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2015 Report on Women's Earnings in California State Civil Service Classifications

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Overview

The California Department of Human Resources (CalHR) is committed to closing the gender pay equity gap in state civil service. In recognizing the interests of both the Administration and the Legislature in achieving this goal, CalHR also is committed to better understanding the existing pay gap in median salary between men and women in state civil service and presenting strategies for state agencies to close this gap. Building on the Federal Equal Pay Act, the California Fair Pay Act was expanded in 2015, and CalHR is committed to the Act's guiding principle: Like salaries should be paid for comparable duties. But the state's challenge is in making sure an equal number of men and women are performing the same duties.

This report marks current progress toward this goal and presents strategies for further narrowing this gap, including reinventing the use of Individual Development Plans (IDPs) for employees and better integrating upward mobility plans for low-salary employees into department-level workforce planning.

The median earnings of women working in state civil service currently are 80.1 percent of the median earnings of men in state civil service, producing a 19.9 percent gender pay gap for 2015. This gap is due to the occupations in which women are employed in state civil service.

This report is based on data on gender representation in California state civil service for the period 1989 through 2015, as well as contextual data from 2013 to 2015.¹ The comparison data are American Community Survey single-year estimates.

Key findings include:

- With women in state civil service branching out to higher paying job categories, the gender pay gap has improved, closing to 19.9 percent in 2015 from 25.8 percent in 1989. During that period, increases in the median salary of women civil service employees outpaced increases in the median salary for men civil service. Within specific job classifications, there is no pay gap.
- The state civil service pay gap this year fell below the general national gap, 20 percent in 2015, but remains above the 14.2 percent gap for the state overall.
- Further narrowing the pay gap requires increasing the number, and representation, of women state employees in higher paying job classifications.
- California employs women in state civil service in a wider range of occupations than found in general California workforce and in the United States workforce.
- The state civil service employs a larger percentage of women in science, technology, engineering and mathematics careers than found in California's

¹ Sources of data are the California State Controller's Office and the United States (U.S.) Census Bureau.

- overall workforce and the national workforce.
- Women make up a percentage of the civil service that is higher than their presence in both the California and the U.S. workforce.

Background

This report responds to Government Code section 19827.2 (Attachment 1) which requires CalHR to review information relevant to the setting of salaries for “female-dominated” occupations. The intent of the legislation is to establish a foundation for setting salaries for female-dominated jobs based on comparability of the value of work to other classes within state civil service.

Since 1983, CalHR and its predecessor, the Department of Personnel Administration, have set salaries and other terms and conditions of employment for the majority of civil service employees based on Memoranda of Understanding (MOU) agreed to in bargaining between the State of California and exclusive representatives. Government Code section 3517 provides that actions to adjust employee compensation occur through collective bargaining following the meet-and-confer process. Not only rank and file, but also management classifications, receive wage differentials based on merit and seniority. No state classification imposes wage differentials based on employee gender.

CalHR adjusts the salaries for employee classes excluded from collective bargaining taking into consideration market compensation surveys of large public sector employers, geographical labor market needs, recruitment and retention issues, the employer's ability to pay, and the state salary structure.

Comparing Gender Pay Gaps

The “gender pay gap” is the salary difference between male and female workers. Annually the median salary of male employees is compared to the median salary of female employees. This “dollar” difference is converted to a percentage difference of the female median to the male median. A gap of 20 percent would mean that females earn 80 percent of the male median salary.

The gender pay gap in state civil service is currently 19.9 percent. The median earnings of women working in state civil service are 80.1 percent of the median earnings of men working in state civil service. This gap is due to the professions in which women are employed. There is no gender-based difference to pay within occupations of the state civil service.

The California civil service gender pay gap is slightly better than the national labor force figure of 20.0 percent² as reported by the United States Census Bureau in their

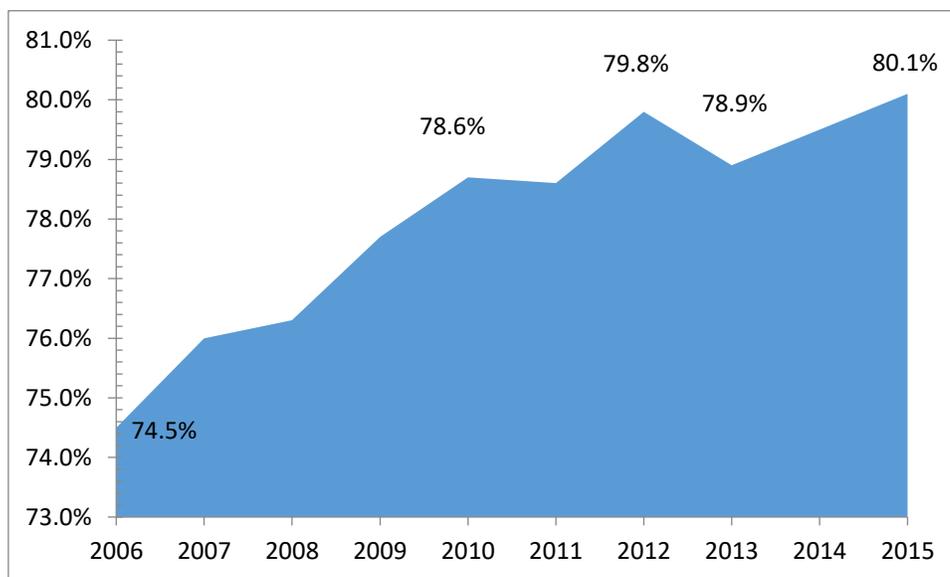
² “S2002: Median Earning in the Past 12 Months of Workers by Sex and Women's Earnings as a Percentage of Men's Earnings by Selected Characteristics.” American Community Survey, US Census Bureau, U.S. Department of Commerce.

