

Gender Pay Gaps in Six Selected Departments in the New Mexico State Government

by

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Special thanks is given to State Personnel Office Director Sandra Perez, and State Director of Compensation Justin Najaka for providing the initial data and staff support for this study.

Executive Summary

This report is a preliminary examination of gender wage gaps in six departments of the New Mexico state government. The study was requested by Governor Bill Richardson and carried out by Dr. Martha Burk, Senior Policy Advisor on Women's Issues, with support from the New Mexico State Personnel Office in the period from August to October, 2008.

Six departments were selected for inclusion based on departmental characteristics and size by the State Personnel Office in consultation with the Office of the State Auditor. The departments included were Children, Youth & Families, Transportation, Energy, Minerals & Natural Resources, Public Education, Aging/Long Term Services, and Economic Development. Gender wage gaps were examined in all six departments by job title and by pay band. Due to the time it took to get updated personnel forms, there is no analysis that includes race and ethnicity.

A very stringent criterion was used for defining gender wage gaps, with any discrepancy over 1.5% being counted as a gap.

Conclusions

- The State of New Mexico can take pride in the fact that the gender wage gaps in the six departments covered by this study are much lower than national averages. Nationally, females make 77cents to the male dollar for full-time, year-round work, resulting in a gender wage gap of 23% favoring males. Over the six departments with a total of 69 pay bands analyzed, only 3 pay bands showed gender pay gaps exceeding 20%. In the 206 job titles where both women and men are employed, 15 showed gender pay gaps exceeding 20%.
- Even though "glass ceilings" are a well-documented problem nationally, the State of New Mexico should be commended for the fact that there are no apparent "glass ceilings" in the six departments studied. This is a good indication that promotion practices as related to gender in the state workforce as a whole are likely to be fair and equitable.
- While job segregation in the national workforce is a recognized factor in producing gender wage gaps, and there is a great deal of job segregation (e.g. job titles that are totally or predominately held by one gender) in the workforces of all six departments studied, such job segregation did not generally result in gender wage disparities. However, gender segregation in jobs is a problem for diversity and should be addressed to produce a more balanced workforce.
- Gender wage gaps were found in all six departments in this study, across the great majority of job titles and pay bands. Overall, the gender wage gaps favored women, in both number and size.
- In all departments, most gaps were in the very low to moderate range, with a few larger exceptions on both sides.
- Job segregation makes analysis by job title much more problematic than pay band analysis.

Recommendations

- The study of gender wage gaps should be widened to include all departments, with the State Personnel Office providing support for the study.
- Gender wage gaps that exist in the six departments studied should be reviewed by management and remedies put in place. It is recommended that the Governor appoint a working Task Force to construct a process for such remedies, not only for the six departments already analyzed, but for the remainder of state government departments as gender wage gaps are identified in future analyses.
- Once the wider study is completed, department managers should review the results and set goals and timetables for remedies where needed. Managers should also be charged with annual reviews of progress toward these goals. Technical assistance should be provided by the State Personnel Office as outlined by the Task Force.
- Race and ethnicity analysis be undertaken on at least three departments identified by the State Auditor and the State Personnel Office, to identify barriers or potential problems in conducting such an analysis before undertaking the gender pay gap analysis for all departments in state government.
- As an affirmation that it is the policy of the State of New Mexico to identify and combat pay inequity and job segregation, the State should establish a goal for pay equity within entities holding contracts with the state government.
- It is recommended that the Task Force also research and report on procedures and methods for requiring entities holding state contracts to study and remedy any pay equity and job segregation issues within their own businesses, with proposed timelines for implementation.

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Background

This report is a preliminary examination of gender wage gaps in six departments of the New Mexico state government. The study was requested by Governor Bill Richardson and carried out by Dr. Martha Burk, Senior Policy Advisor on Women's Issues, with support from the New Mexico State Personnel Office.

A plan for gathering data for the preliminary reports was developed over several meetings with State Personnel Office Director Sandra Perez, State Director of Compensation Justin Najaka, and State Auditor Hector Balderas and his staff. To insure the integrity of the sample, the State Auditor's office recommended that we sample six agencies two large, two medium sized, and two with relatively small numbers of employees. On the recommendation of Sandra Perez and Justin Najaka, in consultation with the State Auditor Balderas, the following departments were selected:

Large: Children, Youth and Families; Transportation
Medium: Energy, Minerals and Natural Resources; Public Education
Small: Aging/Long Term Services; Economic Development

While the exempt workforce is important and definitely will be analyzed in the future, the classified workforce is much larger, and impacts a greater number of workers over a longer period of time. For this reason it was studied first for this pilot, and will be studied first in the larger research project.

It is generally agreed that any study of wage gaps should not only include gender but race and ethnicity, since these factors often interact. Significant problems in gathering pay data by gender, job titles, and compensation were not anticipated. However, due to past procedures for gathering data on race/ethnicity, some reaching back as far as 25 years, there was concern that existing data were not reliable enough to put forward with an appropriate degree of confidence. Similarly, there was concern that education data might not be up to date, as employees often gain further educational credentials but fail to update their personnel records. Director Perez therefore used the opportunity to update both race/ethnicity data and education as part of the preliminary reporting process. In consultation with the State Auditor, procedures were put in place to accomplish this updating.

