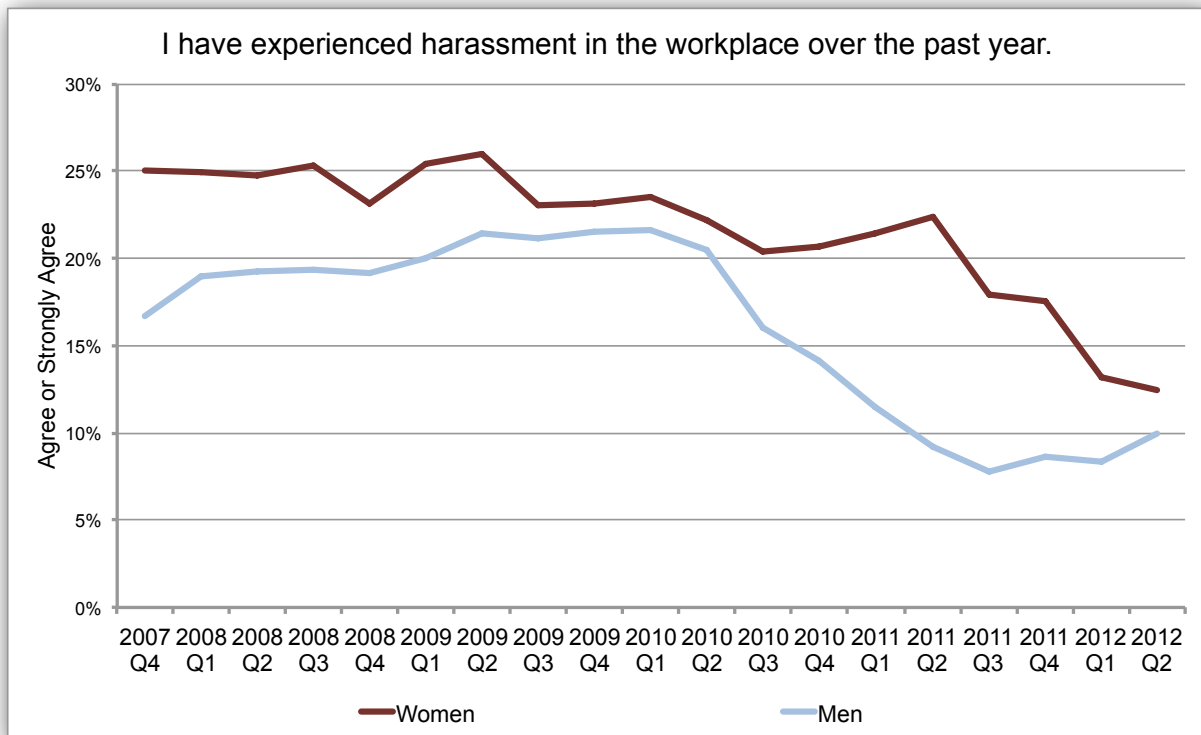


Figure 16 Private (E) responses to OAtS harassment question

The same trend is not evident in the bullying figures, shown in Figure 17. Women in all Services consistently report higher rates of bullying than men, and there has been no substantial improvement over the past six years.

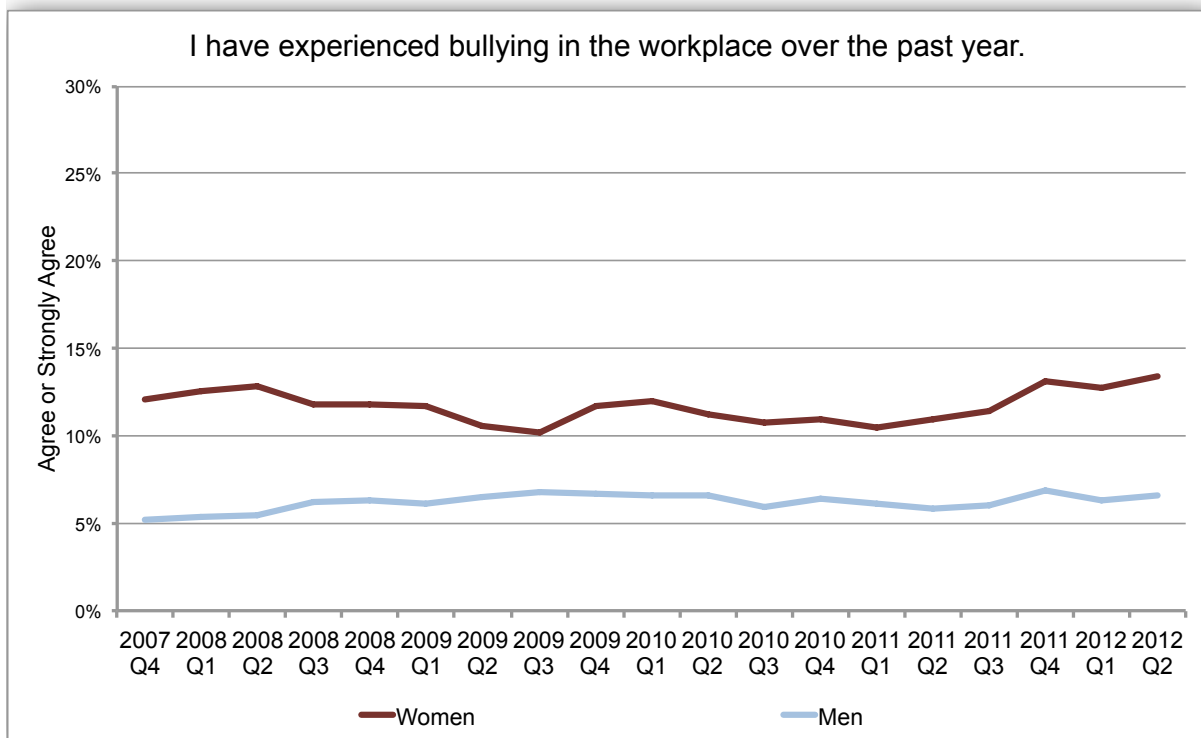


Figure 17 Bullying trends for all Regular Forces personnel

Discrimination has remain relatively stable over the past five years.