American Community Survey data for 2015. The Census Bureau bases its figure on the median earnings of full-time wage and salary workers, ages 16 years and older. For the same period, the Census Bureau reported that the gap between female and male workers in California was just 14.2 percent.³ Therefore, although the gender pay gap for state civil service employees is slightly less than the US pay gap, it is greater than the pay gap for all workers in California, as illustrated in Chart 1 in the data appendix. While the gap shrank in all three categories last year, the decrease was largest in the California labor force and was second largest in the state civil service. (For more detailed comparison information, see Table 1 in the data appendix.)

Women’s Earnings as a Percentage of Men’s Earnings

The gender pay gap may also be illustrated as a percentage of the median male salary. In 2015, the median female employee in state civil service earned 80.1 percent of what the median male did, up from 74.5 percent in 2006.

CHART 2 – Ten Year Trend: Women’s Earnings as a Percentage of Men's Earnings



Women’s Occupations in State Civil Service Compared to California and US Workforce

The type of work women perform determines their salary level and influences the gender pay gap. Table 1 (data appendix) shows the percentage of women employed in each of the federally-recognized occupational groups in state civil

³ “S2402: Occupation by Sex and Median Earnings in the Past 12 months for Full-Time, Year-Round Civilian Employed Population 16 Years and Over.” American Community Survey, US Census Bureau, U.S. Department of Commerce.

service, the California workforce, and United States workforce during 2015. These occupational groups are used to make comparisons across different segments of the American workforce.

The state employed a greater percentage of women in higher-paying jobs such as STEM occupations, legal careers, and management positions than the California and United States workforce. The state also employed more women in traditionally male-dominated construction related jobs than the California and United States workforce. While these employment gains are encouraging, the state also had a larger proportion of women in lower-paying occupations such as Office and Administrative Support and Food Preparation and Serving occupations. The gender pay gap will be reduced as women make employment gains in higher salary professions and become more evenly represented across a variety of occupations.

Women in State Civil Service - 2006 and 2015

Women as a percentage of state civil service stayed roughly at 46% from 2006 to 2015 while the percentage of women in the California labor force increased from 39% to 41% and the percentage in the U.S. labor force increase from 41% to 43%.

TABLE 2 – Percentage of Women in State Civil Service, the California Labor Force, and the U.S. Labor Force, 2006 and 2015

Comparison Category	2006	2015
Percentage of Civil Service that is Women	46.1%	45.9%
Women in California Labor Force	38.8%	41.1%
Women in United States Labor Force	40.8%	42.9%

Women’s Median Salary Grew More Quickly than Men’s

Table 3 (next page) shows the median monthly salary for both male and female employees in state civil service between 1989⁴ and 2015. Although the median of women’s salaries overall has not caught up to men’s, since 1989, the median monthly salary for full-time female employees increased 136 percent, surpassing the 118 percent increase over the same period for men.

⁴ Earliest verifiable median salary data is from 1989 SPB report “Annual Census of State Employees”.

TABLE 3 – Full-Time Employees' Median Salary by Year and Gender

Year	Male Median	Female Median	Overall Median
1989	\$2,979	\$2,211	\$2,710
1990	\$3,216	\$2,350	\$2,885
1991	\$3,545	\$2,520	\$3,054
1992	\$3,545	\$2,535	\$3,171
1993	\$3,582	\$2,562	\$3,206
1994	\$3,723	\$2,715	\$3,367
1995	\$3,835	\$2,853	\$3,468
1996	\$3,835	\$2,949	\$3,480
1997	\$3,835	\$2,985	\$3,487
1998	\$3,980	\$2,997	\$3,654
1999	\$4,314	\$3,308	\$3,990
2000	\$4,487	\$3,465	\$4,150
2001	\$4,487	\$3,505	\$4,150
2002	\$4,574	\$3,619	\$4,221
2003	\$4,885	\$3,919	\$4,548
2004	\$5,129	\$3,977	\$4,659
2005	\$5,388	\$3,977	\$4,811
2006	\$5,538	\$4,124	\$4,978
2007	\$5,852	\$4,446	\$5,148
2008	\$5,865	\$4,476	\$5,230
2009	\$5,900	\$4,585	\$5,332
2010	\$5,929	\$4,668	\$5,348

Year	Male Median	Female Median	Overall Median
2011	\$6,127	\$4,814	\$5,350
2012	\$6,144	\$4,901	\$5,456
2013	\$6,311	\$4,977	\$5,580
2014	\$6,389	\$5,077	\$5,618
2015	\$6,508	\$5,210	\$5,758

Recruiting and Hiring Women

Women have made hiring gains in most state civil service job categories since 1989. The percentage of women hired increased from 48.5 percent of all hires in 1989 to 61.0 percent in 2015. Women also showed gains in supervisory classifications. The greatest gains were in Administrative and Professional/Technical occupations. See data appendix Table 4b for more details.

In 1989, 20.8 percent of new employees were hired into office support jobs, and 81.7 percent of office support hires were women. In 2015, 19.3 percent of new hires were in office support, and the percentage of those that were women was 77.6. During the same period, hiring for professional and technical positions increased, to 43.4 percent from 37.2 percent, as women hired in those classes increased to 67.6 percent from 51.6 percent. Hiring in administrative classes also increased as a percentage of overall hiring, to 21.3 percent in 2015 from 4.1 percent in 1989, with women accounting for 62.2 percent of the new hires in 2015, up from 38.4 in 1989.

Employment by Job Category

The occupational distribution of state civil service has changed since 1989, as illustrated in Table 5 (next page). In 1989, 18.6 percent of all employees in state civil service performed Office Support jobs, but this category represented 35.3 percent of all jobs held by women. By 2015, only 10.3 percent of all California civil service employees were employed in Office Support jobs, but this category represented 17.3 percent of all civil service careers held by women.

TABLE 5 – Distribution of Full-Time Women Employees by Job Category

Job Category	1989 Percent of Civil Service in Each Job Category	1989 Percent of Civil Service Women in Each Job Category	2015 Percent of Civil Service in Each Job Category	2015 Percent of Civil Service Women in Each Job Category
Office Support	18.6%	35.3%	10.3%	17.3%
Crafts & Trades	9.3%	1.8%	7.4%	1.1%
Service & Custodial	2.7%	2.3%	2.2%	2.0%
Professional & Technical	45.2%	45.0%	37.8%	44.7%
Law Enforcement	14.3%	4.6%	21.2%	7.1%
Administrative	9.9%	10.9%	20.8%	27.8%

Total may not add up to 100 percent due to rounding

Strategies for Supporting Recruitment, Hiring and Development of Women in State Civil Service

Agencies have made progress in attracting women to management positions and science, technology, engineering and mathematics related classifications, previously thought of as male-dominated arenas. State hiring professionals should help agencies continue this trend by ensuring that department hiring policies and the resulting procedures and practices are free from gender bias and discrimination. In addition, agencies should ensure that departments are developing their existing talent to help all employees build the skills needed to qualify for higher-paying classifications. The upward mobility program requires departments to develop plans for employees in low-paying, low-skilled classifications. Though required, these plans, which rely on managers and supervisors investing time in creating individual development plans, have been underutilized. Such plans should be part of department's broader workforce planning efforts. These practices should help create a state civil service that reflects the state we serve.

Recruiting and Marketing Materials

Agencies should review all of their current marketing strategies to make sure that they highlight the state's diverse workforce and should feature women working in the classifications and occupations that are traditionally male dominated. Inclusive marketing strategies should be reflected on agency websites and social media accounts, as well as in printed materials including brochures, fliers, advertisements, and annual reports. Because some people make career decisions based on who they see working in an occupation and what they know about careers, providing images and quotes by women is critical to successful recruitment efforts.

Support for women making career choices based on what they can physically see is sometimes referred to as the "CSI Effect." Referring to the relatively high number of women featured on the television programs centered on the field of forensic science, this effect is used in part to explain the statistic that, as far back as 2008, approximately 75 percent of graduates from accredited forensic science programs in the United States are female.

In addition to including visual depictions of a diverse workforce, job announcements and other advertising collateral should be routinely evaluated to ensure they do not contain language that could be perceived as having a gender bias which may subtly, but pervasively, discourage women from applying. Especially when recruiting women into traditionally male-dominated fields, specific care should be made to remove from job advertisements all language that may signify a gender bias. For example, terms such as "dedicated" and "conscientious" have a broader gender-based appeal than "assertive" or "analytical." In all recruitment efforts, agencies should strive for a balance in descriptive language that encompasses various leadership, communication, and work styles to emphasize gender inclusivity.

As part of the Civil Service Improvement Initiative, the California Government Operations Agency and CalHR partnered to create an "Employer of Choice" campaign for the state of California. This campaign includes a brochure designed to attract a talented and diverse candidate pool and specifically features women in traditionally male dominated occupations. Agencies are encouraged to use this brochure as part of their recruitment efforts and also to supplement it with material featuring their specific mission, career opportunities, and unique selling points (i.e., upward mobility resources, onsite daycare, wellness programs, telework opportunities, etc.).

Benefits

When an agency is actively recruiting women it is important to highlight benefits that may be appealing to all employees and in some cases, especially to women. Organizations that are considered to be the best places to work are often identified as organizations that recognize the value and importance of being family-friendly. Pressures that come along with balancing work and family life can often be eased with the options of family-friendly benefits. Benefits such as maternity/paternity leave, job sharing, paid leave and other programs encourage positive employee satisfaction, engagement and retention.

- *Flexibility in the Workplace*

With women making up nearly half of the U.S. work force, and most children living in families with an employed mother, tools to balance work and family demands are of great benefit to California women. The state offers civil service employees alternative work week and flexible work week schedules. Telecommuting has also allowed women to manage their families. By creating more flexible work environments and a clear understanding of alternative work options, departments improve support for working women.

- *Wellness Programs*

Agencies also may provide wellness programs to all employees. These programs differ from department to department and promote healthy lifestyles to improve the physical health and mental well-being of the state workforce. Wellness programs may include quit smoking workshops, walking groups, lunchtime workouts, and seminars in how to eat healthily. They can encourage overall healthy living, which supports recruitment and retention in the workplace.

One example of a wellness program is Healthier U Connections. As part of a pilot program launched in 2012, CalHR and other state agencies partnered with the Service Employees International Union Local 1000, Kaiser Permanente, and Sierra Health Foundation. This service allows state employees to continually track health behaviors and access wellness resources such as healthy recipes, exercise videos, an Ask a Physician service, and more. Programs like this should be highlighted in recruitment efforts as they appeal to a diverse audience.

- *College Course Reimbursement*

Agencies may offer college course reimbursement opportunities to help recruit and retain women in our workforce. Department training policies can support the overall growth and career advancement of state civil service employees.

- *Dependent Care Reimbursement/State On-site Programs*

Childcare and Elder/Disabled dependent care are both benefits the state offers. Some departments offer on-site day care centers that assist their employees' work-life balance and improve overall retention. Employees can seek counseling regarding childcare and elder/disabled care by speaking with an Employee Assistance Program Counselor.

