



Kia Toipoto Pay Gap Action Plan – Update

9 May 2025

Introduction

Here at The New Zealand Infrastructure Commission, Te Waihanga, our People Vision is to be a capable, healthy and inclusive community where everyone can contribute meaningfully to a culture of excellence so that we have the trust and confidence of our stakeholders.

To achieve the People Vision, the focused is on a number of people 'pillars' (or focus areas) as part of the Te Waihanga People Strategy, including ensuring that diversity and inclusion enables Te Waihanga to transform infrastructure for all New Zealanders.

As part of this journey, Te Waihanga is committed to participating in the Public Service Kia Toipoto pay gaps action plan.

Public Service Context

Kia Toipoto builds on the success of the Public Service Gender Pay Gap Action Plan 2018-2020.¹

The Kia Toipoto three-year goals are to:

- make substantial progress toward closing gender, Māori, Pacific, and ethnic pay gaps
- accelerate progress for wāhine Māori, Pacific women, and women from ethnic communities
- create fairer workplaces for all, including disabled people and members of rainbow communities.

Kia Toipoto recognises that smaller agencies must be pragmatic in developing and implementing plans aligned to six key focus areas:

1. Te Pono – Transparency
2. Ngā Hua Tōkeke mō te Utu - Equitable pay outcomes
3. Te whai kanohi i ngā taumata katoa - Leadership and representation
4. Te Whakawhanaketanga i te Aramahi - Effective career and leadership development
5. Te whakakore i te katoa o ngā momo whakatoihara, haukume anō hoki - Eliminating all forms of bias and discrimination
6. Te Taunoa o te Mahi Pīngore - Flexible-work-by-default

About Us

Te Waihanga seeks to transform infrastructure for all New Zealanders. By doing so our goal is to lift the economic performance of Aotearoa and improve the wellbeing of all New Zealanders.

Te Waihanga is an autonomous Crown entity, listed under the Crown Entities Act 2004, with an independent Board. Te Waihanga was established in September 2019. Since then, we have, in collaboration with key stakeholders, established and continued to grow our Infrastructure Pipeline; provided policy advice on major issues; and we've undertaken a range of reviews, reports and submissions. In May 2022, we launched the New Zealand Infrastructure Strategy, which was informed by State of Plays released over 2020/21. We've also provided government agencies with advice on large or complex projects; hosted our annual Infrastructure Symposium bringing together infrastructure experts from around the world; and begun research into Māori engagement in infrastructure.

Who are our people?

As at 9 April 2025 we had six part-time² employees and 47 full-time employees. Our workforce profile tells us that:

- 50% women, 44% men and 6% preferred not to say.
- Around 42% of our leaders are women, a slight decrease from our 2024 action plan.
- Around 6% of our people identify as Māori, 4% as Pacific Latin American 2% and 12% as having Asian ethnicity.
- Most work flexibly including both men and women.

Our Values

- **Free-Thinking Whakaaro nui** – We arrive at creative yet considered solutions
- **Courageous Māia** – We will have honest conversations which reflect our independence
- **Trustworthy Pono** – You can depend on us to behave ethically and impartially
- **Empathetic Ngākau aroha** – We are listening and respectful of different views.

Understanding our representation and pay gap

Similar to other small agencies, our size means we don't meet the threshold to produce meaningful gender or ethnic pay gap statistics. Even small changes in our staffing can impact significantly on our pay gap statistics and make our figures volatile. Since we can't rely entirely on our pay gap data, we look at our workforce composition, along with trends for recruitment and promotions to help understand where we need to focus. We also refer to industry trends to understand the context in which we operate, as our people join us from both the private and public sectors.

- Te Waihanga has approximately the same number of women (50%), men (44%) (the remainder identified as other or preferred not to say) in our workforce; and around half (47%) of our leaders (Tier 3 and above) are women. While this reflects a level of gender balance, there remain wider challenges relating to gender diversity in our sector. The number of women working in the infrastructure sector is low. For example, women make up only 11% of the infrastructure workforce, compared with 47% of the overall New Zealand workforce³ Furthermore, while representation of women in leadership in the public sector is growing, representation in the private sector has further scope for movement.⁴
- Over the past 12 months, just under half of those recruited were women.
- In the last 12 months, 22% of our people identify with an ethnicity other than European New Zealander or European. These include Māori (6%), Pacific (4%) and Asian (12%). This reflects wider challenges in our sector. For instance, labourer occupations have a higher-than-average share of Māori and Pacific workers in infrastructure, while professional occupations have a higher-than-average share of European and Asian workers.
- Of our new recruits, 22% identified with ethnicities other than European New Zealander or European.
- Our mean organisation-wide gender pay gap is 10.5% as at 8 April 2024. The public sector gender pay gap for the entire New Zealand workforce in 2024 was 8.2%⁵. A review of total remuneration by range (band) shows an indicative mean gender pay gap of around 5.8% in bands where comparators could be identified. However, there are limited conclusions that can be drawn from

² Includes employees at Te Waihanga working 32 hours or less.