39 Are women safe from bullying, harassment and discrimination?

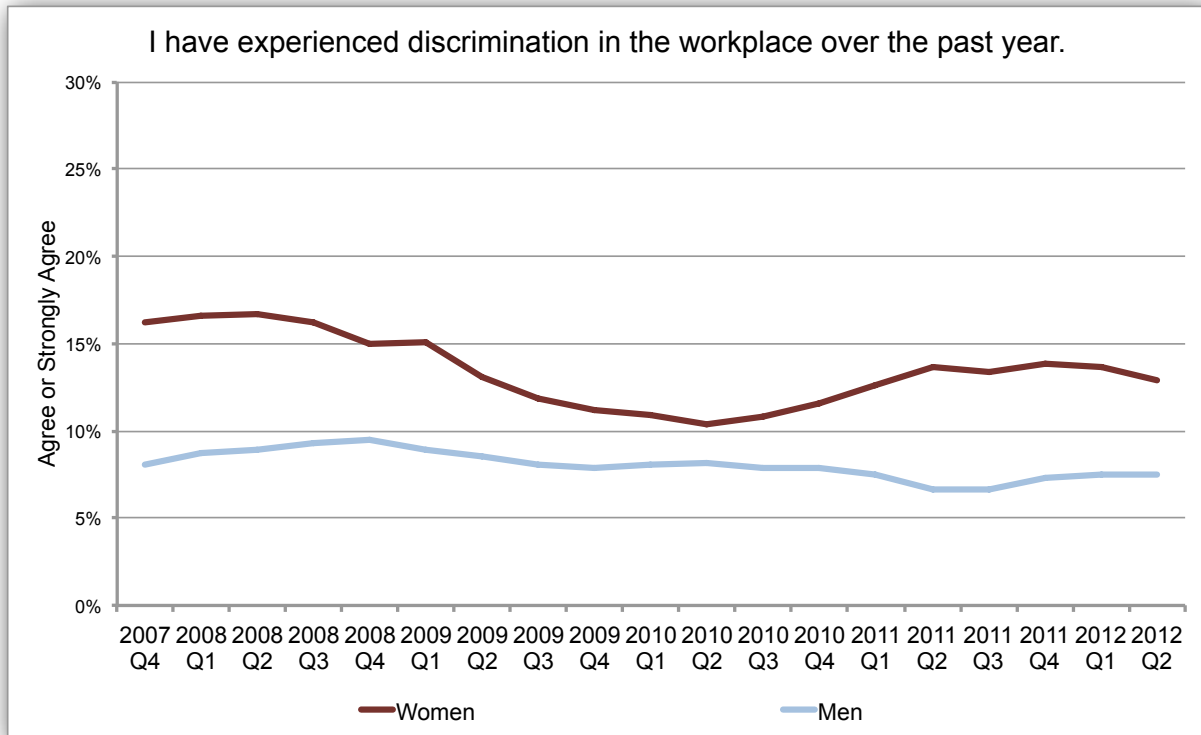


Figure 18 Discrimination trends for all Regular Forces personnel

The Review requested all available data on serious assaults on military women. The NZDF reported that the monitoring of such incidents is not carried out in a centralised fashion, in part because some investigations are conducted by the New Zealand Police. It is therefore the recommendation of the Review that the NZDF develop a centralised monitoring system for all serious assaults and investigations, so that problem areas can receive additional resources and trends can be monitored over time.

In addition to monitoring of reported incidents, other military organisations use surveys to capture prevalence of serious assaults, at this time the NZDF does not. The most recent US survey of active duty military reported that 6.1% of women and 1.2% of men had been sexually assaulted in the previous 12 months (US Department of Defense, 2013), though the number of formal complaints laid by US Service personnel was far lower. The Australian Human Right Commission conducted a gender balanced survey of 1,000 ADF members and reported that 3.5% of women had experienced sexual assault in the previous five years. Surveys that include the severity, frequency and type of incident would be a useful addition for the NZDF.

3.4.1 Key risk areas

The area of greatest risk is in ab initio training for new recruits. The nature of the training environment where recruits feel powerless, combined with an approach of “breaking you to help you form as a team” creates a culture where the risk and perception of harassment and bullying is higher. Currently, only the Army systematically collects data specifically about bullying, harassment and discrimination experiences during the ab initio training period. The CDF has recently approved data to be collected on an on-going basis from Navy and Air Force recruits.

In general, Army women are two to three times more likely than men to report experiencing and/or observing bullying, discrimination and harassment by staff during the training period, see Figure 19.

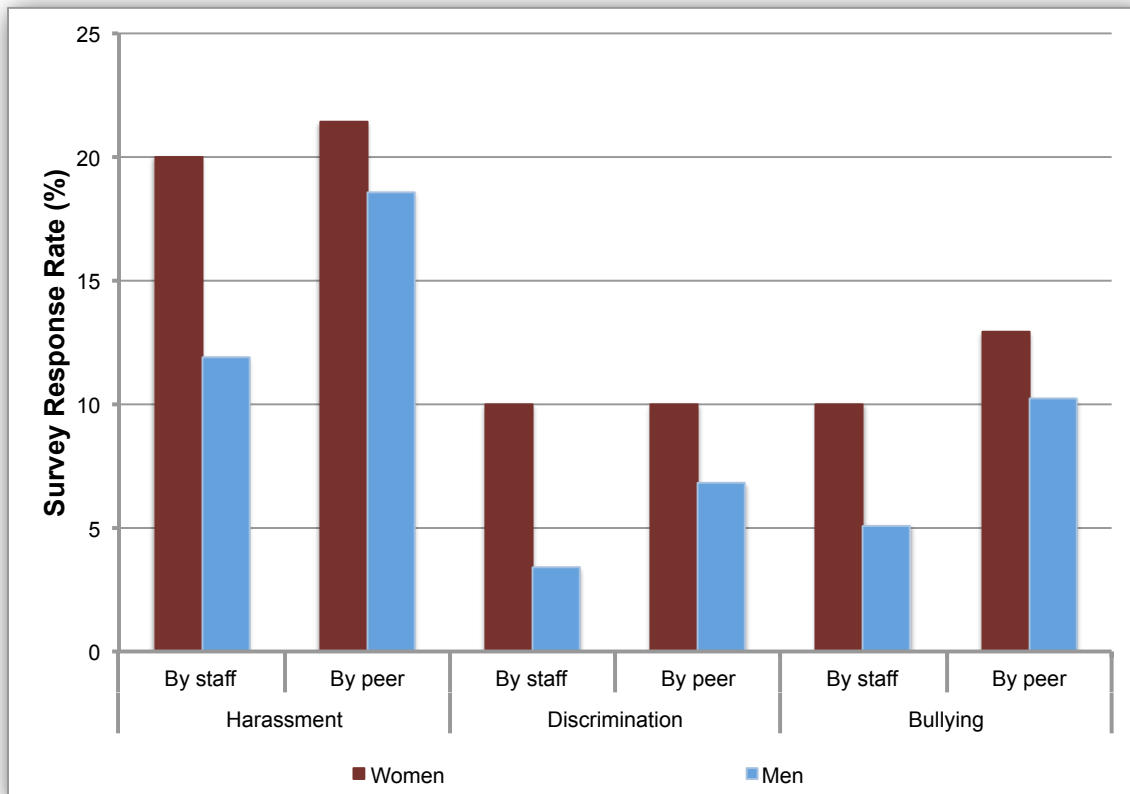


Figure 19 Army recruit training survey⁸

It is difficult to identify an appropriate benchmark for these figures. The Human Rights Commission Report on ADF also found issues within the recruit training, though they did not report the prevalence of incidents specifically for that period. Another point of comparison, though not from recruit training, was a US Air Force study that reported 31.8% of military women were sexually harassed by a military supervisor, and 26.7% were sexually harassed by a military co-worker (Bostock & Daley, 2007).

Army and Navy remedials (methods used to correct unsatisfactory performance or behaviour) appeared to be more problematic for women. Women reported that they were frequently given consequences for failing to keep up on long runs. This was made worse if they were one of just a few women in a recruit intake. Women strongly felt that having other women going through the training at the same time helped them. There is variability between Services in the number of recruit intakes per year, and the percentage of females on each intake. The Navy normally has 20-25% females in the other rank intakes, whereas the Army is often less than 10%.

Additionally, female recruit instructors were seen as more approachable, and a good resource for supporting trainees. The presence of female instructors provides not only

⁸ Aggregated results 2009 onward

support for female recruits, but also makes clear to male recruits that women are integral to the NZDF and are to be treated with the same respect as men.

All Services provided the Review with written guidelines that instructional staff use, and remedials are clearly designed to be learning experiences. The Air Force no longer use physical remedials. In the case of the Army, the boundaries for what an instructor can request of a recruit are not as clear. Additionally, all Services provided the Review with evidence that their instructors are given an anti-harassment, bullying and discrimination briefing. The duration of the trainings appeared to be less than two hours, however good use is made of more advanced training techniques such as group discussion and the use of real world examples. It was suggested that recruits as well as instructors need more training on what is acceptable and unacceptable for remedials. Also, women who were given information by recruiters on what to expect during training reported increased resilience.

Services have a practice of monitoring ab initio training as a high-risk area. For example, the Navy has implemented not only end of course surveys but mid-course surveys to be sure that any recruit issues are addressed quickly. Further, systematic examination of the recruit training period for all Services with a focus on bullying, harassment, discrimination, use of remedials, and training for trainers could drive improvements in this area. In addition, the Army reported high levels of overuse injuries during ab initio training, and this should be considered in any later review.

Even beyond the ab initio period, there are still some issues in the residential training environment and at other times when personnel are away from base, such as on deployment. Air Force women gave examples of being treated badly by members of other Services.

3.4.2 Are the procedures adequate?

The systems that support victims are robust, but there are still issues with underreporting. Many women feel confident of being able to make a complaint, and know that the complaint would be dealt with no negative consequences for them personally. Still, there were some who would be very cautious about laying a formal complaint. Interviewees related examples where complaints had been upheld, and the person doing the behaviour was dealt with (cautioned, disciplined or even dismissed). Yet there were other examples given where the person doing the behaviour was 'promoted' away from the situation, or the complaint was ignored, even where there were witnesses.

The main mechanism for supporting victims outside of the chain of command is Anti-Harassment Advisors (AHA). AHAs are widely distributed throughout the ranks of the organisation and function as sounding boards, providing information about how to deal with discrimination, harassment and bullying. Prior to taking up this voluntary position they are given training, and periodic refresher courses as they continue. The NZDF has a confidential 0800 number staffed by AHAs. There are also chaplains, social workers and psychologists who are available to assist in reporting incidents. Women who were interviewed generally felt that the AHA system was good. Six AHAs were interviewed, and most reported dealing with very few incidents, and those they had dealt with related to

bullying. It was noted that both men and women were victims as well as perpetrators of bullying.

The NZDF's method for tracking bullying, harassment or discrimination issues is the compulsory use of reporting forms, but their use was inconsistent. Many AHAs did not want to use it unless the situation was serious or if they felt they should document their role in it. Most issues were dealt with at a low level, very informally. Due to the need to track incidents, the forms should be filled out regardless of the seriousness of the incident. It was clear that the current system of tracking was not sufficient for the organisation to be confident in targeting interventions, such as training, based on the reports.

Anti-harassment, bullying and discrimination training is provided at the recruit level, and with increasing complexity at each level of promotion. These are short sessions, lasting less than two hours, that cover legal and policy requirements as well as organisational standards of behaviour. Due to the trainer to student ratio, lower ranks receive only lectures. In later promotion courses more interactive and applied learning tools are utilised.

A new Bystander Intervention Programme was introduced in 2013 which has received very positive feedback as 'relevant' and 'timely' (Female, Navy), and 'the most important training we've got in this area' (Male, Navy). The Chief of the Navy has required all ships to get the training before leaving for deployment. Additionally, the Services expressed a desire for more training tailored to their unique situations, but the current resourcing in this area has made this impossible.

Recommendation 4

Further reduce discrimination, harassment and bullying, particularly in recruit training

By 2018, we expect that the NZDF will have achieved a pattern of sustained decline across Services in the areas of bullying, harassment and discrimination.

To attain this, the following strategies are recommended:

1. Track patterns including severity and frequency of discrimination, harassment, assault and bullying through regular surveys across Services, with particular attention to the recruit training period. Target interventions based on findings.
2. Build a centralised monitoring system for reports, investigations, and convictions of assaults, bullying, harassment and discrimination.
3. Increase resources for prevention and training such as regionally located Equity and Diversity Advisors who can support AHAs as well as provide additional equity and diversity training.
3. Develop a working environment in which women feel welcome and included as much as men.
5. Conduct a systematic review of the recruit training period for all Services with a focus on bullying, harassment, discrimination, use of remedials, training for trainers, information given to recruits prior to training and injuries.

3.5 Future state of women

The Review team conducted interviews with top NZDF leaders and managers, to explore their vision for the future state of women. Though leaders felt very strongly that the future NZDF would have more women, they were not in agreement as to any ideal percentage. Most believed that the organisation was doing better than it had at the start of their careers, but there was also awareness that they still needed to improve.

There was a strong desire across Services to move women up to the senior ranks in greater numbers, but also a frustration that so few women are retained to get close to those top jobs. They were very much aware that representation is a top issue for women’s progression. Because more women in the NZDF is the desired future state identified by senior leaders, the Review sought to explore through statistical modeling where investment would produce the maximum return.

A trend analysis was conducted to explore the potential impacts of possible organisational changes and their impact on representation of women. This modeling starts with the hypothetical premise that maintaining the status quo will hold women’s representation at exactly 15%.

In the first example, if there was a 50% increase in the number of women recruited into the organisation, but current attrition remained stable, by 2035 women would remain less than 25% of the organisation, as illustrated in Figure 20.

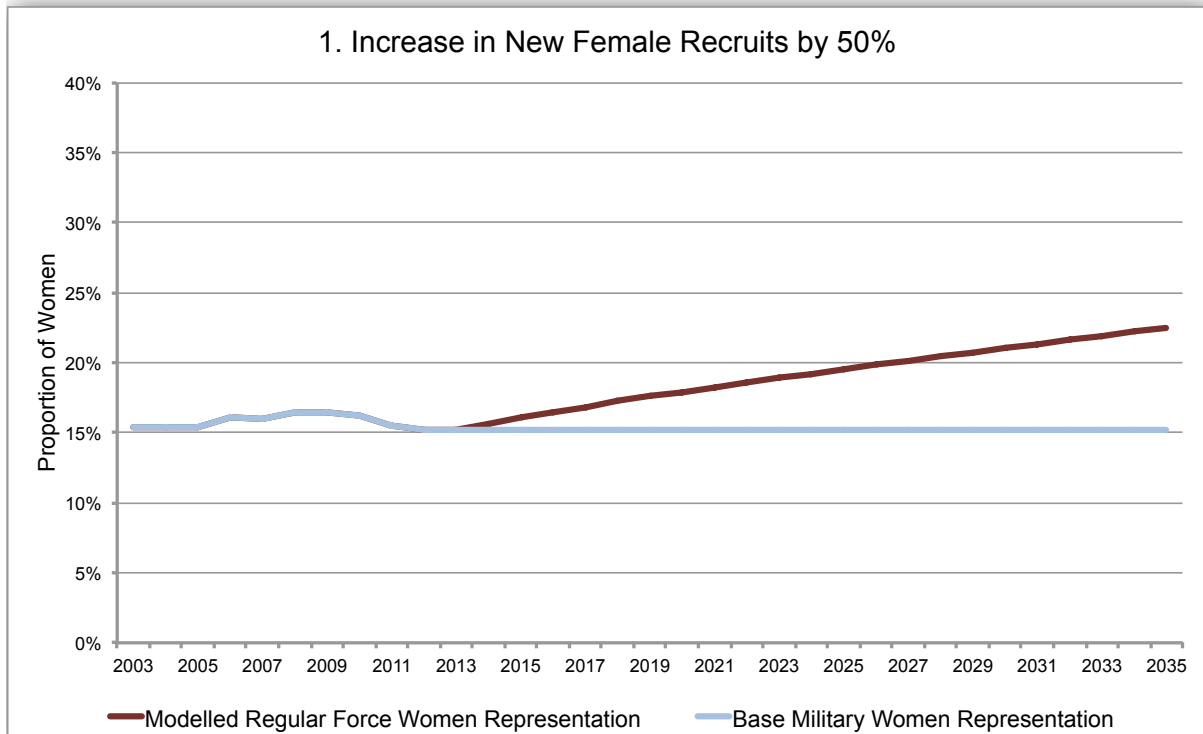


Figure 20 Projection of increasing recruitment

In the second example, if women's attrition rate reduced to the same as men's, women would grow to be 35% of the organisation by 2025, even without increasing the percentage of female recruits, see Figure 21.

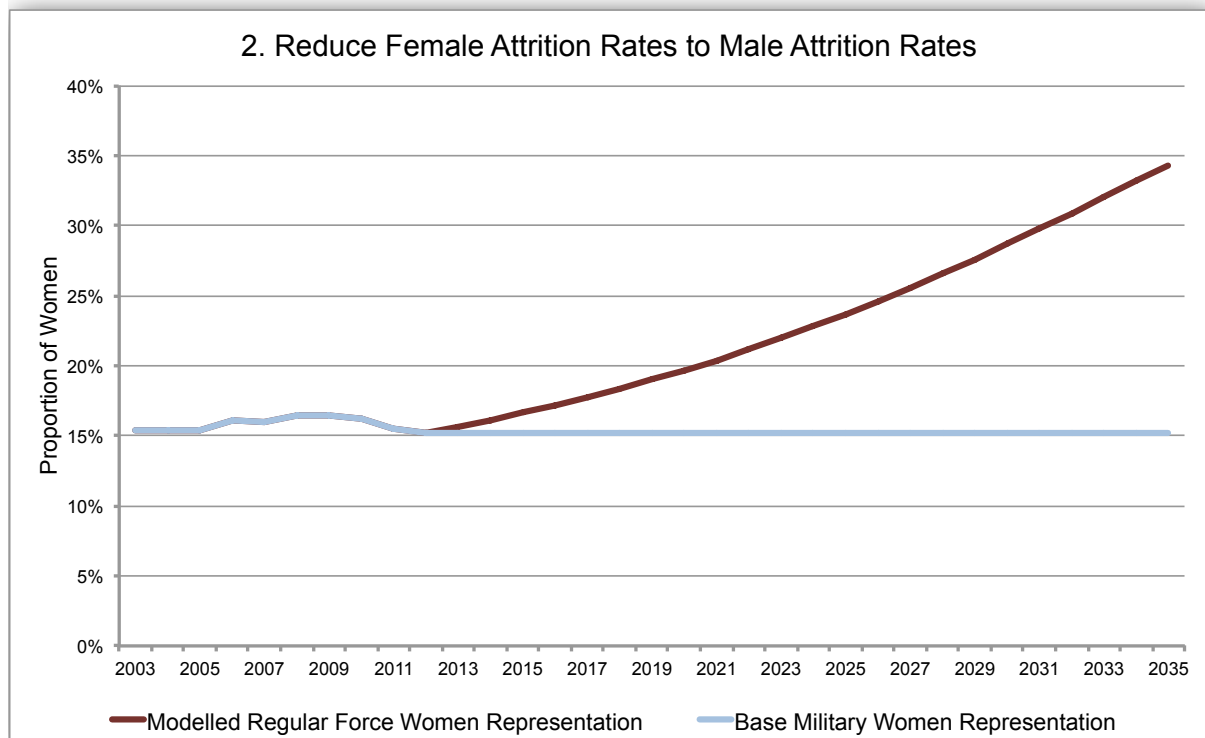


Figure 21 Projection of decreasing attrition

In the final example, if the number of female recruits was increased by 50% over the current levels and sustained at the new level and female attrition was kept to the same level as men's, women would make up more than 40% of the organisation by 2035, see Figure 22. As this worked example makes clear, recruitment and retention action that is taken within the next 12 months and sustained over time will yield the greatest returns.

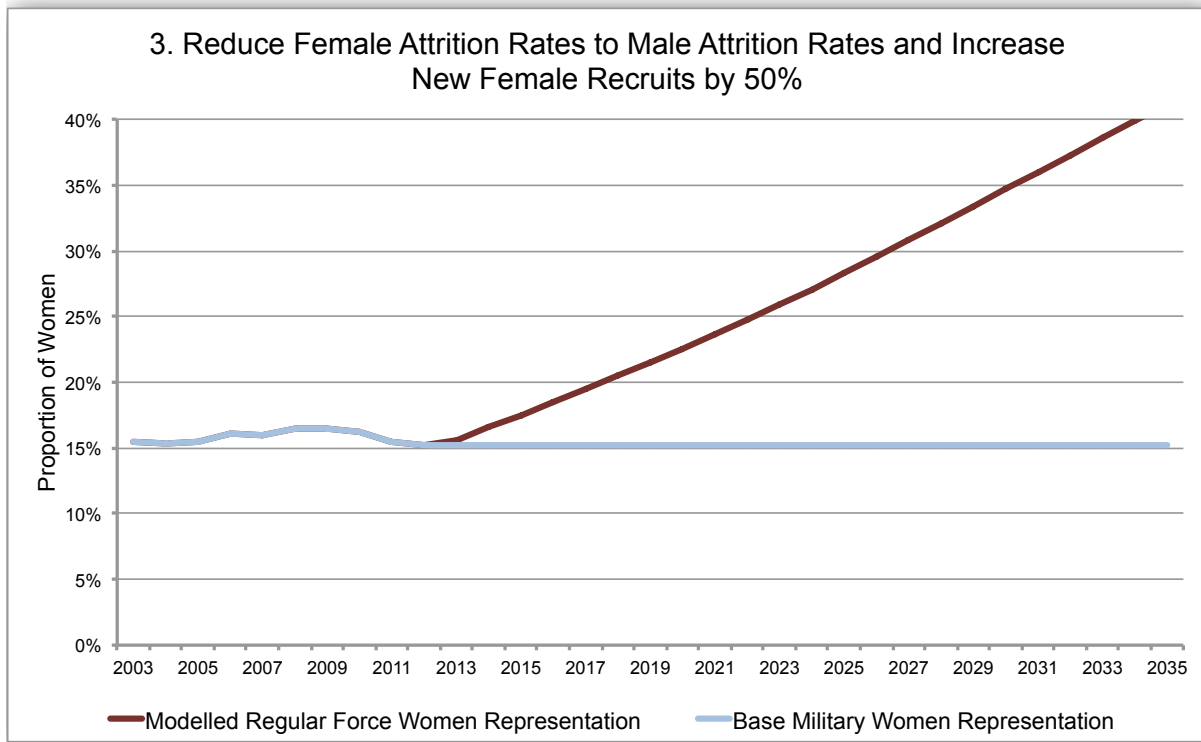


Figure 22 Projection of increasing recruitment and decreasing attrition

3.5.1 Are targets needed?

Internationally, quotas, goals and targets for women’s participation in military service have proven contentious and often unpopular with female service members. ‘The Broderick Report’ criticised the “trickle up” strategy previously utilised by the ADF, instead calling for targets (Australian Human Rights Commission, 2012). Yet the report acknowledges the approach is not desired by ADF women who believe it will undermine their status in the organisation. The Danish Armed Forces dropped a preference system partly because it compromised the integrity of the promotion boards, but also because it increased resentment toward the minority groups it was meant to favour (Schaub et al., 2012).

In our interviews, NZDF women were deeply concerned that targets or quotas would undermine their credibility. It was noted that among senior leadership there was a strong desire to move women up into senior ranks, but very few women were retained in the organisation long enough to move into the most senior positions. Quantitative data supports the view that those women who remain in the organisation are promoted equally, if not in some cases more quickly, than their male counterparts. Yet the continuing differential of higher attrition, extremely low intake numbers relative to men, and low representation in combat/operational branches mean that there are few women who are left to be considered for high level vacancies.

Because of this, the Review has chosen not to propose specific numeric targets. Instead, the next section identifies the key goals that the organisation should work toward to attain a positive future state for women in the NZDF. Throughout this Report areas that need improvement have been identified, with potential benchmarks. It is recommended that the NZDF set its own progress indicators to work toward as the part of the initial phase of the

programme of work stemming from this Review. It is expected that a full outline of the work programme and progress indicators will be accepted by the Defence Business Committee on or before 30 June 2014.



4 Recommendations

This Review identified the following four recommendations for the NZDF:

- Recruit the best personnel, by focusing on a broader potential candidate pool
- Expand systems to increase women's retention
- Improve pathways for women to attain senior leadership roles
- Further reduce discrimination, harassment and bullying, particularly in recruit training

Each recommendation has corresponding time-bound, measurable strategies that are aimed at meeting the identified goal.

4.1 Next steps

The NZDF has requested that the Ministry of Defence Evaluation Division conduct a review of civilian women planned to begin in early 2014, and subsequent reviews of military women will be conducted in 2015 and 2018. NZDF has been working through an action plan and recommendations in the report will be monitored by the Defence Business Committee. It is expected that a full outline of the work programme and progress indicators will be accepted by the Defence Business Committee on or before 30 June 2014.

Recommendation 1

Recruit the best personnel, by focusing on a broader potential candidate pool

Strategy Detail	2015	2018
<ol style="list-style-type: none"> 1. Based on outcomes of research currently being conducted, develop and implement an active attraction strategy for female applicants. 2. Establish measures of success prior to implementation, set baselines, tracking and plan for review. 3. Review marketing and attraction materials for appeal to women, with specific attention to trades where women are underrepresented and make any necessary changes. 4. Increase resources for engagement with prospects, girls' schools, sporting events, and influencers of women, including continuing Women's Defence Careers Experience. 5. Conduct research to systematically explore barriers for women in the recruitment selection process. Implement any necessary changes based on findings. 6. Assess physical fitness standards and testing including entry requirements and regular fitness tests, with consideration for organisational need to gain and retain skills as well as operational requirements. Adjust entry fitness requirements as needed based on findings. 	<p>Attraction and recruitment research complete, strategy developed and implemented, barriers for women reduced in candidate phase.</p> <p>Physical fitness assessment complete and any recommended changes to entry fitness requirements made.</p>	<p>Significant increase in applications by women and attestation rate for men and women equalised.</p>

Recommendation 2

Expand systems to increase women's retention

Strategy Detail	2015	2018
<ol style="list-style-type: none"> 1. Institute a flexible occupational progression system, particularly in the areas of expected timing of postings, deployments and training. 2. Progress Total Defence Workforce and reenlistment incentives. 3. Further develop family-friendly policies, practice and resources to help all Service members to balance work and family needs, e.g. more childcare support, 'pooling' of family leave for dual military couples, encouraging part-time work. 4. Provisions to increase personnel numbers in key trades easing pressure on those currently serving, e.g. an additional buffer of personnel allowed above the cap for Navy. 5. Update Diversity & Inclusion strategy and embed in organisational culture. 6. Implement an organisation wide exit survey built on existing Navy model, use results to develop a retention plan. 	<p>New occupational progression system developed and implemented, including Total Defence Workforce and flexibility of timing on training/ deployments.</p> <p>Increased childcare assistance.</p> <p>Increased personnel numbers for key trades to allow greater use of leave and/or part time work.</p> <p>Diversity & Inclusion strategy developed and communicated to all personnel starting from the recruit level.</p> <p>Surveys conducted with all exiting personnel, with results reported systematically to drive retention planning.</p>	<p>Gap between men's attrition and women's attrition no greater than 1% overall.</p> <p>Significant reduction in women's attrition across Services.</p>

Recommendation 3

Improve pathways for women to attain senior leadership roles

Strategy Detail	2015	2018
<p>1. Eliminate hidden barriers to women’s progression.</p> <p>Train senior leaders in unconscious bias and methods to combat it.</p> <p>Require unconscious bias training for all members of promotion boards.</p> <p>Implement advertised posting/training opportunities for postings for Navy and Army personnel following the example of the Air Force.</p> <p>Assess what is needed for progression particularly in senior ranks and identifying how personnel can satisfy the criteria.</p> <p>2. Provide women with the experiences needed to move up in rank.</p> <p>Increase women’s representation in branches that have highest promotion potential through active and long-term recruitment strategies.</p> <p>Set goals for the gender balance of deployments to commitment to UNSCR 1325.</p> <p>3. Increase role models.</p> <p>Support the continued leadership of the Women’s Development Steering Group through proper resourcing of staff.</p> <p>Implement mentorship programme available to all Services for both genders.</p>	<p>Senior leadership and promotion boards trained in unconscious bias prevention.</p> <p>Advertised postings/trainings implemented across Services.</p> <p>Skills and experiences needed for senior roles articulated and communicated.</p> <p>Active process to develop women’s representation in key trades implemented.</p> <p>Goals for gender balance of deployments set and met.</p> <p>Women’s Development Steering Group funded and supported by leadership.</p> <p>Mentorship programme running and encouraged for all Service members.</p>	<p>Substantial increase of women in branches with high promotional opportunities.</p> <p>Women deployed and posted as required for progression to senior appointments.</p> <p>Improved representation of women above the rank of Major (E).</p>

Recommendation 4

Further reduce discrimination, harassment and bullying, particularly in recruit training

Strategy Detail	2015	2018
<p>1. Track patterns including severity and frequency of discrimination, harassment, assault and bullying through regular surveys across Services, with particular attention to the recruit training period. Target interventions based on findings.</p> <p>2. Build a centralised monitoring system for reports, investigations, and convictions of assaults, bullying, harassment and discrimination.</p> <p>3. Increase resources for prevention and training such as regionally located Equity and Diversity Advisors who can support AHAs as well as provide additional equity and diversity training.</p> <p>3. Develop a working environment in which women feel welcome and included as much as men.</p> <p>5. Conduct a systematic review of the recruit training period for all Services with a focus on bullying, harassment, discrimination, use of remedials, training for trainers, information given to recruits prior to training and injuries</p>	<p>Organisation able to identify patterns including severity and frequency of discrimination, harassment and bullying with a high degree of confidence.</p> <p>Increased communication and training implemented in high risk areas to prevent bullying, harassment and discrimination.</p> <p>Recruit training systematic research complete and any recommended changes to recruit training implemented.</p>	<p>Pattern of sustained decline across Services in the area of bullying, harassment and discrimination.</p>

5 Appendices

Appendix 1 Terms of Reference

Revised Scope updated to reflect Ministerial briefing dated 10 September 2013

Purpose

To examine, assess and make recommendations on the degree to which NZDF's practices are appropriate and future-proofed to ensure that women are:

- treated equitably,
- able to achieve their full potential, and
- safe from harassment, bullying and assault.

This review is intended to provide an independent assessment of what the NZDF is doing to achieve gender equity and ensure safety for women. The review will identify what, if any, gaps exist between best practice and NZDF actual practice. The review will identify opportunities for continuous improvement in the development of policies, procedures and culture change aimed at addressing sex discrimination, gender equity, harassment, bullying and assault.

The review will be independent from the NZDF, but not conducted in isolation from the NZDF.

Context

Women fulfil many military and civilian roles in the NZDF. Like other militaries, the NZDF has had to address challenges in relation to the full and effective integration of women. The 1998 audit of gender integration in the NZDF (The Burton Report), carried out for the Human Rights Commission, made a number of recommendations to improve the treatment of women in the military. Many of those recommendations helped NZDF build equity and diversity policies.

As at 31 March 2012, representation of women in the regular force has remained around 16% since 2004, the proportion of female officers has increased by 1% and women accounted for 18.6% of all regular force exit rates from 2010-2012.⁹

Year	Navy	Army	Air	Total	Officers
2012	22.0%	12.9%	16.7%	15.9%	16.6%
2010	22.5%	13.3%	18.0%	16.6%	16.5%
2005	21.3%	13.6%	16.5%	16.1%	15.8%
2004	20.9%	13.3%	16.9%	15.9%	15.7%

Lessons have been learnt from recent high profile cases in other jurisdictions. The Broderick Report on the treatment of women in the Australian Defence Force (ADF), 2012, highlighted a number of issues that impact on the safety of female personnel and the ability

⁹ New Zealand Census of Women's Participation 2012, Human Rights Commission.

for women in the ADF to reach their potential. As a result, the ADF has adopted a 5 year strategy for culture change and is implementing initiatives to improve the prevention and management of harassment, bullying and discrimination.

An inherent challenge that many military service organisations struggle with is the role of women in combat settings. Because there has been a tradition that the war-fighting element of the military role is essential for command and leadership roles, women's progress through the ranks can be affected by a lack of opportunity. While NZ has allowed women in combat settings since 2001 and has done it earlier than some of its counterparts, the degree to which this happens in practice will be explored.

CDF has expressed support for both the assessment of current policies and practices and for the identification of strategies to continuously improve the NZDF's treatment of women. We will work with NZDF to define and design what changes may be needed in response to the findings of the review.

Objectives

The objectives of the review are to:

- ascertain the degree to which women have the opportunity to thrive in the NZDF, free from sex discrimination, harassment, bullying and assault¹⁰,
- support the NZDF's efforts to attain a future state in which gender equity and safety for women is achieved and maintained, and
- identify what improvements to policies, procedures, practices and culture are needed.

Overall question

What is the NZDF doing to ensure women are treated equitably and able to achieve their full potential and, how can the treatment of women be improved?

Scope

This review will:

- investigate discrimination, gender equity, harassment, bullying and assault on women in the NZDF
- focus on military personnel in the NZDF
- examine all points of the personnel pipeline including, but not limited to, recruitment, initial training, posting, deployment and promotion processes
- examine all NZDF policies, procedures and practices that have an influence or impact on personnel safety (including, but not limited to: bullying, harassment, complaint mechanisms, personnel support and mediation) and advancement.

The review will not seek to investigate any specific incidences or reported incidents of inappropriate behaviour.

Occupational health and safety is out of scope of this project as this is currently subject to an internal NZDF review.

Specific questions

What is the NZDF doing to ensure women are treated equitably, able to achieve their full potential and are safe from harassment, bullying and assault and how can treatment of

¹⁰ The definition of these terms will be consistent with the NZDF's policy.

women be improved?

1. How do NZDF policies and procedures compare to best practice?
2. How do women progress in the NZDF?
3. Do women experience any barriers and challenges to their progression?
4. To what extent is the NZDF addressing the safety of women in relation to bullying, harassment and assault?
5. What are the areas of continuous improvement that would address identified policy, procedure or practice issues?

The data collection to answer these questions will include information from women and men on their perceived or actual experience of women encountering barriers to career progression and the safety of women in the NZDF.

Methodology

The review will collect both quantitative and qualitative data with the aim of establishing a well rounded assessment of the NZDF's current policies, procedures and practices:

Quantitative – to identify statistically significant trends in complaints, disciplinary actions and other relevant personnel related data.

Qualitative – to better understand personnel experiences of policies, procedures and practices through focus groups and interviews.

Whilst the specific detail of the approach we take will need to be tested with external experts and further refined, we consider that there are some existing robust frameworks on which we can base our work.

The overall approach will enable us to assess the current policies and practices of the NZDF and identify what improvements would be needed to achieve the future state in which gender equity and safety for women is achieved and maintained. It will acknowledge that there is a continuum that starts with low level discrimination through to harassment, bullying and assault which may contribute to the way women progress through military ranks and are able to achieve their full potential.

To enable us to collect the data required to draw conclusions about the NZDF's policies and practices we will conduct the following:

- A desktop review of NZDF policies and procedures
- A literature review of what other militaries are doing to achieve gender equity and how effective these strategies are
- Analysis of existing data including staff profiles, attitudinal surveys, career progression statistics and complaint data
- A target survey of senior leaders in the NZDF to measure what, if any, unconscious bias may be impacting their decision-making
- Interviews¹¹ with key personnel about the experiences of women in the NZDF, including chaplains, health services personnel and psychologists

¹¹ Due to concerns about retaining anonymity of interview information, a contracted provider will conduct interviews to provide sufficient verification of the trends and themes identified in the quantitative analysis that has been undertaken

- Focus groups¹² with personnel across the NZDF to identify opportunities for continuous improvement.

The review will not seek to obtain new data on prevalence due to the methodological challenges of overcoming potential under-reporting of incidents of bullying, harassment and assault. Instead we will rely on existing sources of data from the NZDF, acknowledging that this data may be incomplete and subject to reporting biases.

We will, as a matter of some urgency, meet with a range of external experts to identify and work through the options around the approach and methodology to best address these challenges and identify the appropriate strategy to address the objectives.

We will facilitate a continuous improvement workshop with the NZDF that enables a conversation with NZDF about what they will do to address the key findings of the review. This process will seek their input into identifying opportunities for policy, procedure and/or cultural change. The recommendations made in the report will draw on the results of that workshop and the other evidence gathered in the course of the review.

Research protocols have been developed to ensure that participants in the review are treated with dignity and respect.

Project linkages

This project may have linkages to other work including:

- NZDF's review of occupational health and safety
- The NZDF's Women's Development Steering Group plans and actions
- Reviews conducted in other jurisdictions on the role of women, sex discrimination, harassment, bullying and assault in military and paramilitary organisations

Outputs

A report on the Review's findings will be provided to the Minister of Defence by 30 November 2013. The report will include:

- Assessment of policies and procedures to ascertain whether they are 'fit for purpose'.
- Assessment of what is happening in practice within the organisation and what are the barriers/constraints to good practice.
- Recommendations on what the NZDF can do to attain a future state in which gender equity and safety for women is achieved and maintained.

Project Management and Governance

Governance

The Review will be overseen by the Defence Business Committee which is alternately chaired by the Secretary of Defence and the Chief of the Defence Force.

External Advice

External advice will be sought throughout the review via an Advisory Group, which will include four members who are external to Defence. The group will provide ongoing support

¹² The Advisory group agreed at their workshop 23 August that one on one interviews would be more effective in getting meaningful data than focus groups and therefore no focus groups were held.

and guidance on the conduct of the Review. Specific tasks will include:

- Participating in a workshop to establish an analytic framework for the Review, including what criteria will be used to assess current policies and practices
- Participating in a workshop on key findings to identify strategies to address any identified issues or trends

In addition to these workshops the Advisory Group will meet on a regular basis to provide guidance and subject matter expertise.

Appendix 2 Methodology

Notes on quantitative analysis

Cohort study

The 2003 cohort of new recruits was used for several of the quantitative analyses. This cohort consisted of 684 men and 194 women at intake. Additional analysis was conducted with all service personnel at 2003, including 6399 men and 1172 women. The mean age was 27.3 (range 17 to 58) of women and 30 (range 17 to 61) of men. By the time of analysis in 2013, there were 51 women remaining of the 2003 recruit cohort and 403 women of the in service cohort. For men there were 193 remaining from the recruit cohort and 2499 of the in service cohort.

Additional notes

In completing the analysis of rank promotion within the NZDF, the analysis tested both the NZDF's rank score and a simple rank score shown in Table 4 below.

The two separate score methods produced no discernible difference in the analysis, so the simple rank score was chosen as it is easier to understand.

Review Weighting	RANK EQ
17	LTGEN (E)
16	MAJGEN (E)
15	BRIG (E)
14	COL (E)
13	LTCOL (E)
12	MAJ (E)
11	CAPT (E)
10	LT (E)
9	2LT (E)
8	OFFCDT (E)
7	WO1 (E)
6	WO2 (E)
5	SSGT (E)
4	SGT (E)
3	CPL (E)
2	LCPL (E)
1	PTE (E)

Table 4 Simple Rank Weights

These scores are used to quantify the rank of an individual so an average rank for a cohort can be measured over time.

Qualitative data

Given the sensitive nature of some of the topics under examination, interviews rather than focus groups were the most appropriate method to elicit information. Two groups of interviews formed the qualitative basis of this Review.

Externally conducted interviews

External professional researchers familiar with gender equity in the NZDF conducted 66 one-on-one interviews on career experiences of individual Service, and 12 interviews with ex-Service women about their experiences in the military and reasons for leaving.

A stratified sampling technique was used to capture viewpoints across Services and ranks. The 0-1 year post ab initio training group was intentionally oversampled as this group is underrepresented in the quantitative data available, and some questions addressed early career issues that more senior personnel would not be able to speak to current status. This was also the only subsample that included men.

These interviews addressed a range of topics including recruitment, selection, ab initio training, progression, harassment, family issues, health and deployments.

All interviews were conducted using a semi-structured interview guide. Interviews with Service personnel were carried out by an experienced interviewer external to the NZDF and MOD to provide an added layer of confidentiality and to allow women to speak freely. Participants were provided with information about where to seek help or support for any issues arising from the interviews.

Ministry of Defence conducted interviews

In the second group of interviews, 31 male and female key informants met with researchers from the Evaluation Division. These key informants were asked to speak from their professional experience about their role, including psychologists, AHAs, recruiters, career managers, chaplains, social workers, military and naval police, and recruit instructors.

Additionally, leaders and senior managers across the organisation were engaged for their views on the issues relevant to this Review.

Confidentiality for interview participants was of prime concern and a number of strategies were used to ensure that comments in the report could not be linked with any of the participants. Quotes in this Review give minimal information (gender, service) on the participant to protect confidentiality. All interviews were voluntary, and no one who was contacted by the Review for an interview declined.

Quasi-experimental study on unconscious bias

The Centre for Ethnical Leadership at the University of Melbourne was contracted to run a study of the levels of unconscious bias in senior NZDF leaders. The sample included 15 (16.9%) women and 74 (83.1%) men.

Respondents' unconscious knowledge was assessed by the Go/No Go Association Task (GNAT; Nosek & Banaji, 2001). The measure specifically assesses the implicit associations between men and women, and work and leadership.

A repeated-measure Analysis of Variance (ANOVA) was conducted to investigate whether differences in the indices are statistically meaningful. Finally, two-mixed design ANOVAs were used to explore the effect of respondents' gender on implicit associations and the effect of trade on implicit associations.

Policy review best practice criteria

Criteria principles

The principles that underlie the assessment criteria are:

- Linking to the business case for equity
- Excellence
- Fairness
- Consistency
- Access
- Barrier-free
- Accountability
- Measurable outcomes

All policies and procedures will be assessed against the following criteria:

- Link to operational effectiveness
- Meets current legal requirements
- Clear and understandable policy purpose and description
- Designated accountability for implementation
- Not inconsistent with other policies

Specific Equity/Diversity policies and procedures

These are some key specific criteria for policies and procedures that directly address the Equity/Diversity aims and aspirations of NZDF:

- Makes explicit the gender equity goals of NZDF
- Policies across the Services are consistent
- In line with or surpasses scope and practice of policies in other Defence Forces
- Takes account of acknowledged best practice in NZ organisations (as exemplified by EEO Trust awards, EEO Trust and other organisation's best practice guidelines)
- Clear accountabilities for policy implementation and outcomes

Policies and procedures with an indirect impact on equity for women

These are some of the key gender equity criteria for policies and procedures that are not targeted specifically at women staff but which have a broader good employer/equity focus:

- Is consistent with NZDF equity goals
- There are no obvious barriers to women accessing the policies
- In line with or surpasses scope and practice of policies in other Defence Forces
- Takes account of acknowledged best practice in NZ organisations (as exemplified by EEO Trust awards, EEO Trust and other organisation's best practice guidelines)
- Gender equity outcomes are observable and measurable (e.g. uptake, impact etc.)

Mainstream policies and procedures where gender equity is embedded (or should be)

These are generally broader HR policies where gender equity should be part of the policy design and implementation. Some key criteria for these policies are:

- Consistency with NZDF equity goals
- Includes equity variables such as gender representation in decision making, policy design, gender monitoring of outcomes (e.g. men and women on recruitment panels and Promotion Boards, specific questions in tools such as exit interviews etc.)
- Takes structured steps to avoid unconscious bias (e.g. training, guidelines for managers etc)
- Gender equity outcomes are observable and measurable (e.g. impact, numerical representation etc.)