Focused Recruitment for Diversity that is Representative of the Labor Force

Where women are underrepresented within a state agency relative to the labor force, the agency is encouraged to develop a focused recruitment plan. This requires actively conducting outreach to community groups, associations, colleges and other public and private entities to reach women. In addition to including women in images used in marketing materials, specific focused recruitment strategies include ensuring there is diversity among the employees representing

agencies at recruitment events and conducting outreach activities, and focused marketing efforts to women's professional organizations. Focused outreach and recruitment are intended to supplement-not to replace-general broad and inclusive recruitment and outreach efforts.

Media

Using various formats of media can also help agencies reach more women. If agencies are conducting recruitment efforts targeting women or are holding open houses for careers not traditionally associated with women, they should promote marketing efforts to various media outlets, including social media. This may increase outcomes and encourage women to apply.

Internships, Apprenticeships and Job Shadowing Opportunities

Some women may be unfamiliar with the opportunities available in careers that traditionally include fewer women. Agencies can improve representation of women and concurrently build a strong pipeline for future incumbents by expanding skill development and promotional opportunities through internships, apprenticeships and job shadowing activities. Internships increase an agency's visibility with prospective applicant pools; apprenticeships support skill development and employees' upward mobility prospects, and job shadowing provides opportunities for employees to learn what it would be like to work in a particular classification. The state is piloting a new apprenticeship program that focuses on helping employees in clerical positions to move into information technology positions that have higher paying career ladders.

Diverse Hiring Panels

Agencies should endeavor to compile hiring panels thoughtfully so as to represent diversity of thought. Not only does a diverse panel reinforce the value the agency puts on inclusion, but also results in a more impartial hiring decision. Diverse hiring panels are the single best way to minimize the impact of first impressions and personal biases, resulting in hiring decisions based on applicants' skill sets, readiness and ability to perform the essential functions of the position. (For more information, please see "[Educate Hiring Managers about Unconscious Bias](#)".)

Training and Development Opportunities

Agencies should strive to have current Individual Development Plans (IDP) complete for all employees with care given to what courses or other opportunities are planned not just in support of job performance improvement, but also with career development in mind. Specific activities and resources should be identified as part of the plans that will allow employees to achieve their performance objectives. In addition, training committees or coordinators should evaluate the training received by all employees to ensure women are receiving equivalent training and professional development opportunities as men. Training can assist with the development of skills needed to promote into higher paying classifications.

Upward Mobility

Upward Mobility is the planned development and advancement of employees in low-paying classes to entry level technical, professional, and administrative positions in state civil service. Because many women are in low paying classes, having an effective program gives more women opportunities to develop new skills and advance their careers. Agencies should have an active Upward Mobility program in place that aligns with Government Code section 19402, which states, "All upward mobility programs shall include annual goals that include the number of employees expected to progress from positions in low-paying occupational groups to entry-level technical, professional and administrative positions, and the timeframe within this progress shall occur." When setting annual goals, agencies may want to identify which of the low-paying classes have the highest percentage of women employees and focus career development resources on them. In recent focus groups, women in these positions noted a number of barriers to upward mobility, including:

- A lack of awareness of the availability and usefulness of training
- A lack of clarity about career progression, what promotional opportunities may exist and how to qualify for them;
- A widespread perception that individual development plans (IDPs), when used at all, are used for progressive discipline purposes and not for developing an employee's potential.
- A fear that moving up may mean the loss of flexibility they enjoy in their current roles.
- A lack of mentoring by supervisors and managers.

The view that IDPs are used as punitive tools and the general underutilization of IDPs in many departments suggest that the tool needs to be reinvented. As an outgrowth of the focus groups, teams of potential IDP users are being formed to review the IDP process with an eye toward developing a more user-centered form and a more constructive overall approach to the process.

Develop an Agency Culture that Emphasizes Work-Life Balance

A quality work-life balance is essential to ensuring positive employee satisfaction, engagement and retention. It is important for employees and management to be aware of the policies in place that encourage flexibility and work-life balance, and where feasible, agencies should consider telework, alternate work weeks and flexible schedules.

Marketing the positive benefits and opportunities of work-life balance can help generate and sustain a desirable and accommodating workplace culture. Showcasing real employee testimonials is a powerful method to promote the effectiveness and value of work-life balance benefits.

Leadership Development and Succession Planning

Encourage and support women as leaders in agencies by providing a culture that values accountability, provides rewarding work, and models exemplary leadership.

Many agencies offer leadership development opportunities. CalHR has redesigned its training for supervisors and developed a new program for new managers in accordance with recent statute changes requiring enhanced training for all new supervisors and managers. The training curriculum – open to all departments -- is based on leadership values and competencies that apply statewide. Like all career development opportunities, building leaders from within an organization is a great way to retain talent and create equal representation for all demographics, including women. Succession planning programs and mentoring opportunities are strategies to develop leaders at all levels of the organization. CalHR has developed a workforce planning program in which departments tackle these and related issues in the process of creating their own workforce plan.

Educate Hiring Managers about Unconscious Bias

Unconscious biases are assumptions, often unrecognized, that all individuals make about various social and identity groups. While our brains employ information sorting of this manner as a way to efficiently process the millions of individual pieces of incoming data, the reality and universality of unconscious bias plays a role in maintaining the current gender disparities in the workforce.

While awareness of the implications of unconscious bias on workforce composition is relatively new, the phenomenon of unconscious bias in general is considered a well-established concept. In a now well recognized study, gender bias was shown to play a critical role in the makeup of Boston Symphony musicians. In 1952, as a way to determine why the Boston Symphony was comprised almost completely of male musicians, the judges of auditioning musicians took part in an experiment. Rather than being able to view the prospective Symphony members as they auditioned, the judges instead were blocked from viewing the musicians by means of a screen.