³ Source: New Zealand Infrastructure Commission. (December 2023). Who's working in infrastructure? A baseline study. Wellington: New Zealand Infrastructure Commission / Te Waihanga.

⁴ Source: Manatū Wāhine Ministry for Women. "Feminising the Boardroom." A study by Shilton, J., McGregor, J. & Tremaine, M. (2010).

⁵ Source: <https://www.publicservice.govt.nz/research-and-data/workforce-data-remunerationpay/workforce-data-pay-gaps>

either data set due to our small size. Our organisation-wide gender pay gap may be due to factors such as the over representation of women in administrative support roles. Further monitoring in this area is needed.

- It was difficult to measure the ethnic pay gap within our organisation given our small size and as some positions did not have comparator cohorts. On reviewing the remuneration data for those employees who identified as Māori, Pacific, Asian or Middle Eastern/Latin American/African no significant gaps were found, however, further monitoring in this area is needed.

What have we achieved to date?

Over the past 12 months we have implemented a number of steps aligned with Kia Toipoto focus areas.

- The Partnering with Māori Framework was created in 2021, to better engage with Māori, understand Māori perspectives of infrastructure and build the cultural competency of our people. This has seen the delivery of te reo Māori classes and participation in Te Wiki o te Reo Māori. In 2024/25 we set up an Maori Advisory group to support our cultural capability and enable outcomes in the Statement of Performance Expectations and Statement of Intent.
- Continue to actively participate in public sector forums and communities to better understand, identify, and implement steps to shape a more diverse and inclusive workplace including Kia Toipoto, Public Service pay gaps action plan.
- Ensure that recruitment panels are gender diverse and bring a range of experiences with them.
- Diversify the range of job boards and recruitment channels to share opportunities with a diverse range of candidates.

The following are currently under review:

- Flexible Work policy to ensure it still aligns with the intentions from the Public Sector Guidance and ensures we continue to be a workplace which recognises diversity and inclusion.
- Remuneration practices ensuring those undertaking the same work to ensure pay is fair, equitable and free from bias. Te Waihangā will continue to share remuneration banding information internally for their role and will include remuneration information in the recruitment processes.
- Capability framework which includes information on career pathways and learning resources including leadership development. This framework is intended for all our people to achieve their career aspirations, including part-time employees and those on parental leave.

Approach to developing our action plan

In 2023, Te Waihangā invited a small group of people across the organisation to discuss the Kia Toipoto action plan, seeking feedback on key aspects including goals and pathways to implementation. Input was sought from management including options for workforce and leadership representation goals. Feedback from both groups was supportive, with suggestions relating to recruitment, human resources practices and clearly defined actions to deliver on milestones in our plan.

Te Waihangā will continue to work internally on implementation and in reviewing progress again plan.

While the plan focuses on trends for gender and ethnic pay; along with workforce and leadership representation and the aim is for actions to positively impact more broadly in the future, including disabled people and members of rainbow communities.

As we are a small organisation, the people practices at Te Waihangā are interrelated, so understand that initiatives under the People Strategy will also provide a strong foundation and roadmap for inclusive and enabling people practices.

The leadership team are committed to supporting and delivering on this plan. The Human Resources Manager is the sponsor of the plan and has responsibility for its implementation.

Definitions ⁶

Pay refers to total remuneration including base salary and the employer KiwiSaver contribution.

Pay Gap was assessed by reviewing variances in average (mean) pay for employees organisation-wide and within band (as an indicator for the same or similar roles) where comparators (by gender or ethnicity) could be identified. Chief Executive data is excluded in pay data as per Public Service Kia Toipoto guidelines.

Employee includes permanent and fixed-term staff; including secondees out, but not secondees in.

Representation data was sourced via self-declared onboarding information provided at commencement of employment. Chief Executive data is included in representation data as per Public Service guidelines.

Leadership. This means Tiers 1-3 leaders.

Definition of gender balanced leadership. As per Kia Toipoto guidelines, this means that women hold between 40-60% of leadership roles at any given time, and an average of at least 50% of leadership roles over the medium term.

Definition of ethnic balance in leadership. As per Kia Toipoto guidelines, ethnic balance means entities should aim for ethnic representation in line with ethnic representation in the overall Aotearoa New Zealand population.

⁶ Definitions based on Te Kawa Mataaho, Public Service Commission guidelines.

Our Action Plan

Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)
<p>Focus area 1: Te Pono – Transparency</p> <p><i>Smaller agencies may not be able to share data on pay gaps due to their size, however, are able to publish their annual pay gaps action plans.⁷</i></p> <ul style="list-style-type: none"> • Ensure easy access to human resources and remuneration policies and systems, including salary bands. • Publish annual pay gaps action plans and include what you are doing in each area of Kia Toipoto. • Analyse and share data regarding your pay gaps. 	<p>Te Waihanga shared our Kia Toipoto Action Plan with our people and published our annual action plans based on gender and ethnicity data; and employee feedback.</p> <p>Te Waihanga will continue to review our remuneration policy and salary bands on an annual basis.</p>	<p>Te Waihanga will continue to share any updates to Kia Toipoto Pay Gap Action Plan within timeframes.</p>
Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)
<p>Focus area 2 a: Ngā Hua Tōkeke mō te Utu - Equitable pay outcomes</p> <p><i>A key action for small organisations is ensuring that starting salaries and salaries for the same or similar roles are equitable.</i></p> <ul style="list-style-type: none"> • Use bias-free criteria to set starting salaries, e.g. skills, responsibilities, experience. • Give decision-makers information on recent starting salaries for the same or similar roles. • Ensure decision-makers understand the criteria and rationale for setting starting salaries. • Make starting salary decisions within groups, rather than individually. • Increase salary transparency, e.g. Te Waihanga recommend that advertisements include the salary range for the role. • Eliminate high-risk practices, e.g. asking a candidate's current salary and monitor starting salaries for inequities. • Be transparent and engage with employees and unions around the design and oversight of the salary review and correction process and its outcomes • Review the salaries of employees individually: <ul style="list-style-type: none"> • Include all employees. • Use total remuneration. • Use bias-free salary criteria. 	<p>Te Waihanga annually review salaries and address any pay gaps where necessary.</p> <p>Te Waihanga appoint successful candidates within the salary band free from bias.</p> <p>Te Waihanga have shared banding with candidates during the recruitment process and seek to understand remuneration expectations.</p> <p>Our remuneration review processes are currently under review to ensure they are consistent, fit for purpose and replicable.</p> <p>Te Waihanga will report to the Board, our leadership team and to our people regarding the process where pay gaps are identified as part of our annual remuneration process.</p>	<p>Report on a quarterly basis of starting diversity, inclusion and equity information to the Leadership</p>

⁷ [Te Kawa Mataaho. Public Service Commission: Implementing Kia Toipoto in small organisations.](#)

- Create a consistent and replicable process.
- Ensure salary inequities do not reappear.

Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)
<p>Focus area 3: Te whai kanohi i ngā taumata katoa - Leadership and representation</p> <p><i>In very small organisations, and those working in fields with low levels of diversity, it may take time to strengthen gender and ethnic representation.</i></p> <ul style="list-style-type: none"> • Commit to developing a workforce that is more representative of society • Know your workforce, identify where representation could be strengthened, and plan how you might do this. • Think about measures that can make your workforce more representative, even on a short-term basis, e.g internships, secondments. • Develop and implement robust, inclusive and accessible recruitment policies and processes. • Promote your family-friendly policies; ensure your flexible-work approach includes leadership roles; broaden recruitment channels, and target less-represented groups. 	<p>Women make up around 47% of leadership and 40% of our leadership team (tiers 1 and 2).</p> <p>The Kia Toipoto plan was shared with our Board, leadership team and our people as outlined in this document.</p>	<p>Continue to monitor our gender balance in leadership roles.</p> <p>Seek to increase our ethnic diversity in leadership roles and across the organisation, particularly representation of Māori and Pacific.</p> <p>Continue to use a range of tools and job boards to attract diverse candidates and target less-represented groups.</p> <p>Continue to develop a pipeline of diverse leaders further to the establishment of our capability framework which includes career pathways and learning resources.</p> <p>Aim to maintain our gender and ethnic representation in the leadership team and across the organisation by the end of 2024.</p>
Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)

Focus area 4: Te Whakawhanaketanga i te Aramahi - Effective career and leadership development

Opportunities for progression are more limited in small organisations, but aim to develop your own people. Employees may leave for opportunities in other parts of the Public Service; developing your people contributes to the overarching aim of creating a unified Public Service that reflects the make-up of society.

- