



Human Resource Capability Survey of Public Service Departments as at 30 June 2002



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Public Service Human Resource Capability Survey - 2002

Executive Summary

Public Service employment is growing. The number of permanent staff in the Public Service has continued to increase over the year to 30 June 2002. Growth in permanent staff was just over 1,400 employees (5%), reducing to around 1,000 employees (4%) once machinery of government changes were taken into account. The growth was spread across the Public Service, with 31 departments reporting an increase in the number of permanent staff. Three departments stayed the same size and two reduced their numbers.

Collective bargaining in the Public Service is stable. The number of staff on collective employment agreements has not changed much over the past year. While the level of union membership was similar to last year, a number of collective agreements were settled after the survey date. Accordingly the increase in union membership may be a little understated.

There is a large pay gap for high paid positions. There is a considerable pay gap between the Public Service and the rest of the labour market, which gets larger with increasing job size. While pay movement in the State sector as a whole has kept up with private sector movement, this has been due to high levels of pay movement for teachers. Pay movement in the Public Service has lagged behind movement in the private sector since at least 1992.

Redundancies are low. The number of employees who received redundancy payments was at the lowest level since data began being collected on this in 1991. Similarly, the total financial cost of redundancy payments was at its lowest level.

Turnover is stable. Turnover rates have been fairly stable for the past five years. High turnover occupations in 2002 were mostly administrative and support positions (such as human resources or information technology) rather than front-line positions.

More women are moving into senior management. A high proportion of staff moving into senior management ranks over the past year were women. Women made up 53% of new senior managers. While these are very encouraging figures, the low turnover rate of senior managers means that the Commission estimates that, at the current rate, it will take until 2028 before 50% of all senior managers are women.

Introduction

This paper presents staffing information (as at 30 June 2002) provided to the State Services Commission (the Commission) by Public Service departments. The information comes from the Human Resource Capability (HRC) survey, which gathers anonymous unit record data on all staff in Public Service departments. The survey includes a wide range of information relevant to Human Resource (HR) management and Equal Employment Opportunities (EEO). Throughout this report, figures showing the number of staff are randomly rounded to a multiple of three to preserve confidentiality.¹

¹ This is a standard technique that means that figures based on small numbers of observations can be shown while preventing individuals from being identified from the data. Calculated figures, such as percentages, are based on the unrounded data.

Staff Numbers

The number of permanent staff in the Public Service has continued to increase over the year to 30 June 2002. Growth in permanent (open-term) staff was just over 1,000 employees (4%) once machinery of government changes² were taken into account. The growth was spread across most of the Public Service. 31 departments reported an increase in their number of permanent staff, three departments stayed the same size and two reduced their numbers. There was a small fall in the number of fixed-term employees.

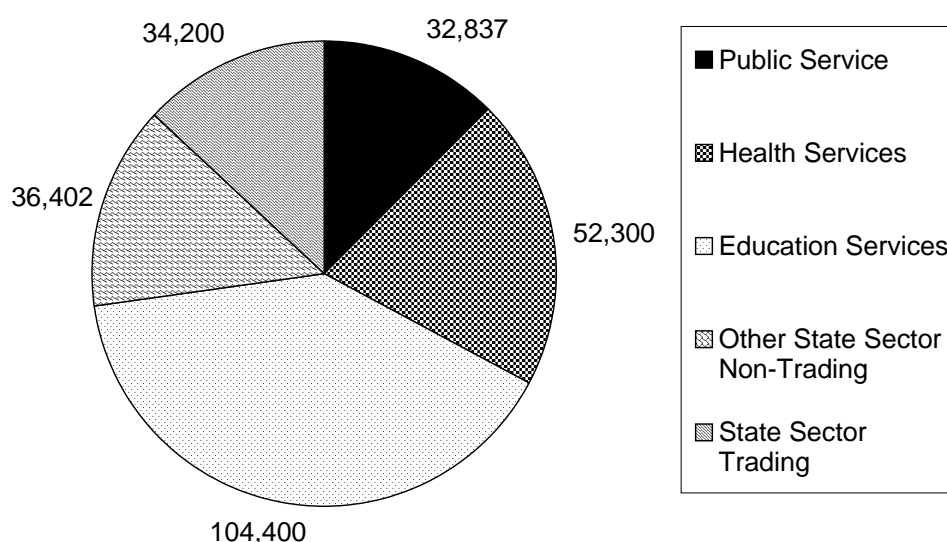
Table 1 below shows that overall staff numbers in the Public Service have increased by 1,398 (4%) employees³ (1,233 Full-Time-Equivalents (FTEs)) since last year⁴. As at 30 June 2002, there were 32,835 employees (31,587 FTEs) in the Public Service. The Public Service of 2002 was approximately the same size as the Public Service of 1997.

Table 1: Public Service Employment - 2001- 2002

	Open-term		Fixed-Term		Total	
	FTE	Headcount	FTE	Headcount	FTE	Headcount
2002	29,514	30,528	2,070	2,310	31,587	32,838
2001	28,251	29,100	2,103	2,340	30,354	31,440
% change	4	5	-2	-1	4	4

The Public Service makes up a small proportion of total State sector employment, as measured by Statistics NZ and shown in Figure 1 below. In 2002 the Public Service made up only 13% of the 260,000 State sector jobs.

Figure 1: State Sector Employment - 2002



Source: Statistics NZ, Quarterly Employment Survey, May

² Around 1,250 staff moved into the Ministry of Education from the Special Education Service, while the Public Trust Office (426 staff) and the Audit Department (258 staff) moved outside the Public Service.

³ The survey excludes casual employees but includes fixed-term staff and part-time staff.

⁴ Details on overall employment, changes from previous years, collective bargaining and employment term information for individual organisations are provided in Appendices 1 and 2.

By far the largest group in the State sector is the Education Service, which makes up 40% of total State sector employment. While the total number of State sector jobs has remained fairly constant over the last 10 years, the growth in the rest of the labour force means that the proportion of all jobs that are in this sector has fallen from 22% in 1992 to 16% this year. The Public Service contained just 2% of all jobs in 2002.

Total State sector employment has increased by around 15,000 jobs over the past year. While some of this was due to the purchase of Air New Zealand by the Government, there have also been smaller increases across most other parts of the State sector.

Collective bargaining

52% of public servants were covered by collective bargaining as at 30 June 2002, a similar level to last year. This included staff on either current or expired employment agreements. 54% of public servants were union members as at 30 June 2002, which is also about the same level as last year. Staff on collective agreements were slightly more likely to be union members than last year, while staff on individual agreements were slightly less likely to belong to unions. Some employment agreements (including one very large agreement) were settled just after the survey date. Growth in union membership and collective agreement coverage followed in the wake of these settlements. Accordingly, both union membership and collective agreement coverage levels are likely to be higher than those indicated above.

Pay Comparisons with Other Sectors

This year's survey enables salary levels in the Public Service to be directly compared with other sectors of the economy, by the introduction of job size points⁵ to the survey. Points were available for just under half of the Public Service jobs.

There was a gap between Public Service pay levels and those in the labour market as a whole. While the smallest Public Service jobs were paid at a similar level to those in the private sector, the pay gap widened as job size increased so that:

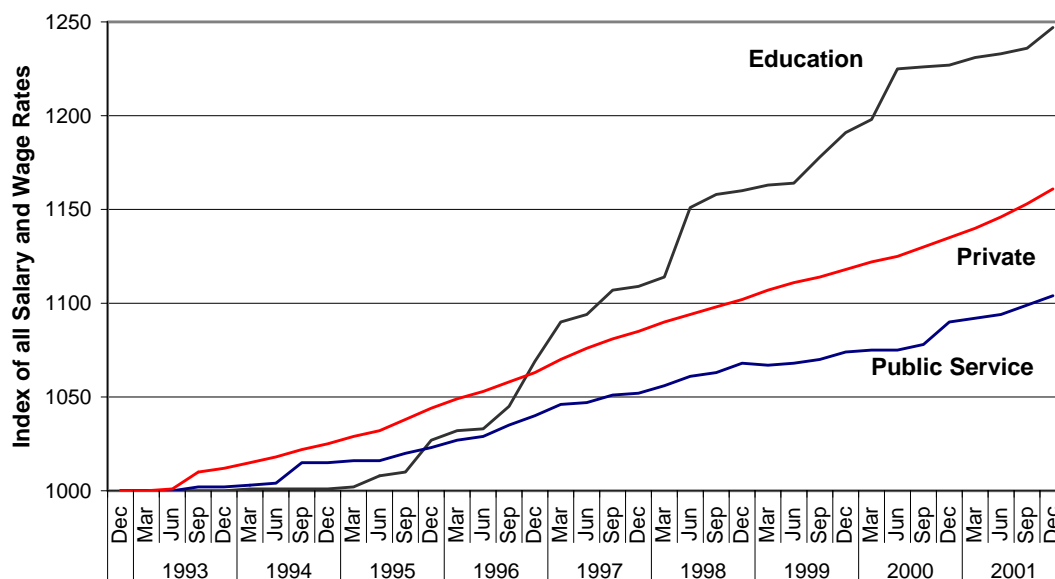
- the pay gap for the lowest-paid third of public servants was 7% or less;
- the pay gap for the middle third of public servants (salaries from \$36,000 - \$46,000) was between 7% and 12%; and
- the pay gap continued to increase up to 25% for those paid over \$100,000 (2% of public servants).

Figure 2 below shows the trend in pay movement between 1992 and 2001⁶. During this time, pay movement in the Public Service has been considerably below that in the private sector and a long way short of that in the Education Service. Pay movement in the Health Service was almost indistinguishable from the overall private sector pay movement. This does not necessarily mean that pay levels in Education are above those in other parts of the State sector as they may have started from a different base.

⁵ Job size points are based on a range of job evaluation systems. They broadly cover the level of knowledge, skills and accountabilities required to do different jobs.

⁶ The Labour Cost Index was re-based at the end of 2001. A comparable historical series to match with 2002 data is being generated by Statistics NZ.