Contrary to what was expected, however, the musicians that made it through the first round of auditions were still predominantly male. In fact, the supposed anonymity of the screen produced an even smaller percentage of female musicians than was representative of the overall symphony at the time. It was only after the symphony laid down carpet in the audition area, muffling the sound of high heels, could the musicians' approach be fully masked from the judges and a gender difference in results be discerned. The judges' unconscious bias toward the sound of the female auditioning musicians' high-heeled shoes rendered the screen useless in the earlier rounds of the experiment. Once that variable was also controlled, the percentage of female musicians advancing past the first round of auditions rose to almost 50 percent.

While many interview scenarios do not lend themselves well to being conducted anonymously as was done in the experiment noted above, further evidence for unconscious bias can be found, and also controlled for, in other aspects of the recruitment process. As published in the "Proceedings of the National Academy of Sciences," a Princeton University study found that when the names on application packages were submitted with a male name, the reviewing faculty participants rated the applicant more hireable and more competent than when they were asked to evaluate an identical application package submitted with a female name. A related

experiment conducted by the United States Department of Agriculture (USDA) provides support for the universality of the conclusion reached in the Princeton University study, but also a possible strategy to mitigate the effects of unconscious bias. The USDA implemented a blind application process by removing the applicant names in the selection process for its Senior Executive Service class. The reviewing panellists were subsequently not able to make any conclusions regarding the gender or race of the applicants when evaluating their applicable professional experience. The results at the USDA were dramatic with a 41 percent increase in the number of women at the Senior Executive Service level between 2009 and 2015.

To avoid inadvertently acting upon unconscious biases that may be tied to stereotypes based on gender when making decisions regarding hiring or promotion, organizations should take steps to educate their Human Resource professionals and hiring managers on the topic. Increasing self-awareness about the pervasiveness of unconscious bias can help ensure it does not interfere in decisions regarding access to training or other promotional opportunities. CalHR addresses this topic in its leadership trainings, which are mandatory for all newly appointed managers.

Mentoring Opportunities

Whether formal or informal, effective mentoring activities can positively impact the way women build their skill sets and view their readiness for promotional opportunities. Mentoring can facilitate open dialogue regarding career development, increase confidence regarding tackling new workplace challenges, and provide increased support for taking on stretch assignments and/or moving out of comfort zones. In addition to serving as advisors, mentors can also provide pathways for their mentees to gain exposure to new audiences and to exhibit competence in new settings. Particularly because women are far less likely to pursue advancement opportunities, mentorship can be a critical component in supporting their professional development and career growth.

The state has reduced the gender pay gap since 1989 by increasing the number of women in its workforce and hiring women into higher paying occupations. However, women are still underrepresented in state civil service relative to population, and female employees have yet to reach pay parity.

CalHR has worked hard to align ongoing Civil Service Improvement initiatives with the efforts to recruit women in state service. Departments are encouraged to use the recommendations in this report to make their own progress in this area, as overall statewide trends are reflective of department-level efforts. To further enhance the impacts of implemented recommendations, departments should continue to raise leadership awareness of recruitment and hiring best practices, including the mitigation of unconscious bias.

In support of department-level efforts, CalHR provides guidance at a statewide level through the State Recruiters Round Table bimonthly meetings and the Workforce Planning Quarterly Forums. Participation in both of these groups can help departments strengthen the connection between understanding their workforce

demographics and creating effective recruitment strategies to source the candidates they need. Departments are encouraged to leverage the extensive information and resources CalHR maintains online regarding workforce and succession planning. These collective resources encourage department-level collaboration to bolster the connection between larger strategic efforts as a means to achieve desired recruitment outcomes.

In addition to recruitment efforts, CalHR also recognizes the importance of professional development in preparing employees for career advancement. CalHR will continue to provide a variety of professional development opportunities, and will seek additional courses to assist more women in our workforce with advancement into higher-paying careers as a strategy to close the gender pay gap. CalHR also is considering how it can incorporate these topics into statewide leadership development offerings. Departments are encouraged to explore opportunities to further raise awareness and develop their leaders' readiness to address these topics as management is in a unique position to bring about change in this area.

It is important that state agencies identify occupations where women are under-utilized, incorporate this data into their workforce plans and outline appropriate strategies to improve representation. CalHR is available to assist agencies with these efforts. The Workforce Planning, Selections, and Civil Rights Divisions of CalHR can provide support and consultation to help organizations evaluate current workforce demographics and develop strategies to improve representation.

Attachment 1: Government Code section 19827.2

(a) The Legislature, having recognized December 1980 statistics from the U.S. Department of Labor, finds: that 60 percent of all women 18 to 64 are in the workforce, that two-thirds of all those women are either the head of household or had husbands whose earnings were less than ten thousand dollars (\$10,000), and that most women are in the workforce because of economic need; that the median working woman has earned less than the median working man, not only because of the lack of educational and employment opportunities in the past, but because of segregation into historically undervalued occupations where wages have been depressed; and that a failure to reassess the basis on which salaries in state service are established will perpetuate these pay inequities, which have a particularly discriminatory impact on minority and older women; and, therefore, it is the intent of the Legislature in enacting this statute to establish a state policy of setting salaries for female-dominated jobs on the basis of comparability of the value of the work.

(b) The department shall review and analyze existing information, including those studies from other jurisdictions relevant to the setting of salaries for female-dominated jobs.

This information shall be provided on an annual basis to the appropriate policy committee of the Legislature and to the parties meeting and conferring pursuant to Section 3517.