While all six of the sample agencies were successful in obtaining the data forms and completing the verification and data entry, the data were not integrated in a way that could be used in the present study. Therefore this report is an analysis of gender wage gaps only, without regard to race or ethnicity.

Methodology

Defining the Gender Wage Gap

Various measures have been employed for determining whether a given wage gap between groups (e.g. men and women) is significant. Factors include such variables as number of employees in a given classification, width of pay bands, experience, and turnover. Experts agree that gender wage gaps are expected to be smaller for public employers than for private corporations, because more safeguards (such as the Hay Guide-Chart Profile Method of Job Evaluation system used in New Mexico) are more often in place to minimize disparities due to factors not directly related to qualifications and performance. Accordingly, for purposes of this analysis, wage averages with differentials of 1.50% or less were treated as equal. Obviously as differentials increase, the seriousness of a given disparity increases (e.g. a gender wage gap of 2% is of much less concern than a gap of 30%).

Due to uneven numbers of males and females in job categories, an overall average pay gap is not meaningful, so is not reported. (e.g. If overall the gender pay gap favors males in half the jobs and females in half, and the gaps are roughly equal in percentage, the average will be close to zero. This indicates there are no gender pay gaps, when in fact there could be substantial ones on both sides.)

Job Segregation

Job segregation refers to the situation where a given job title is predominately (or totally) held by females or males. This situation, when it exists in a given workforce, often produces gender wage gaps (e.g. all of the managers may be males and all of the clerical staff female). When one gender is concentrated in job titles that are low paying while the other is concentrated in jobs that are higher paying, job segregation can affect pay equity overall. Job segregation and its impact on gender wage gaps was examined for this report; we refer to jobs that are held exclusively by one gender as *gender segregated*. Where there is a disproportionate number of one gender over another, the jobs are labeled *gender-dominated*.

Even though job segregation is included in the analysis, it must be recognized that job segregation is less meaningful as the number of individuals in a given category goes down. For example, if there are 45 individuals in a job title and 30 of them are female, there are twice as many females as males, and the numbers are high enough to indicate job segregation. But in the case where only 3 people hold a given job title, if two of them are female there will also be twice as many females, it is not as meaningful nor is it indicative of true job segregation.

Analysis by Job Title

Looking at the work force grouped by job title but divided by gender can be a useful method for garnering information on gender pay gaps. It is a quick way to see whether the females holding a given job are receiving equal compensation when compared to males holding the same job. The shortcoming to this method surfaces when there are many job titles held by only males or only females -- those jobs cannot be included in an analysis because there is no gender comparison to be had. When gender segregation is widespread, analysis by job title becomes much weaker. Nevertheless, job title analysis is included in this report for the limited information it can render.

For purposes of this report, all job titles were included, but not all could be analyzed for gender wage gaps. Titles with enough employees (7 or more) to make meaningful gender comparisons between employees holding the same jobs are analyzed for gender wage gaps.

Job titles with fewer than seven employees were not analyzed for gender wage gaps where the number of females and males was not equal, because gender division could be changed by the loss or gain of one female or male in a given category. This does not mean that these job categories should not be scrutinized by supervisors, however, since apparent inequities may (or may not) be accounted for by factors not related to gender, such as experience or education.

Job categories containing 6 or fewer employees were analyzed for this report if those categories had an equal number of males and females, but the *data are included for informational purposes only*, and can be found at the end of the sections under **Additional tabulation for information only**. Caution must be used in comparing pay by gender when the number of individuals is extremely low. But even if too low to draw conclusions about systemic problems, gender wage gap numbers in these cases can still be indicative. For example, in the Energy, Minerals, and Natural Resources department, there are 6 job titles where only two individuals are employed, one male and one female, and one job title with two females and two males. In 4 of the 6 cases, the gender pay gap favors females, and in 2 cases it favors males. Moreover, in 3 of the 4 cases where females are favored, the gaps are substantially greater than those favoring males.

Analysis by Pay Band

Given that the work force is substantially segregated by job title in the departments examined, and further that there are numbers of job titles left out of an analysis by job title due to low numbers of employees in some categories, a pay band analysis lends more information than an analysis by job titles. Virtually all employees can be included in a pay band analysis.

The assumption built into the Hay system used in New Mexico to determine pay bands for different jobs is that the system captures experience, skill, effort, responsibility and working conditions to produce a pay band for a given job. These are "measured" though three quantifiable, job-related compensable factors; Know-How, Problem-Solving and Accountability. A fourth compensable factor of Additional Compensable Elements and Accountability may be used to measure areas such as physical effort, environment, hazards or sensory attention. Job

content points for each job correlate to a particular pay band. This means that all jobs in a pay band can be compared on these variables, and an evaluation can be made as to whether gender pay gaps exist in a given pay band with dissimilar but equally rated jobs. All pay bands have a range, and pay band mid-points are included in this report for reference.

In the pay band analyses, all employees in a given pay band in a department were grouped, regardless of job title. For example, in the Department of Transportation, Training and Development Specialist-O, which is pay band 60, was grouped with Budget Analyst-O, which is also pay band 60, but a dissimilar job title. This grouping produces an analysis of gender wage gaps according to pay bands, giving a clearer picture of gender wage gaps at a given level of compensation overall. Pay band grouping also allows an analysis of the Aglass ceiling, if any, that would exist if one gender were substantially underrepresented as pay bands increase. Charts showing gender wage gaps by pay band are included in this report. Positive numbers in blue indicate gender wage gaps favoring males, and negative numbers in red indicate gender wage gaps favoring females.

Departmental Analyses

Children, Youth, and Families

Children, Youth and Families employs 1856 people, 69.13% are female and 30.87% are male.

Analysis by Job Title

There are 107 job titles in Children, Youth, and Families. Forty-nine, or 46%, are totally gender segregated. Of the remaining 58 job categories, 14 were excluded from this analysis due to small numbers of employees, leaving 44 job titles with 7 or more employees for analysis of gender pay gaps by job title. Twenty-four of these are gender-dominated; 4 are male-dominated, and 20 are female-dominated. In the 20 jobs that are female-dominated, the gender wage gap favors men in 4, females in 11, and there is no gender gap in six. In the 4 male-dominated jobs, the gender wage gap favors men in 3, and there is no gender wage gap in one.

Excluding jobs that are held by low numbers of employees which were not included in the analysis by job title, there are only 9 job categories in Children, Youth, and Families that are not either gender-segregated or gender-dominated. The gender wage gap favors men in 6 of these, females in 2, and there is no gender gap in one.

Additional tabulation for information only: There are 11 job categories with low numbers of employees that have equal numbers of women and men. The gender wage gap favors women in 4 of these job categories, and it favors men in 6, with no gender gap in one.

Almost half the job titles in this department were left out of the job title analysis due to gender segregation. With a few exceptions in both directions, the gender wage gaps by job title in this department are very low to moderate. That said, several are in the 10%-18% range and should be particularly scrutinized by management.

Analysis by Pay Band

Children, Youth & Families								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
69000	25	\$9.71	1	\$9.93	1	\$11.54	\$1.61	13.95%
69000	30	\$10.44	16	\$11.33	1	\$10.44	(\$0.89)	-8.52%
69000	35	\$11.33	54	\$11.51	5	\$11.75	\$0.24	2.04%
69000	40	\$12.37	97	\$12.78	5	\$14.16	\$1.38	9.75%
69000	45	\$13.61	25	\$14.72	1	\$12.64	(\$2.08)	-16.46%
69000	50	\$15.11	103	\$15.18	13	\$15.46	\$0.28	1.81%

69000	55	\$16.89	127	\$16.24	130	\$14.26	(\$1.98)	-13.88%
69000	60	\$18.47	278	\$18.29	89	\$17.84	(\$0.45)	-2.52%
69000	65	\$20.40	194	\$22.24	102	\$20.63	(\$1.61)	-7.80%
69000	70	\$22.74	261	\$24.19	118	\$23.21	(\$0.98)	-4.22%
69000	75	\$25.50	48	\$29.58	27	\$28.03	(\$1.55)	-5.53%
69000	80	\$28.76	12	\$33.12	21	\$32.33	(\$0.79)	-2.44%
69000	85	\$32.70	34	\$31.68	34	\$32.38	\$0.70	2.16%
69000	90	\$37.35	25	\$35.38	18	\$36.95	\$1.57	4.25%
69000	95	\$42.92	3	\$40.01	2	\$41.42	\$1.41	3.40%
69000	96	\$49.56	4	\$45.31	5	\$43.80	(\$1.51)	-3.45%
69000	98	\$66.89	1	\$61.27	1	\$85.61	\$24.34	28.43%
Dept. total			1283		573			
% of total			69.13%		30.87%			

There are 17 pay bands in Children, Youth and Families; none are gender-segregated. Three have fewer than 7 employees. There are no pay bands that do not show a gender pay gap, though a number are small (<3.5%). In the 14 pay bands with seven or more employees, gender pay gaps favor women in 9 and men in five.

With the exception of the lowest and highest pay bands (discussed below) that contain only two employees each, the pay gaps favoring men are smaller than the pay gaps favoring women. All of those favoring men are under 4.5% except one, which is 9.75%. Pay gaps favoring women range from 2.44% to 16.46%, with the majority above 5%.

Additional tabulation for information purposes: The lowest pay band (25) contains only one female and one male, and the gender pay gap favors the male by 13.95%. The highest pay band (96) also contains one female and one male, and the gender pay gap favors the male by 28.43%. No conclusion can be drawn due to the small sample, but management should review these for extenuating circumstances.

In summary, with the exception of the highest and lowest pay bands, both of which favor men but contain only one employee of each gender, there are more gender pay gaps favoring women, and the pay gaps favoring women are generally higher than those favoring men, some substantially so.

Transportation

The Department of Transportation has 2376 employees, with 80.72% of them male and 19.28% female, making it the most gender imbalanced in the sample.

Analysis by Job Title

There are 162 job titles in the Department of Transportation. Half (80) are completely gender-segregated. Of the remaining 82 job categories with both males and females, 18 were excluded

from this analysis due to small numbers of employees, leaving 64 job titles with 7 or more employees for analysis of gender pay gaps. Thirty-six are gender-dominated, with 25 male-dominated and 11 female-dominated. In the 25 male-dominated job titles, the gender pay gap favors males in 10, females in 9, and there are 6 where there is no gender wage gap. In the 11 female-dominated jobs, the gender wage gap favors females in 6, and males in 5.

Excluding job titles that are held by low numbers of employees which were not included in the job title analysis, there are only 10 job categories in Transportation that are not either gender-segregated or gender-dominated. The gender wage gap favors men in 2 of these, females in 4, and there is no gender gap in four.

Additional tabulation for information only: There are 16 job categories in Transportation with low numbers of employees that have equal numbers of women and men, most with one man and one woman. The gender wage gap favors women in 8 of these job categories, and it favors men in 5, with no gender gap in three.

Overall, fewer than half of the job titles in Transportation can be analyzed for gender wage gaps due to gender segregation. Male or female dominance in a job title appears to be uncorrelated with gender pay gaps one way or the other. There are gender wage gaps on both sides, but there is not a substantially larger number of job titles with wage gaps favoring women over men or the reverse. Most gaps on both sides are in the moderate range, though gaps over 10% are not uncommon. In a very few cases gaps are over 20%, and in two (both favoring females) the gender wage gap approaches 50%. Management is strongly encouraged to review these cases for extenuating circumstances.

Analysis by Pay Band

Transportation								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
80500	25	\$9.71	7	\$10.17	14	\$8.69	(\$1.48)	-17.03%
80500	30	\$10.44	9	\$11.42	9	\$11.86	\$0.44	3.71%
80500	35	\$11.33	1	\$11.30	16	\$12.63	\$1.33	10.53%
80500	40	\$12.37	24	\$12.73	63	\$14.40	\$1.67	11.60%
80500	45	\$13.61	29	\$14.57	89	\$12.22	(\$2.35)	-19.23%
80500	50	\$15.11	69	\$15.80	550	\$14.54	(\$1.26)	-8.67%
80500	55	\$16.89	86	\$18.04	523	\$17.45	(\$0.59)	-3.38%
80500	60	\$18.47	96	\$20.38	182	\$19.85	(\$0.53)	-2.67%
80500	65	\$20.40	54	\$28.01	123	\$23.42	(\$4.59)	-19.60%
80500	70	\$22.74	23	\$25.08	66	\$24.46	(\$0.62)	-2.53%
80500	75	\$25.50	24	\$29.51	104	\$27.80	(\$1.71)	-6.15%
80500	80	\$28.76	14	\$32.72	75	\$35.25	\$2.53	7.18%

80500	85	\$32.70	11	\$36.18	48	\$33.96	(\$2.22)	-6.54%
80500	90	\$37.35	4	\$39.94	19	\$40.06	\$0.12	0.30%
80500	95	\$42.92	7	\$42.95	26	\$44.11	\$1.16	2.63%
80500	96	\$49.56			11	\$47.51		
Dept. total			458		1918			
% of total			19.28%		80.72%			

There are 16 pay bands in Transportation, ranging from pay band 25 to pay band 96. There is only one gender-segregated pay band (96) in the department, but it is the highest level, with 11 men and no women. Management is encouraged to review this situation.

All of the remaining pay bands in Transportation have enough employees to produce a meaningful analysis of gender wage gaps, and this analysis provides a much clearer picture than the job title analysis above. Even though it is a heavily male department and every pay band except one (pay band 30 with 9 females and 9 males) is male-dominated, there are almost twice as many gender wage gaps favoring females. There are gender wage gaps in 14 of the 15 pay bands; 9 favor women and 5 favor men. Moreover, the three highest gender wage gaps by pay band (>17%) all favor females.

Energy, Minerals, and Natural Resources

Energy, Minerals, and Natural Resources employs 411 people, 134 females (32.60%) and 277 males (67.40%).

Analysis by Job Title

In the Energy, Minerals, and Natural Resources department, there are 78 job titles. Forty-nine, or 63%, are totally gender segregated, meaning there are all females or all males in those particular job classifications. In addition, 11 jobs are male-dominated and 3 are female-dominated. In the male-dominated jobs, the gender pay gap favors men in 4 of the 11 jobs, women are favored in 3, and there is no gender gap (<1.5%) in four. The gender pay gap favors females in all 3 of the female-dominated job titles.

There are only two job titles in Energy, Minerals, and Natural Resources with 7 or more employees that are not either partially or totally segregated by gender. Compliance Officer - O has four females and three males. The gender wage gap favors women by 11.97%. A/O II has 10 females and 14 males, and the gender wage gap favors females by 9.98%.