Figure 2: Pay Movement 1992 - 2001

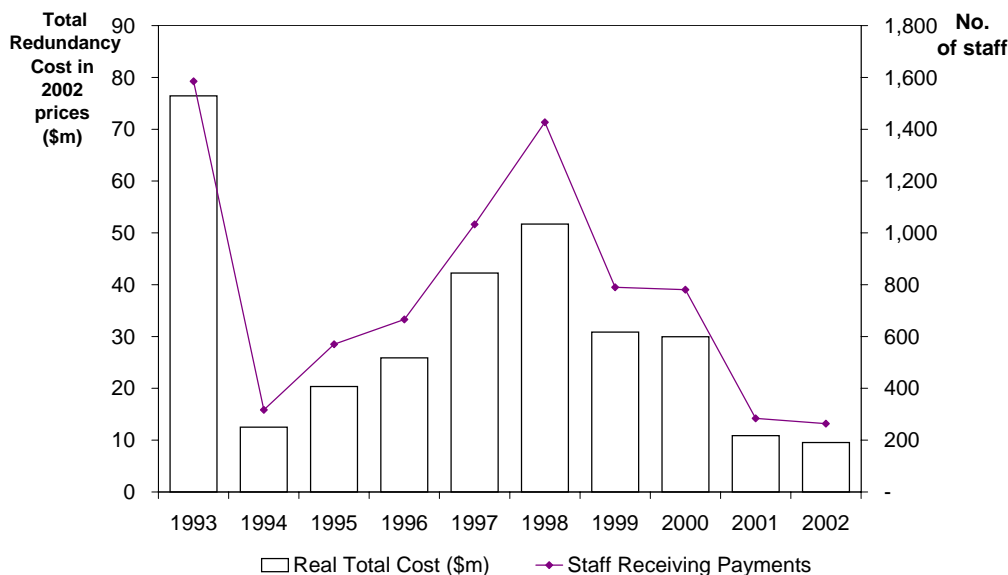


Source: Statistics NZ, Labour Cost Index

Redundancy

The number of staff who received redundancy payments⁷ over the past year was the lowest since the Commission began collecting this information in 1991. In the year to June 2002, 264 staff received redundancy payments, which had an average value of \$36,171. The trend in redundancy payments is shown in Figure 3 below.

Figure 3: Redundancy Payments in the Public Service 1993-2002



⁷ Redundancy payments include severance payments and enhanced early retirements.
HRC report 2002.DOC

Turnover

The core unplanned turnover⁸ rate, averaged across all Public Service departments, was 11% (12% for women, 10% for men) for the year to 30 June 2002. The turnover rate for the previous year was 13%. Turnover for the Public Service as a whole has been stable over the past five years, and these figures are shown in Table 2.

Table 2: Public Service Turnover Rates (%) 1998-2002

Year ended 30 June	Gross Turnover Rate ⁹ (%)	Core Unplanned Turnover Rate (%)
2002	19	11
2001	22	13
2000	22	11
1999	22	-
1998	23	-

Core unplanned turnover rates vary considerably across departments each year. This year turnover rates ranged from 4% to 48%. Over the last three years, seven departments have consistently had turnover rates below 10%, and two departments have consistently had turnover rates above 20%. Departments that employ high numbers of staff whose skills are specific to that department (such as customs officers) generally have low turnover rates while departments that employ high numbers of staff with generic skills generally have higher turnover rates. High rates of turnover in department-specific occupations are a cause for concern because of the impact on the department's core capability.

High turnover is also of concern in occupations where departments employ only one person in the department in that role, such as HR managers. Departments can be vulnerable to high turnover of such specialist positions, at least in the short-term, even though many of these occupation groups are found in large numbers outside the Public Service.

Turnover within occupational groups varies considerably. Occupations with high core unplanned turnover rates for 2002 and 2001 are shown in Table 3 below.

While there is variation between the last two years, some occupations have shown consistently high turnover. These include Data Entry Operators, Communications staff (Advertising and Public Relations), Call Centre staff (Technical Representatives), Human Resources staff, and some IT occupations. Some of the frontline Public Service occupations such as Customs Officers and Prison Officers had relatively low turnover (6% and 7% respectively), while Social Workers, Case Workers and Probation Workers were at or near the overall Public Service turnover rate (11%).

Managers generally had low turnover (8%) but, as shown in Table 3 below, some specific manager sub-groups, such as Communications and Human Resources, experienced high levels of turnover in the year to 30 June 2002.

⁸ Core unplanned turnover is primarily due to resignations of open-term employees, but also includes retirements, dismissals, and death. Planned turnover includes cessations of staff on fixed-term employment agreements and cessations due to restructuring.

⁹ Gross turnover is the sum of planned and unplanned turnover.

Table 3: Occupations with High Core Unplanned Turnover – 2001-2002

2002		2001	
Highest turnover occupations in 2002	Turnover rate (%)	Highest turnover occupations in 2001	Turnover rate (%)
Data Entry Operator	31	Computer Applications Engineer	35
Advertising and Public Relations Manager	28	Data Entry Operator	31
Technical Representative	24	Public Relations Officer	30
Public Relations Officer	23	Psychologist	30
Information Services Administrator	23	Career, Transition, Employment Advisor	28
Immigration Officer	22	Technical Representative	25
Human Resources Manager	21	Sales Representative	23
Computer Applications Engineer	20	Human Resources Officer	23
Telephone Switchboard Operator	20	Advertising and Public Relations Manager	21
Human Resources Officer	20	Computer Support Technician	21
All Occupations	11	All Occupations	13

Appointments and Cessations

Around 7,200 people were appointed to positions in Public Service departments in the year to June 2002. Some of these appointments represent movement between departments. The greatest volume of activity in appointments and cessations occurs amongst those aged under 35 years. The median age of appointees was 33.5 years (35.5 years for cessations), compared with 41.7 years for all staff.

Many of the staff who were appointed to, or left, departments over the last year had different employment characteristics from longer-serving staff. They were more likely to be filling shorter-term positions in high turnover, and low-paid, occupations. 41% of appointments were fixed-term employees.

Around half of the permanent staff who left during the last year had been with their department for less than three years. However around one-third of public servants have been with their department for more than 10 years and, based on current turnover rates, a total of 62% of current public servants are expected to serve at least ten years in their department before they leave.

Taken together, these figures suggest that a large number of public servants leave their department in any given year but there is also a substantial core of experienced staff who continue on. This pattern indicates there is considerable churn in some positions while other positions are more stable. The high churn positions, shown in Table 3 above tend to fit into one of two categories. They are either:

- jobs requiring generic skills that are common to many departments and/or other sectors and which tend to be relatively low paid; or
- jobs requiring high-level skills that are found in only small numbers within departments, and which require employees to move between organisations to further their careers.

Recruitment Difficulties and Skill Shortages

23 departments (64%) reported difficulties attracting suitable applicants for positions. These were a mixture of operational departments and policy ministries. The most common reason given was below-market remuneration, which was cited for numerous occupations ranging from the high-skilled (such as solicitors) to the semi-skilled (such as call-centre staff). Another factor was the difficulty in attracting applicants to jobs situated in particular towns/regions.

There were also some difficulties recruiting staff to IT positions, and recruiting Māori staff and Pacific staff, but the extent of such recruitment difficulties was less than in the previous year. Nine departments reported recruitment difficulties in key capability areas.

23 departments (64%) reported skill shortages (where positions have not been filled due to a lack of suitably qualified candidates in the labour market), with 14 departments reporting both recruitment difficulties and skill shortages. The skill shortages followed a pattern similar to the recruitment difficulties, although departments were more likely to report skill shortages in occupations that were central to their key capabilities.

Two-thirds of departments commented on skill gaps that existed in their department. The most common skill gaps reported were in IT, analytical thinking, te reo/tikanga, legislation, and strategic planning. Some of the skill gaps were common to several departments.

Nine departments mentioned the image of themselves and/or of the Public Service as a key factor that will influence their future capability. Five departments, of which four were large operational departments, mentioned workloads as an issue affecting capability.

Diversity

The Public Service continued to employ high proportions of women, Māori and Pacific staff when compared to the employed labour force. The overall levels of representation are shown in Table 4 below. Māori, Pacific peoples and Asian peoples each accounted for a slightly higher proportion of appointments than they did of cessations, suggesting that the representation rates for these groups will continue to increase slowly.

Table 4: Representation of EEO Groups - 1997-2002

EEO Groups			1998	1999	2000	2001	2002
			%	%	%	%	%
Ethnicity¹	Māori	Public Service	15.5	16.1	16.9	17.0	17.6
		Employed Labour Force	8.1	7.6	8.9	8.8	9.5
	Pacific peoples	Public Service	5.9	6.2	6.6	6.6	6.8
		Employed Labour Force	3.6	4.0	4.0	4.0	4.5
	Asian peoples	Public Service	3.0	3.0	3.3	3.4	3.6
People with disabilities²			10.6	10.1	9.7	8.1	6.9
Women		Public Service	54.5	56.3	56.2	56.5	57.5
		Employed Labour Force	44.9	45.4	45.1	45.7	45.4

Notes to Table 4:

- 1 Public Service ethnicity data double-counts people with more than one ethnicity, so that a person who is Māori and Samoan will be counted in **both** Māori **and** Pacific peoples. The labour force figures shown, which are sourced from Statistics NZ's Household Labour Force Survey (HLFS), use a priority reporting system that has the effect of slightly reducing the figure for Pacific peoples. Figures on Asian peoples are not available from the HLFS.
- 2 In 1998 a new definition of disability was introduced, based on the World Health Organisation (WHO) standard. Part of the reason for the downward trend in the number of staff with disabilities may be due to the effect of data collected using the previous definition, which was somewhat looser than the WHO standard.

Women

53% of the staff who moved into senior management¹⁰ positions over the past year were women. 36% of current senior managers are women but, due to the low turnover rate for senior managers (less than 7%), the Commission estimates that it would still take until 2028 for the proportion of women senior managers to reach 50%, under current conditions. In June 2002, 57% of all permanent staff in the Public Service were women.

Table 4 shows that the Public Service employs a high proportion of women, compared to the employed labour force. However, a good deal of this difference is due to the occupational composition of the Public Service. Figure 4 below shows that the differences in representation are either reduced or reversed within specific occupation groups. The Public Service continues to have fairly high proportions of women (relative to the employed labour force) in the associate professionals and managers groups and slightly higher proportions in the professionals¹¹ and office clerks groups.

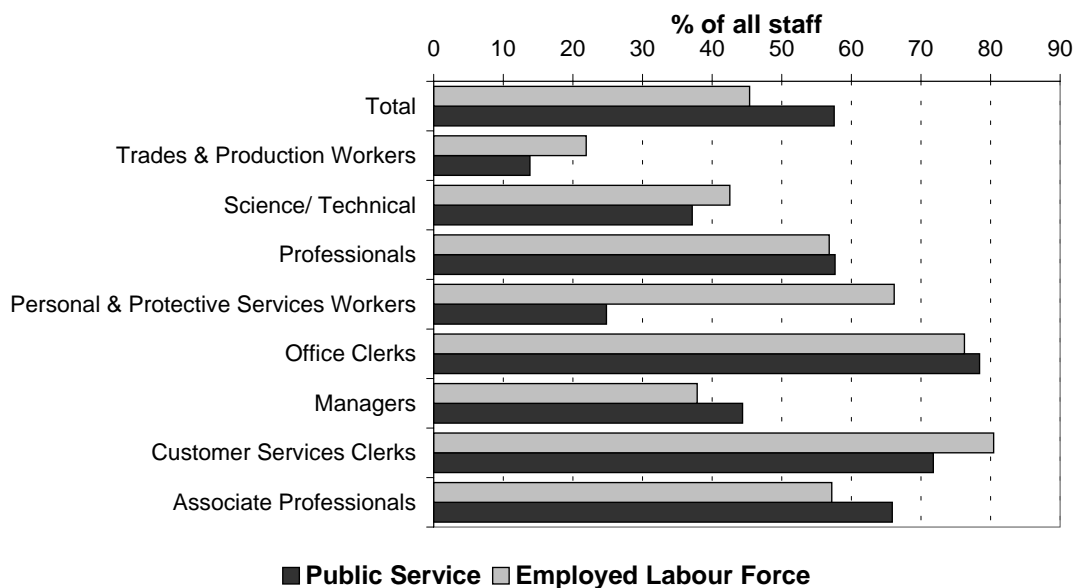
The average salary of women in the Public Service was 84% of that of men in 2002. Detailed modelling work found that 95% of this pay gap could be “explained” by factors including occupation, job size, age, tenure, region and department.

The largest effect comes from age/tenure/job-size, followed by occupation. The former factors account for almost 60% of the pay gap, with male public servants tending to be older, have longer tenure, and work in jobs with larger sizes. Occupation accounts for just over 20% of the gap, with males tending to work in occupations that are paid more highly despite the job size being the same. Male public servants were also slightly more likely to work in higher-paying departments.

¹⁰ Senior management positions are defined as the first three tiers of management. These are chief executives, their direct reports and managers who report to those second tier managers. It excludes professional and specialist staff who do not have a primary management function.

¹¹ A very high proportion of professionals in the employed labour force were teachers.

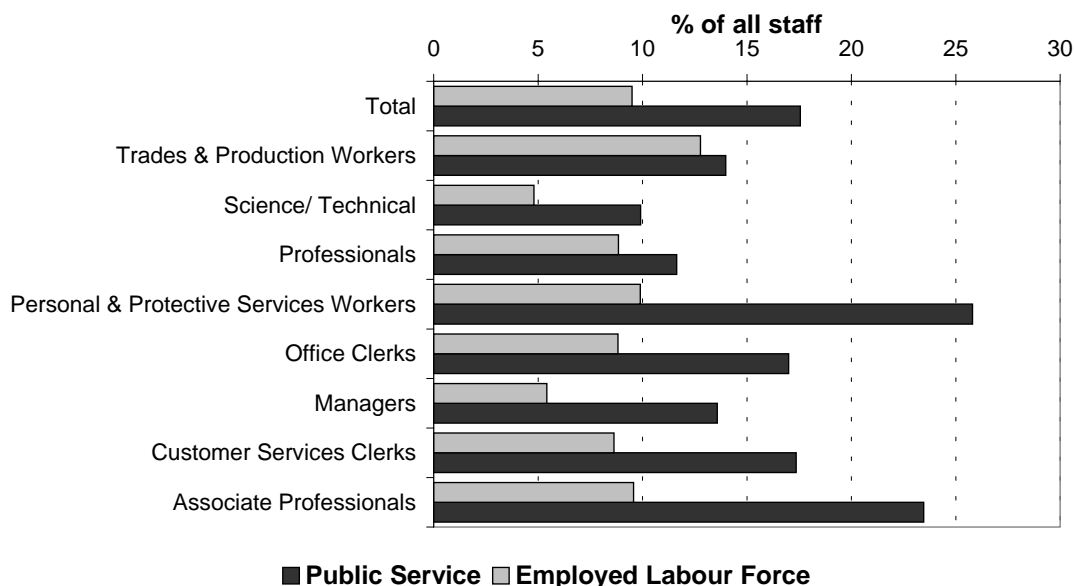
Figure 4: Employment of Women by Occupation¹² Group - 2002



Māori

Figure 5 below shows the representation of Māori employees by occupation. The pattern of the Public Service employing higher proportions of Māori than the labour force as a whole is repeated across all occupation groups. The average salary of Māori staff was 89% of that of non-Māori staff. Some of this pay gap was due to the younger age structure of the Māori workforce, but most of it was because Māori were more likely to be employed in lower paid occupations. The average salary of Māori was 96% of non-Māori when the effects of age and occupational distribution were taken into account.

Figure 5: Employment of Māori by Occupation Group - 2002



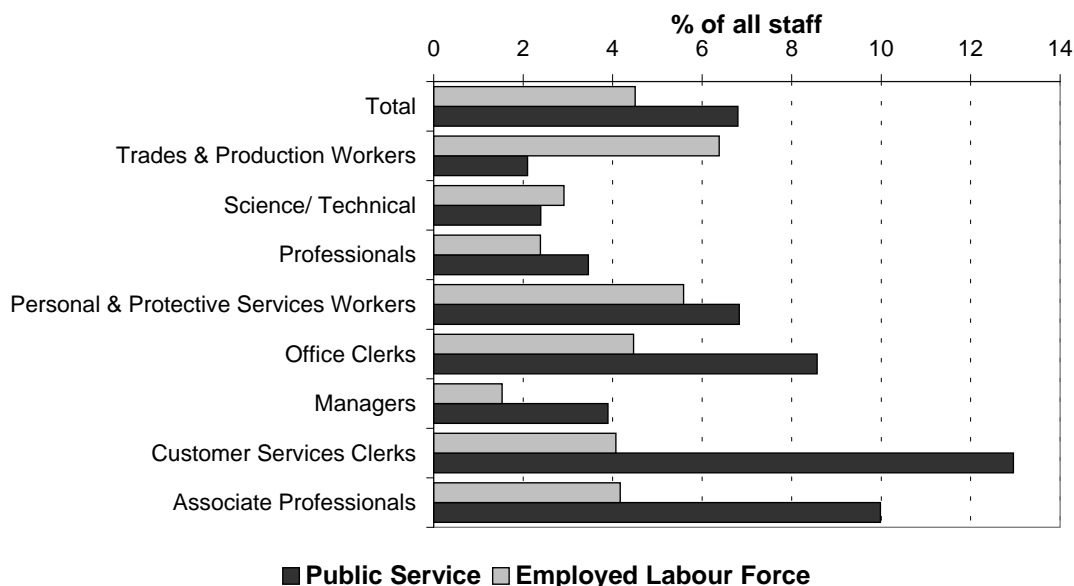
Pacific peoples

Figure 6 below shows that the Public Service also tends to employ higher proportions of staff who are Pacific peoples compared to the employed labour force. Pacific peoples in the Public Service were paid, on average, 81% of the salary of non-Pacific peoples. This figure was

¹² The personal and protective services groups are not comparable between the sectors. In the Public Service they are nearly all prison officers but in the employed labour force they are mostly retail occupations.

heavily affected by the younger age distribution of the Pacific workforce as well as occupational segregation. The average salary of Pacific peoples was 95% of non-Pacific peoples when the effects of age and occupational distribution were taken into account.

Figure 6: Employment of Pacific Peoples by Occupation Group – 2002



Asian peoples

Figure 7: Employment of Asian Peoples by Occupation Group - 2001¹³

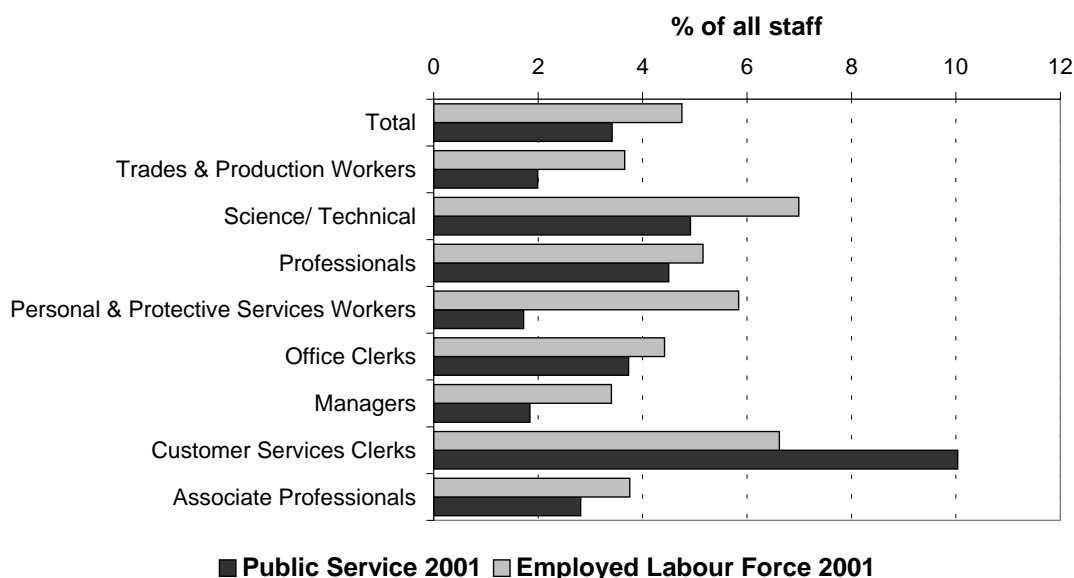
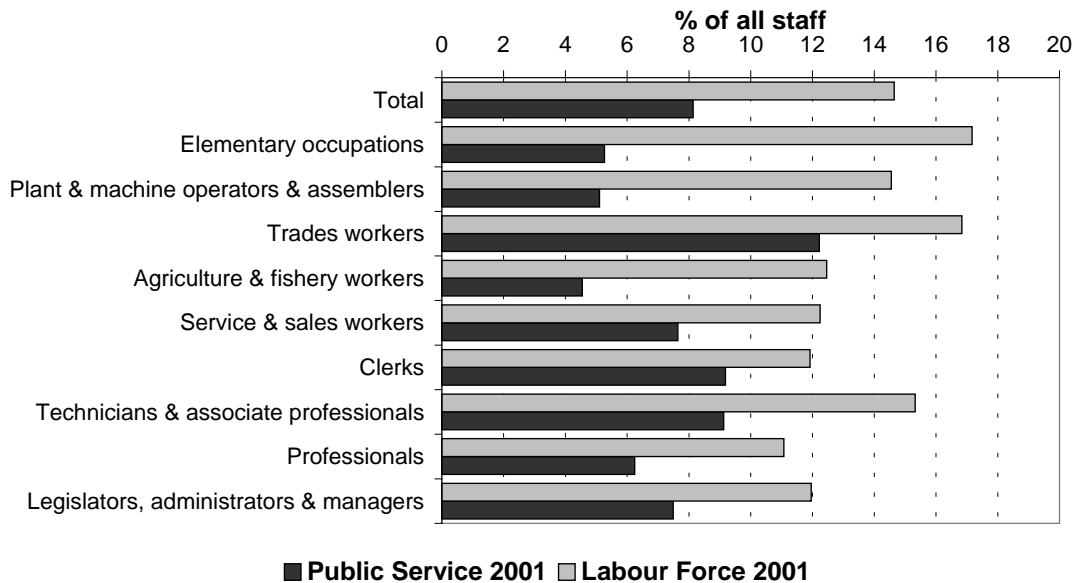


Figure 7 above shows that, unlike the pattern for women, Māori or Pacific peoples, the Public Service employs a low proportion of Asian staff compared with the labour force as a whole. This year’s survey found that 3.6% of Public Service staff were Asian, up from 3.4% in 2001. Asian peoples made up 4.8% of the employed labour force in 2001. The average salary of Asian public servants was 96% of the average for non-Asian staff. In part this may be because Asian staff were, on average, around three years younger than their non-Asian counterparts.

¹³ The labour force figures are sourced from Statistics NZ’s 2001 Census of Population and Dwellings. This is the most recent data source that shows Asian employment levels. The Public Service figures shown in this graph are also sourced from the Commission’s 2001 survey and are similar to those shown in this year’s survey.

People with disabilities

Figure 8: Employment of People with Disabilities by Occupation Group - 2001¹⁴



There has been a drop in both the absolute number and the proportion of staff who report having a disability. This downward trend has occurred for the past four years and largely reflects replacement of old data, gathered using a loose definition of disability, with new data collected using stricter criteria. Another reason for the low level of representation in the Public Service may be that staff are reluctant to disclose a disability to their employer. However the Career Progression and Development Survey (conducted at the end of 2000), which collected disability information anonymously, found a very similar level of representation (8%) to that found in the 2001 HRC survey.

The low level of representation of people with disabilities is an area of concern. Figure 8 above shows that, as at the 2001 Census¹⁵, the proportion of the employed who had a disability (14%) was considerably higher than the level found in the Public Service (8%). Only 2% of staff appointed during the past year reported having a disability, while 6.2% of those leaving had a disability.

In response to the low representation level of people with disabilities in the Public Service, the Commission is developing an EEO Disability resource containing practical help for managers, which will encourage greater recruitment of people with disabilities and improve career progression opportunities for current employees. This resource will be launched on 3 December 2002.

¹⁴ The graph used Statistics NZ's standard grouping of occupations rather than the grouping used in other graphs, which is designed to match Public Service job clusters.

¹⁵ Statistics NZ's Disability Survey was conducted as a follow-up to the 2001 Census and results were only recently released. This survey is the only source of data on the number of people with disabilities in the labour force.

In addition, the Commission is continuing to manage the Mainstream Supported Employment Programme to help a gradually increasing number of people with severe disabilities gain access to employment in the Public Service and wider State sector.

Appendix 1: Full-time Equivalent Number of Employees – 30 June 2002

Department	Total FTE Staff - June 2002			Comparison With Previous Periods			
	Female	Male	Total	2001	% change 2002/2001	2000	% change 2002/2000
Agriculture & Forestry	480	738	1,218	1,191	2.2	1,020	19.6
Archives	57	54	111	93	17.4	-	-
Audit Department	-	-	-	252	-	279	-
Chief Executives ¹⁶	6	27	33	36	-8.6	36	-8.6
Child, Youth & Family Services	1,587	567	2,154	2,097	2.8	2,004	7.4
Conservation	549	1,179	1,728	1,617	6.7	1,521	13.4
Corrections	1,410	2,856	4,266	4,086	4.4	3,819	11.7
Courts	1,305	669	1,974	1,890	4.6	1,824	8.2
Crown Law Office	87	39	126	126	-0.1	126	0.8
Culture and Heritage	27	27	54	51	5.0	15	256.9
Customs	291	480	771	723	6.5	717	7.8
Defence	18	30	48	48	-1.2	57	-14.5
Economic Development	360	366	726	678	6.9	690	5.2
Education	1,266	474	1,743	651	168.4	597	190.9
Education Review Office	123	57	180	168	7.1	156	15.3
Environment	81	57	138	120	13.5	102	38.8
Fisheries	99	213	312	297	5.1	276	13.6
Foreign Affairs & Trade	288	321	609	603	0.8	588	3.8
Health ¹⁷	537	279	816	780	4.8	444	84.3
Housing	78	51	129	120	6.3	120	6.3
Inland Revenue Department	2,766	1,650	4,416	4,374	1.0	4,245	4.1
Internal Affairs	510	429	939	888	6.1	1,005	-6.4
Justice	126	60	186	186	1.0	171	9.4
Labour ¹⁸	588	492	1,083	1,092	-1.0	840	28.6
Land Information New Zealand	255	360	615	645	-4.9	681	-10.0
Māori Development	180	123	303	294	2.9	300	0.7
National Library	267	99	366	360	1.4	360	1.4
Pacific Island Affairs	21	21	42	33	20.0	30	44.8
Prime Minister & Cabinet	57	45	102	93	8.4	111	-7.8
Public Trust Office	-	-	-	420	-	450	-
Research, Science & Technology	30	18	48	51	-4.8	39	20.2
Serious Fraud Office	12	21	33	33	-2.4	36	-10.3
Social Development	3,700	1,385	5,085	-	-	-	-
Social Policy	-	-	-	183	-	180	-
State Services Commission	90	63	153	141	8.0	123	25.0
Statistics New Zealand	327	327	654	642	1.9	615	6.1
Transport	36	30	66	63	4.5	57	10.9
Treasury	147	162	309	312	-2.0	345	-11.1
Women's Affairs	30	3	33	27	13.6	30	10.4
Work and Income	-	-	-	4,857	-	5,025	-
Youth Affairs	15	6	21	24	-5.0	21	-5.4
Total	17,811	13,776	31,587	30,354	4.1	29,055	8.7

Note: Figures are randomly rounded up or down to a multiple of 3 to protect confidentiality. As a result, the totals may not match the sum of individual figures and may differ from figures published elsewhere.

¹⁶ Three CE positions were vacant at the time of the survey and the number of departments in the Public Service had also reduced by three since the previous year.

¹⁷ The Ministry of Health figure does not include information on 174 staff employed in HealthPAC.

¹⁸ The Department of Labour figure does not include 204 locally-employed overseas staff in the NZ Immigration Service

Appendix 2: Collective Bargaining and Employment Term

Department	% Total			% Total	
	IEA	CEA	Expired CEA	Open-term	Fixed-term
Agriculture & Forestry	52	48	0	97	3
Archives	28	72	0	86	14
Chief Executives	100	0	0	0	100
Child, Youth & Family Services	31	69	0	91	9
Conservation	44	56	0	87	13
Corrections	36	63	1	96	4
Courts	33	38	28	91	9
Crown Law Office	77	0	23	62	38
Culture and Heritage	88	0	12	70	30
Customs	46	0	54	99	1
Defence	94	0	6	90	10
Economic Development	57	43	0	97	3
Education	42	58	0	85	15
Education Review Office	29	71	0	95	5
Environment	60	40	0	87	13
Fisheries	76	21	3	95	5
Foreign Affairs & Trade	41	59	0	93	7
Health	91	0	9	89	11
Housing	48	0	52	97	3
Inland Revenue Department	41	59	0	98	2
Internal Affairs	69	0	31	81	19
Justice	60	40	0	90	10
Labour	68	32	0	93	7
Land Information New Zealand	48	0	52	88	12
Māori Development	96	0	4	98	2
National Library	37	0	63	90	10
Pacific Island Affairs	100	0	0	88	12
Prime Minister & Cabinet	79	0	21	78	22
Research, Science & Technology	100	0	0	96	4
Serious Fraud Office	100	0	0	97	3
Social Development	53	47	0	95	5
State Services Commission	92	8	0	85	15
Statistics New Zealand	50	0	50	96	4
Transport	100	0	0	100	0
Treasury	100	0	0	95	5
Women's Affairs	69	0	31	97	3
Youth Affairs	38	62	0	90	10
Total	48	44	8	93	7