(c) For the purpose of implementing this section, the following definitions apply:

(1) "Salary" means, except as otherwise provided in Section 18539.5, the amount of money or credit received as compensation for service rendered, exclusive of mileage, traveling allowances, and other sums received for actual and necessary expenses incurred in the performance of the state's business, but including the reasonable value of board, rent, housing, lodging, or similar advantages received from the state.

(2) "Comparability of the value of the work" means the value of the work performed by an employee, or group of employees within a class or salary range, in relation to value of the work of another employee, or group of employees, to any class or salary range within state service.

(3) "Skill" means the skill required in the performance of the work, including any type of intellectual or physical skill acquired by the employee through experience, training, education, or natural ability.

(4) "Effort" means the effort required in the performance of the work, including any intellectual or physical effort.

(5) "Responsibility" means the responsibility required in the performance of the work, including the extent to which the employer relies on the employee to perform the work, the importance of the duties, and the accountability of the employee for the work of others and for resources.

(6) "Working conditions," means the conditions under which the work of an employee is performed, including physical or psychological factors.

(d) If the provisions of this section are in conflict with the provisions of a memorandum of understanding reached pursuant to Section 3517.5, the memorandum of understanding shall be controlling without further legislative action, except that if the provisions of a memorandum of understanding require the expenditure of funds, the provisions shall not become effective unless approved by the Legislature in the annual Budget Act.

Attachment 2: California Civil Service Classifications Not Matched to Occupational Groups

According to the State Controller's Office, Position Benefit File (PosBen), of the 198,148 full time California civil service employees, 197,899 (99.9%) were successfully mapped to federal occupational groups; however, the following 17 civil service classifications with a combined 249 full-time incumbents have not yet been mapped to federal occupational groups. CalHR continues work to map these.

Senior Plant Nematologist (Specialist)

Deputy Chief Investment Officer, California State Teachers' Retirement System

Agricultural Program Supervisor I

Agricultural Program Supervisor II

Agricultural Program Supervisor III

Agricultural Program Supervisor IV

Hydroelectric Plant Technician Supervisor

Receiver's Clinical Executive (Safety)

Infection Control Specialist

Information Systems Manager

Boating Facilities Manager II

Supervising Field Representative School Administration

Assistant Civil Engineer

Junior Civil Engineer

Assistant Finance Budget Analyst

Special Consultant

LEAP Candidate

Data Appendix

CHART 1 - Gender Pay Gap of the U.S., California, and California Civil Service Workers 2013 to 2015