Strengths and Limitations

The key strength of the Review is the availability of data from different sources. A substantial amount of information is available through analysis of NZDF administrative and survey data. Complementing the quantitative data with information from interviews and document reviews allowed triangulation of findings and examination of any inconsistencies. Triangulation allows for cross verification of findings from different sources. It effectively compensates for weakness inherent in any single methodological technique.

Despite the quantitative data available, there were some aspects of the Review where data were not available due to incomplete collection or reporting of data by some Services on some measures.

NZDF surveys about aspects of safety may also be limited as data are self-reported and a requirement for Service numbers to be provided with some of the questionnaires may compromise anonymity and reduce the extent to which personnel share sensitive information such as experiences of harassment.

The robustness of the Review findings was checked both through internal and external peer review.

6 References

- Alexander, P. C., Alexander, E. R., & Warner, S. (2005). Best practice in sexual harassment policy and assessment. Washington DC: United States Army Research Institute for the Behavioral and Social Science.
- Australian Human Rights Commission. (2012) Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report. Sydney: Australian Human Rights Commission.
- Bostock, D. J., & Daley, J. G. (2007). Lifetime and Current Sexual Assault and Harassment Victimization Rates of Active-Duty United States Air Force Women. *Violence Against Women*, 13(9), 927-944. d
- Brough, P., & Frame, R. (2004). Predicting police job satisfaction and turnover intentions: the role of social support and police organisational variables. *New Zealand Journal of Psychology*, 33(1), 8-16.
- Carreiras, H. (2006). *Gender and the military*: Routledge.
- Carreiras, H. (2009). Gender integration policies in the : A double-edged sword? *Contributions to Conflict Management, Peace Economics and Development*, 12 (Advances in military sociology: Essays in Honor of Charles C. Moskos, Part 2), 183-194.
- Collins, J. (2012). STEM Work Experience for Girls. *Education in Science*(246), 18-19.
- US Department of Defence (2013) Annual Report on Sexual Assault in the Military Fiscal Year 2012 Volume 1.
- Dunn, M. (2007). British army leadership: is it gendered? *Women in Management Review*, 22(6), 468-481.
- Epstein, Y., Yanovich, R., Moran, D., & Heled, Y. (2012). Physiological employment standards IV: integration of women in combat units physiological and medical considerations. *European Journal of Applied Physiology*, 1-18.
- Febbraro, A. R. (2007). Gender and leadership in the Canadian Forces Combat Arms: Perspectives of Women Leaders. In K. D. Davis (Ed.), *Women and leadership in the Canadian Forces: Perspectives and experiences*. Winnipeg: Canadian Defence Academy Press.
- Fulton, L. V., Brooks, M. S., Jones, T. K., Schofield, M. J., & Moody, H. L. (2012). Policy Implications for Female Combat Medic Assignment: A Study of Deployment and Promotion Risk. *Armed Forces & Society*, 38(3), 500-512.
- Genat, A., Wood, R., & Sojo, V. (2012). Evaluation bias and backlash: Dimensions, predictors and implications for organisations. In C. f. E. Leadership (Ed.), *Gender Equality Project*. Melbourne: University of Melbourne.
- Gibson, S. G. (2005). Perceptions of U.S. Military Leadership: Are All Leaders Created Equally? *Equal Opportunities International*, 24(2), 1-18.
- Haig, R. (2010). *Working across the ditch: New Zealanders working in Australia*. Wellington: Department of Labour.
- Harrison, J. (2012). Women in Law Enforcement: Subverting Sexual Harassment with Social Bonds. *Women & Criminal Justice*, 22(3), 226-238.

- Holden, N. J., & Davis, K. D. (2006). Harassment in the military: Cross-national comparison. In F. C. Pinch, A. T. MacIntyre, P. Browne & A. C. Okros (Eds.), *Challenge and change in the military: Gender and diversity issues*. Winnipeg: Canadian Defence Academy Press.
- Holvino, E., Ferdman, B. M. & Merrill-Sands, D. (2004). Creating and Sustaining Diversity and Inclusion in Organizations: Strategies and Approaches. In P. Stockdale & F. Crosby (Eds.), *The Psychology and Management of Workplace Diversity* (pp. 245-276). Malden, MA: Blackwell.
- Ivarsson, S., Estrada, A. X., & Berggren, A. W. (2005). Understanding men's attitudes toward women in the Swedish Armed Forces. *Military Psychology*, 17(4), 269-282. doi: http://dx.doi.org/10.1207/s15327876mp1704_2
- Lancaster, S. L. P., Erbes, C. R. P., Kumpula, M. J. P., Ferrier-Auerbach, A. P., Arbisi, P. A. P., & Polusny, M. A. P. (2013). Longitudinal Predictors of Desire to Re-enlist in the Military Among Male and Female National Guard Soldiers. *Military Medicine*, 178(3), 267-273.
- Loughlin, C., & Arnold, K. A. (2007). Seeking the best: Leadership lessons from the military. *Human Resource Management*, 46(1), 147-167.
- Ministry of Women's Affairs (August 2012) Does gender matter? Findings from an online survey and interviews of engineering graduates from 2000 and 2005. http://mwa.govt.nz/sites/mwa.govt.nz/files/Engineers%20Research%20Report%202012_0.pdf
- New Zealand Police (2013). Annual Report 2012/2013. <http://www.police.govt.nz/sites/default/files/publications/annual-report-2013.pdf>
- Ody, C (2012) So you want to be an Air New Zealand pilot? *Pacific Wings Magazine*, 8 (30).
- Saatchi & Saatchi (1999). Torch Light. COI/Army Recruitment, from <http://www.adforum.com/creative-work/ad/player/4048>
- Schaub, G., Pradhan-Blach, F., Larsen, E. S., & Larsen, J. K. (2012). Diversity in the Danish Armed Forces. In C. f. M. Studies (Ed.). Copenhagen: University of Copenhagen.
- Senge, P., Kleiner, A., Roberts, C., Ross, R., & Smith., B. (1994) *The fifth discipline fieldbook: Strategies and tools for building a learning organization*. New York: Bantam Doubleday.
- Servon, L. J., & Visser, M. A. (2011). Progress hindered: the retention and advancement of women in science, engineering and technology careers. *Human Resource Management Journal*, 21(3), 272.
- Starren, A., Luijters, K., Drupsteen, L., Vilevicius, G., & Eeckelaert, L. (2013). *Diverse cultures at work: Ensuring safety and health through leadership and participation*. Luxembourg: European Agency for Safety and Health at Work.
- State Services Commission. (2012) *Human Resource Capability: Survey of Public Service Departments*. Wellington: State Services Commission.
- Stoeber, C. J., Schmalings, K. B., Gutierrez, C. A., Fonseca, C., & Blume, A. W. (2007). Predicting pay grade in the U.S. military by gender and ethnic minority status. *Journal of Applied Social Psychology*, 37(8), 1667-1680.

7 Acronyms

Acronym	Meaning
AHA	Anti-harassment Advisor
ADF	Australian Defence Force
CO	Commanding officer
NZDF	New Zealand Defence Force
OAtS	Ongoing Attitude Survey
UNSCR 1325	United Nations Security Council Resolution 1325 on Women, Peace and Security (2000)
WDSG	Women's Development Steering Group



**MINISTRY OF
DEFENCE**

Manatū Kaupapa Waonga

Maximising opportunities for

Military Women in the New Zealand Defence Force

Evaluation Division
Ministry of Defence