Additional tabulation for information only: There were 6 job titles with equal numbers of males and females but very low numbers overall (one or two of each gender). In 4 of the 6 cases, the gender pay gap favors females, and in 2 cases it favors males. Moreover, in 3 of the 4 cases where females are favored, the gaps are substantially greater than those favoring males.

Overall, fewer than 40% of the jobs in the department can be evaluated for gender pay gaps by

job title. There are more job titles with gender wage gaps favoring women, with generally higher percentages than those favoring males. Male dominance in a job title appears to be uncorrelated with a gender pay gap one way or the other. Female dominance appears to be correlated with gender pay gaps favoring females.

Analysis by Pay Band

Energy, Min./Nat. Resources								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
52100	30	\$10.44	1	\$12.00				
52100	40	\$12.37	1	\$12.61				
52100	45	\$13.61	14	\$13.92	32	\$13.08	(\$0.84)	-6.42%
52100	50	\$15.11	16	\$16.21	20	\$15.41	(\$0.80)	-5.19%
52100	55	\$16.89	22	\$18.26	28	\$16.76	(\$1.50)	-8.95%
52100	60	\$18.47	20	\$19.79	50	\$17.84	(\$1.95)	-10.93%
52100	65	\$20.40	18	\$22.69	23	\$21.35	(\$1.34)	-6.28%
52100	70	\$22.74	14	\$24.36	33	\$23.09	(\$1.27)	-5.50%
52100	75	\$25.50	8	\$28.85	42	\$27.77	(\$1.08)	-3.89%
52100	80	\$28.76	3	\$37.45	13	\$35.14	(\$2.31)	-6.57%
52100	85	\$32.70	12	\$34.46	22	\$32.47	(\$1.99)	-6.13%
52100	90	\$37.35	4	\$35.98	11	\$37.72	\$1.74	4.61%
52100	95	\$42.92			1	\$37.30		
52100	96	\$49.56	1	\$47.65	2	\$44.33	(\$3.32)	-7.49%
Dept. total			134		277			
% of total			32.60%		67.40%			

There are 14 pay bands in the department, ranging from pay band 30 to pay band 96. The two lowest pay bands (30 and 40) and one high pay band (95) contain only one individual, so are not included in the this analysis. The individuals in the low pay bands are female and the one in the high pay band is male. One pay band (96) has one woman and two men. As a point of information, the gender pay gap favors the female by 7.49%, but this must be interpreted very cautiously due to the very small number of individuals in the pay band.

All of the 11 remaining pay bands have enough workers for meaningful gender wage gap analysis. Males and females are found throughout the distribution, but there are more males than females in every pay band, reflecting the overall gender makeup of the department. Of the 11 pay bands in this analysis, 7 are male-dominated.

The gender pay gap favors males in one (pay band 90), with a gap of 4.61%. The gender wage gap favors females in 10 pay bands, ranging from a low of 5.19% (pay band 45) to a high of 10.93% (pay band 60). Even though this is a male-dominated department, the gender pay gaps

clearly favor females, both in number and size.

Public Education

There are 255 employees in the Department of Public Education. The department is 61.18% female and 38.82% male.

Analysis by Job Title

There are 45 job titles in Public Education; 27, or 60% are gender segregated. Of the 18 remaining job categories, 8 were excluded due to small numbers of employees, leaving 10 job titles with 7 or more employees for analysis of gender pay gaps. Three are gender-dominated by females, none are male-dominated. Two of the female-dominated job titles have wage gaps favoring females, the third has no gender wage gap.

Excluding job titles that are held by low numbers of employees which were not included in the job title analysis, there are only 7 job categories in Public Education that are not either gender-segregated or gender-dominated. The gender wage gap favors men in 3 of these, females in 3, and there is no gender gap in one.

Additional tabulation for information only: There are 5 job categories in Public Education with low numbers of employees that have equal numbers of women and men (3 or fewer of each). The gender wage gap favors women in 2 of these job categories, and it favors men in 2, with no gender gap in one.

Since fewer than 40% of the job titles in this department can be analyzed for gender pay gaps due to gender segregation, the analysis is not as meaningful as it could be with more job titles included. For those titles that can be included, the larger gender pay gaps (>10%) favor women, and there are more pay gaps in this range favoring women.

Analysis by Pay Band

Public Education								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
92400	40	\$12.37	5	\$14.09	2	\$14.79	\$0.70	4.73%
92400	45	\$13.61	19	\$16.29	3	\$15.37	(\$0.92)	-5.99%
92400	50	\$15.11	26	\$17.58	7	\$17.26	(\$0.32)	-1.85%
92400	55	\$16.89	5	\$19.71				
92400	60	\$18.47	4	\$21.57	1	\$20.77	(\$0.80)	-3.85%
92400	65	\$20.40	16	\$23.41	18	\$23.15	(\$0.26)	-1.12%

92400	70	\$22.74	12	\$28.21	9	\$24.91	(\$3.30)	-13.25%
92400	75	\$25.50	46	\$30.39	27	\$29.62	(\$0.77)	-2.60%
92400	80	\$28.76	4	\$32.13	7	\$34.09	\$1.96	5.75%
92400	85	\$32.70	11	\$37.46	18	\$37.15	(\$0.31)	-0.83%
92400	90	\$37.35	8	\$39.64	6	\$42.36	\$2.72	6.42%
92400	95	\$42.92			1	\$45.92		
Dept. total			156		99			
% of total			61.18%		38.82%			

Public Education has 45 job titles distributed across 12 pay bands, ranging from pay band 40 to pay band 95. Two pay bands are gender segregated. Pay band 55 has five females and no males, pay band 95 has one male. Gender wage gaps are found in 8 of the remaining ten pay bands; 5 favor females and 3 favor males.

The range of gender wage gaps favoring females is larger (1.85% to 13.25%), but only two of the five exceed 5%. The three wage gaps favoring men are 6.42%, 5.75%, and 4.73%.

When analyzed by pay band, the gender wage gaps on both sides are low to moderate, with the exception of pay band 70, where the gender wage gap favors females by 13.25%. However, even this discrepancy is low compared to some of those found in other departments for both women and men.

Economic Development

Economic Development employs 55 individuals, 34 women (61.82%) and 21 men (38.18%).

Analysis by Job Title

The Economic Development department is highly gender segregated, with 20 of the 23 job titles held exclusively by males or exclusively by females, meaning 87% of the job titles are totally gender segregated.

There are only three job titles in Economic Development that are not completely gender segregated, accounting for 33 of the 55 employees in the department. Line II has 11 females and 5 males, making it female-dominated, but the gender wage gap favors the males by 7.40%. In A/O II, there are 7 females and 7 males, with a gender wage gap of 4.80% favoring females.

The remaining category is Staff, with only three employees, two female and one male, with a gender gap favoring the females of 7.56% (this Staff example is included for illustrative purposes only, since gaps in categories with very low numbers of employees were not part of the formal analysis - see Methodology).

Clearly, the high degree of gender segregation in this department makes an analysis by job title of

little value. Management is encouraged to investigate this very high degree of gender segregation by job title.

Analysis by Pay Band

Economic Development								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
41900	30	\$10.44			1	\$13.83		
41900	45	\$13.61	3	\$14.61	2	\$15.00	\$0.39	2.60%
41900	50	\$15.11	2	\$18.17	1	\$14.60	(\$3.57)	-24.45%
41900	55	\$16.89	1	\$18.60	1	\$18.87	\$0.27	1.43%
41900	60	\$18.47	2	\$21.94	1	\$20.52	(\$1.42)	-6.92%
41900	65	\$20.40	4	\$27.51				
41900	70	\$22.74	11	\$22.18	5	\$23.96	\$1.78	7.43%
41900	75	\$25.50	2	\$33.84	3	\$27.04	(\$6.80)	-25.15%
41900	80	\$28.76	1	\$30.49				
41900	85	\$32.70	8	\$33.18	7	\$30.70	(\$2.48)	-8.08%
Dept. total			34		21			
% of total			61.82%		38.18%			

There are ten pay bands in Economic Development, ranging from pay band 30 to pay band 85. Three pay bands are single gender and cannot be analyzed for gender pay gaps. Pay band 45 has one male, pay band 65 has 4 females, and pay band 80 has one female.

There are only two pay bands containing enough employees for analysis of gender pay gaps with a reasonable degree of confidence. Pay band 70 has 11 females and 5 males, and the gender pay gap favors the males by 7.43%. Pay band 85 has 8 females and 7 males, and the gender pay gap favors females by 8.08%.

Additional tabulation provided for information only: Due to the small numbers of employees in the remaining 5 pay bands, caution must be used in comparing pay by gender. The gender gap favors women in three (pay band 50 by 24.45%, pay band 60 by 6.92%, and pay band 75 by 25.15%). There is a very small gender pay gap favoring men in one (pay band 45 by 2.60%) and there is no gender wage gap in pay band 55, which contains one female and one male.

Again, results for this department must be interpreted with caution due to the small numbers of individuals in most pay bands. However, the gender pay gaps generally favor women, two by substantial amounts, and these should be reviewed by management for extenuating circumstances.

Aging and Long Term Services

There are 262 employees in Aging and Long Term Services, 189 females (72.14%) and 73 males (27.86%).

Analysis by Job Title

There are 47 job titles in Aging and Long Term Services. Thirty-four, or 72%, are completely gender segregated. Of the remaining 16 categories, only 7 were large enough to be included in the analysis by job title. Four are gender-dominated (all by females), even though both males and females are found. The gender gap favors men in 3 of these (one borders on insignificant at 1.63%). There is no gender gap in one.

Excluding jobs that are held by low numbers of employees which were not included in the job title analysis, there are only 3 job categories in Aging and Long Term Services that are not either gender-segregated or gender-dominated. The Staff category includes 14 females and 9 males, with a gender wage gap favoring the males by 3.09%. The Com & Soc. Svc. Spec-A category has 4 females and 3 males, with a gender wage gap of 2.88% favoring males. The A/O II job title has 5 males and 2 females, with no gender wage gap.

Additional tabulation for information only: There are two job categories employing one female and one male. In one, the gender wage gap favors the male by 6.19%. In the other, the gender wage gap favors the female by 5.95%.

Overall, fewer than 30% of job titles can be evaluated for gender pay gaps, due to the high degree of gender segregation. This makes such an analysis much less useful than it would be if most job titles were held both females and males. In general, the gender wage gaps by job title in this department are moderate on both sides, with only one above 10%. Again, management is encouraged to investigate the high degree of gender segregation in job titles.

Analysis by Pay Band

Aging/Long-Term Services								
Unit	Pay Band	Pay Band Mid Point	No. Females	Female Avg.	No. Males	Male Avg.	Gap (Male - Female)	% Gap/Male
62400	35	\$11.33	21	\$11.28				
62400	40	\$12.37	6	\$12.85	1	\$13.79	\$0.94	6.82%
62400	45	\$13.61	13	\$14.73				
62400	50	\$15.11	2	\$18.32				
62400	55	\$16.89	12	\$17.81	3	\$19.16	\$1.35	7.05%
62400	60	\$18.47	23	\$19.09	9	\$19.96	\$0.87	4.36%
62400	65	\$20.40	57	\$22.17	23	\$23.13	\$0.96	4.15%

62400	70	\$22.74	32	\$25.46	13	\$27.96	\$2.50	8.94%
62400	75	\$25.50	14	\$28.51	10	\$28.53	\$0.02	0.07%
62400	80	\$28.76	3	\$35.32	2	\$33.24	(\$2.08)	-6.26%
62400	85	\$32.70	2	\$37.01	10	\$36.03	(\$0.98)	-2.72%
62400	90	\$37.35	3	\$38.66	1	\$36.65	(\$2.01)	-5.48%
62400	95	\$42.92	1	\$44.82				
62400	96	\$49.56			1	\$45.72		
Dept. total			189		73			
% of total			72.14%		27.86%			

There are 14 pay bands, ranging from pay band 35 to pay band 96. Five pay bands are gender segregated, four with all females and one (pay band 95 with one employee) is male.

Three of the four lowest pay bands are all female, and there is only one male found in the bottom four pay bands. He is in pay band 40 along with 6 females, and the gender wage gap favors him by 6.82%.

The middle four pay bands are all female-dominated, but the gender pay gap favors males in all four. Only one of the top tier of pay bands with both women and men (80-90) has more than 5 employees. Pay band 85 has 10 men and 2 women, with a very small gender pay gap favoring the women (2.72%).

In summary, Aging and Long Term Services has a concentration of women in the lowest pay bands -- there are virtually no men in these jobs. In pay bands with both women and men, all of the pay bands in the lower half of the range exhibit gender pay gaps favoring men. The higher tier pay bands have gender pay gaps favoring women, though two of the three have very low numbers of employees.

Conclusions

Gender Wage Gap Frequency and Severity

The State of New Mexico can take pride in the fact that the gender wage gaps in the six departments covered by this study are much lower than national averages. Nationally, females make 77cents to the male dollar for full-time, year-round work, resulting in a gender wage gap of 23% favoring males. Over the six departments with a total of 69 pay bands analyzed, only 3 pay bands showed gender pay gaps exceeding 20%, affecting a mere 10 out of 5152 employees overall. In the 206 job titles where both women and men are employed, 15 showed gender pay gaps exceeding 20%, affecting 7% of these job titles and 97 individuals.

A very stringent criterion was used for defining gender wage gaps, with any discrepancy over 1.5% being counted as a gap. Gender wage gaps were found in all six departments in this study, across the great majority of job titles and pay bands. Overall, the gender wage gaps favored women, both in number and size. The single exception was Aging and Long Term Services, where women are concentrated in the lowest pay bands and the majority of the gender wage gaps favor men, even in female-dominated job titles. In all departments, most gaps were in the very low to moderate range, with a few larger exceptions on both sides.

It is tempting to review the results of this study and conclude that the gender wage gaps are even out. For example, the gender wage gap in pay band 40 in Aging/Long Term Services favors males by 6.82%, and the gender wage gap in pay band 80 favors females by 6.26%. Viewing gender wage gaps as virtually equal and therefore canceling out is illogical and does nothing to remedy inequities for individuals or groups of workers on the wrong side of any given gap. (The old saying two wrongs don't make a right applies here.) Every gender wage gap is a problem, and remedial steps should be taken, regardless of whether there is a countervailing gap on the other side.

Dismissing gender wage gaps as insignificant because they appear small or do not reach the level of national averages is also a disservice to employees. The gender wage gap of only 1.85% in pay band 50 in the Public Education department translates to a shortfall of \$665 over a year's time. Larger pay inequities produce larger losses for workers the 5.19% gender wage gap in pay band 50 that is found in Energy, Minerals, and Natural Resources translates to \$1664 a year, and the 8.67% gap in this pay band in Transportation means a yearly loss of \$2620. It is doubtful that the workers disadvantaged by these gender pay gaps would view them as insignificant.

Gender Dominance and Job Segregation in Departments

The workforce totals of all six of the departments studied were heavily skewed toward one gender or the other. Female-dominated departments (more than 60% female) were Children, Youth, & Families, Public Education, Economic Development, and Aging and Long Term Services. Male-dominated departments (over 60% male) were Transportation and Energy, Minerals, and Natural Resources. It might be expected that gender pay gaps would favor women in female-dominated departments, and men in male-dominated departments. No such trends were found in

the pilot study, but generalizations cannot be made to the larger New Mexico workforce.

Job segregation is a problem in all six departments studied, and makes analysis by job title much more problematic than pay band analysis. The greatest job segregation is in Economic Development, where 87% of the job titles are held exclusively by one gender or the other. The only department in the study where both women and men are found in more than half of the job titles is Children, Youth and Families, with 46% of the job titles completely segregated. In addition to the great number of jobs that are gender-segregated, many job titles over all departments are gender-dominated, even though both men and women are found.

While gender segregation in jobs is a problem for diversity and should be addressed to produce a more balanced workforce, it does not appear to produce gender wage gaps or glass ceilings (see below) in the departments studied. Gender pay gaps favoring both women and men are found throughout the range of job titles and pay bands, with no discernable overall pattern related to job segregation. Two instances of job segregation should be reviewed by management, however. There are virtually no men in the bottom four pay bands in Aging and Long Term Services, and there 11 men and no women in the highest pay band in Transportation.

Glass Ceiling

The term Aglass ceiling refers to a situation where women are concentrated in lower paying jobs and their ranks thin in comparison to males as pay bands increase. A corollary is that the gender wage gap in favor of males increases as women move up the career ladder, so that even those women who make it onto the higher rungs will still suffer from lower pay compared to men in the same jobs. The glass ceiling is well-documented in the national workforce, with women being concentrated in lower-paying jobs, and the gender wage gap increasing as females are promoted into higher- paying jobs.

With the very high incidence of job segregation in the departments that were analyzed, one might expect women to be concentrated in lower pay bands if national trends hold in New Mexico. For the six departments in this analysis, no glass ceilings were observed for jobs with at least one female and one male. Gender wage gaps favoring both women and men were found throughout the pay band distribution, with no discernable pattern of increase/decrease as a correlation with pay band increases or decreases.

One anomaly was found in Transportation, where the highest pay band (95) contains 11 males and no females. However, the gender distribution in the pay bands immediately below pay band 95 is generally commensurate with the department overall, and there are no significant gender wage gaps in them. Another was found in Aging and Long Term Services, where the lowest pay bands are virtually all female. Going up the pay band scale, all of the pay bands in the lower half of the range have gender pay gaps favoring men, even though these bands are female-dominated. However, the higher pay bands (with lower numbers of employees) favor women.

Recommendations

Action Plan

The study has been extremely valuable in identifying factors that must be attended to in identifying gender wage gaps. Since the six departments in this study were chosen as representative in size and workforce characteristics of the New Mexico state government, it is not unreasonable to conclude that similar results will be found across all departments in the New Mexico state government, but we cannot know that until all are in fact studied and analyzed for gender wage gaps. It is therefore recommended that the study of gender wage gaps be widened to include all departments, and that the State Personnel Office provide support for the study.

While the departments reviewed in this study are performing much better than the national average in eliminating gender pay gaps, such gaps do exist in all six departments and should be reviewed by management and remedies put in place. It is recommended that the Governor appoint a working Task Force to construct a process for such remedies, not only for the six departments already analyzed, but for the remainder of state government departments as gender wage gaps are identified in future analyses.

Once the wider study is completed, it is further recommended that department managers review the results and set goals and timetables for remedies where needed. Managers should also be charged with annual reviews of progress toward these goals. Technical assistance should be provided by the State Personnel Office as outlined by the Task Force recommended above.

Race and Ethnicity

It is well known that race and ethnicity can contribute to wage gaps, and often interact with gender. For reasons already stated, no race or ethnicity data were included in this preliminary study of six departments. Future analysis should include race/ethnicity to the extent feasible to give an even more accurate picture of wage disparities between groups in the New Mexico state workforce. It is recommended that race and ethnicity analysis be undertaken on at least three departments identified by the State Auditor and the State Personnel Office to identify barriers or potential problems in conducting such an analysis before undertaking the gender pay gap analysis for all departments in state government.

Job Segregation

Job segregation was found in all six departments studied. While it cannot be known whether such job segregation will be found in the New Mexico state workforce as a whole, it is likely given the results of the preliminary study. It is recommended that the Task Force identify ways to increase gender diversity in the New Mexico state workforce, and recommend ways that management can implement such plans. Since increasing overall educational levels for its workforce is already one of the Governor's priorities for achieving fair pay, ways to increase educational opportunities for individuals who might want to enter "non-traditional" fields for their gender should be addressed by the Task Force in achieving this goal.

State Contractors

As an affirmation that it is the policy of the State of New Mexico to identify and combat pay inequity and job segregation, the State should establish a goal for pay equity within entities holding state contracts. It is therefore recommended that the Task Force also research and report on procedures and methods for requiring entities holding state contracts to study and remedy any pay equity and job segregation issues within their own businesses, with proposed timelines for implementation.