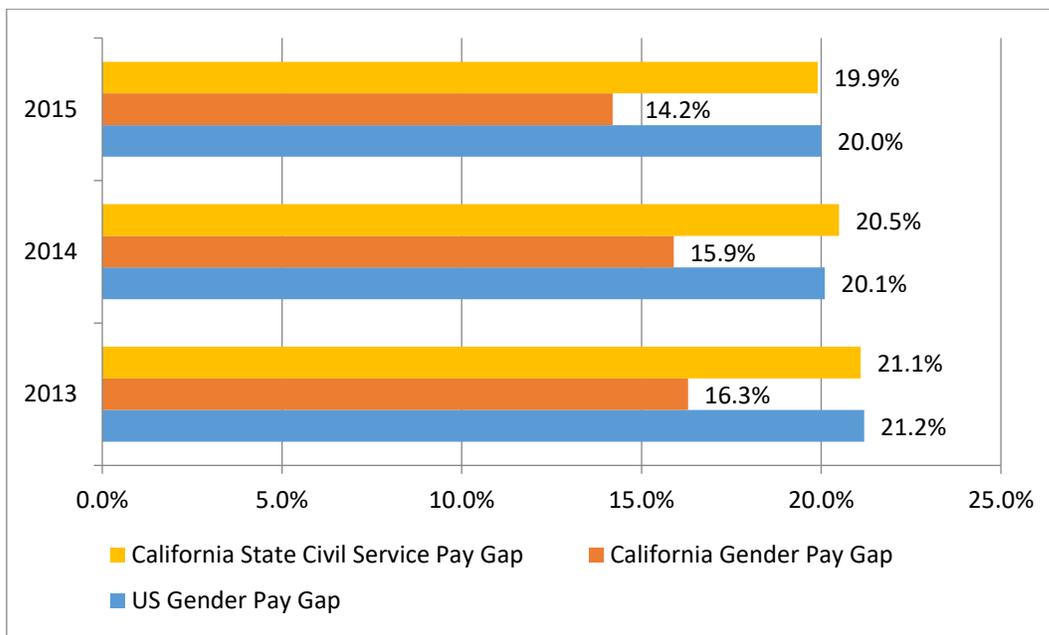


CHART 3 – Pay Gap Projections for 2025 Using 25-Year and 10-Year Trend

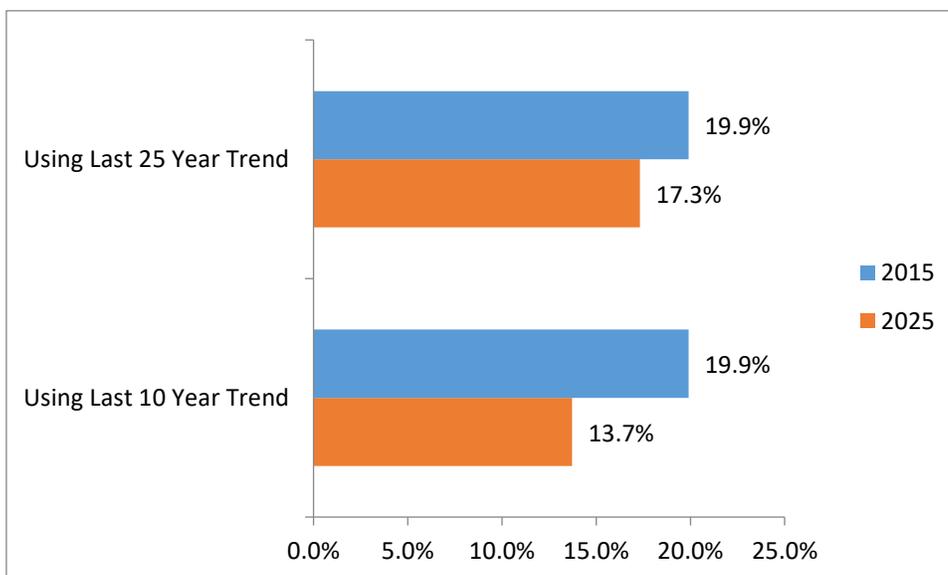


CHART 4 - Twenty-Five Year Trend: Women’s Earnings as a Percentage of Men's Earnings

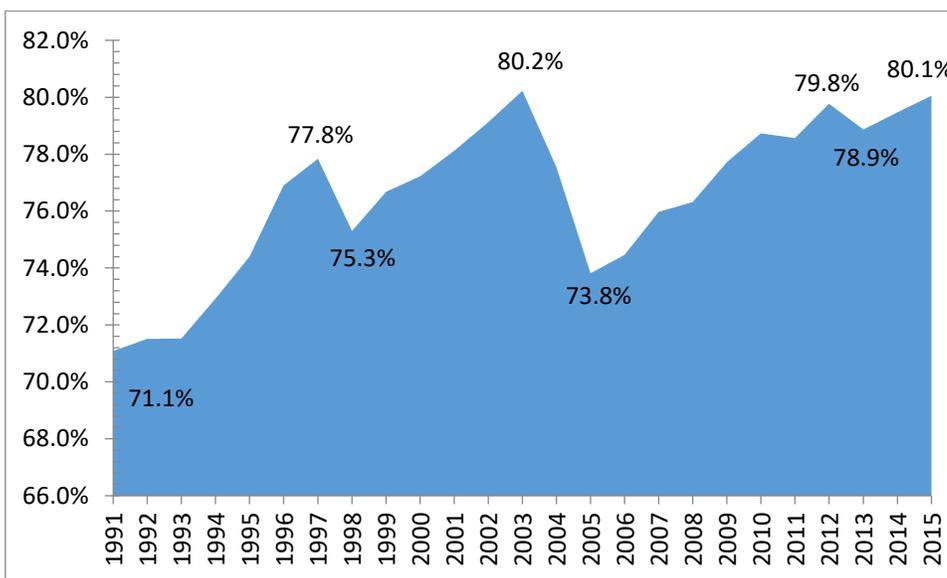


TABLE 1 – Percentage of Women in Each Occupational Group – State Civil Service, California, and U.S. Workforce in 2015

Occupational Group	California Civil Service Percent Women	California Workforce Percent Women	United States Workforce Percent Women
Architecture and Engineering Occupations	19.7%	15.6%	14.0%
Arts, Design, Entertainment, Sports, and Media Occupations	44.4%	38.3%	42.5%
Building and Grounds Cleaning and Maintenance Occupations	21.7%	34.2%	34.2%
Business and Financial Operations Occupations	68.6%	54.4%	54.4%
Community and Social Services Occupations	48.9%	65.4%	64.1%
Computer and Mathematical Occupations	39.3%	23.1%	24.8%
Construction and Extraction Occupations	3.9%	2.1%	2.5%

2015 Report on Women's Earnings in State Civil Service Classifications

Occupational Group	California Civil Service Percent Women	California Workforce Percent Women	United States Workforce Percent Women
Education, Training, and Library Occupations	52.9%	65.9%	70.8%
Farming, Fishing, and Forestry Occupations	34.3%	22.4%	18.0%
Food Preparation and Serving Related Occupations	46.9%	39.2%	46.3%
Healthcare Practitioners and Technical Occupations	62.8%	66.8%	72.5%
Healthcare Support Occupations	85.1%	79.7%	85.8%
Installation, Maintenance, and Repair Occupations	2.9%	3.1%	3.3%
Legal Occupations	54.2%	48.5%	49.8%
Life, Physical, and Social Science Occupations	47.7%	46.4%	43.9%
Management Occupations	46.1%	38.9%	38.4%
Military Specific Occupations	0.0%	N/A	N/A
Office and Administrative Support Occupations	76.5%	68.0%	71.1%
Personal Care and Service Occupations	68.5%	73.7%	74.8%
Production Occupations	8.8%	28.6%	25.7%
Protective Service Occupations	13.6%	17.6%	19.3%
Sales and Related Occupations	38.9%	41.4%	41.1%
Transportation and Material Moving Occupations	7.9%	13.7%	13.2%
State Classifications Not Matched to Occupational Groups	60.6%	N/A	N/A

Occupational Group	California Civil Service Percent Women	California Workforce Percent Women	United States Workforce Percent Women
Total Statewide Employment - All Occupations	45.9%	41.1%	42.9%

TABLE 4a – Number and Percentage of Hires that were Women

Year	1989	2015
Total Hires	28,408	19,591
Total Women Hired	13,790	11,957
Percentage of Hires that were Women	48.5%	61.0%

TABLE 4b – Percentage of Women Hires by Occupation

Occupation	1989 Percent of All Hires	1989 Percent of Hires that were Women	2015 Percent of All Hires	2015 Percent of Hires that were Women
Office Support - Clerical	20.60%	82.00%	18.61%	77.51%
Office Support - Supervisory Clerical	0.20%	50.90%	0.69%	79.26%
Office Support - Total	20.80%	81.65%	19.30%	77.57%
Crafts & Trades - Laborers	3.40%	39.40%	0.33%	4.62%
Crafts & Trades - Semiskilled	17.40%	32.30%	2.43%	7.97%
Crafts & Trades -	4.10%	7.30%	3.10%	4.44%

2015 Report on Women's Earnings in State Civil Service Classifications

Occupation	1989 Percent of All Hires	1989 Percent of Hires that were Women	2015 Percent of All Hires	2015 Percent of Hires that were Women
Skilled				
Crafts & Trades - Supervisory	0.20%	5.00%	0.45%	5.62%
Crafts & Trades - Total	25.10%	28.91%	6.32%	5.89%
Service & Custodial - Rank & File	1.90%	49.30%	2.83%	45.05%
Service & Custodial - Supervisory	0.40%	21.40%	0.85%	40.96%
Service & Custodial - Total	2.30%	44.34%	3.68%	44.11%
Professional & Technical - Subprofessional Technical	20.90%	56.90%	13.47%	72.30%
Professional & Technical - Supervisory Subprofessional Technical	0.30%	27.60%	0.40%	62.03%
Professional & Technical - Field Representative	2.60%	46.10%	2.98%	61.30%
Professional & Technical - Supervisory Field Representative	0.20%	30.20%	0.15%	72.41%
Professional & Technical – Professional	12.80%	45.70%	25.26%	66.11%

2015 Report on Women's Earnings in State Civil Service Classifications

Occupation	1989 Percent of All Hires	1989 Percent of Hires that were Women	2015 Percent of All Hires	2015 Percent of Hires that were Women
Professional & Technical - Supervisory Professional	0.50%	34.80%	1.16%	60.96%
Professional & Technical - Total	37.20%	51.64%	43.43%	67.55%
Law Enforcement - Line Peace Officer	10.10%	22.80%	5.64%	25.52%
Law Enforcement - Supervisory Peace Officer	0.30%	52.70%	0.38%	21.62%
Law Enforcement - Total	10.40%	23.72%	6.02%	25.28%
Administrative - Staff	3.90%	38.40%	19.64%	61.84%
Administrative - Supervisory	0.20%	41.90%	1.54%	67.11%
Administrative - Line (C.E.A.)	0.10%	22.20%	0.08%	46.67%
Administrative - Total	4.10%	38.37%	21.25%	62.17%
GRAND TOTAL		48.50%		61.03%

Total may not add up to 100 percent due to rounding

TABLE 6 – Civil Service Promotions by Job Category

Occupation	1989 Percent of Promotional List Appointments	1989 Percent of Promotional List Appointments that were Women	2015 Percent of All Promotional List Appointments	2015 Percent of Promotional List Appointments that were of Women
Office Support - Clerical	15.89%	88.26%	3.37%	81.22%
Office Support - Supervisory Clerical	6.28%	82.83%	4.56%	75.51%
Office Support - Total	22.17%	86.72%	7.93%	77.93%
Crafts & Trades - Laborers	0.17%	23.81%	0.04%	50.00%
Crafts & Trades – Semiskilled	2.39%	28.24%	0.30%	12.50%
Crafts & Trades - Skilled	2.09%	17.42%	2.57%	7.25%
Crafts & Trades – Supervisory	2.84%	4.19%	7.33%	6.35%
Crafts & Trades - Total	7.49%	16.00%	10.23%	6.91%
Service & Custodial - Rank & File	0.24%	53.33%	0.17%	22.22%
Service & Custodial – Supervisory	0.62%	37.18%	0.26%	42.86%
Service & Custodial - Total	0.86%	41.67%	0.43%	34.78%

2015 Report on Women's Earnings in State Civil Service Classifications

Occupation	1989 Percent of Promotional List Appointments	1989 Percent of Promotional List Appointments that were Women	2015 Percent of All Promotional List Appointments	2015 Percent of Promotional List Appointments that were of Women
Professional & Technical - Subprofessional Technical	10.16%	75.00%	1.90%	69.61%
Professional & Technical - Supervisory Subprofessional Technical	3.33%	61.90%	2.33%	72.80%
Professional & Technical - Field Representative	2.78%	65.43%	5.66%	57.24%
Professional & Technical - Supervisory Field Representative	2.54%	57.81%	3.59%	64.25%
Professional & Technical - Professional	13.99%	43.73%	10.09%	54.80%
Professional & Technical - Supervisory Professional	8.79%	35.29%	7.28%	53.45%
Professional & Technical - Total	41.59%	53.35%	30.83%	58.30%
Law Enforcement - Line Peace Officer	4.59%	19.55%	7.78%	13.16%
Law Enforcement - Supervisory Peace Officer	7.04%	20.07%	16.88%	18.96%

Occupation	1989 Percent of Promotional List Appointments	1989 Percent of Promotional List Appointments that were Women	2015 Percent of All Promotional List Appointments	2015 Percent of Promotional List Appointments that were of Women
Law Enforcement - Total	11.62%	19.86%	24.66%	17.13%
Administrative - Staff	9.67%	68.74%	12.36%	66.72%
Administrative – Supervisory	5.05%	54.09%	7.72%	60.00%
Administrative - Line (C.E.A.)	1.56%	26.53%	5.84%	50.00%
Administrative - Total	16.27%	60.17%	25.92%	60.95%
GRAND TOTAL		55.07%		45.03%

TABLE 7 – Full-time Employment Increases by Gender in State Civil Service 1989 to 2015

Year	Women	Percent Women	Men	Percent Men	Combined
1989	66,374	45.5%	79,655	54.5%	146,029
2015	87,800	45.9%	103,474	54.1%	191,274
Increase 1989-2015	32.3%		29.9%		31.0%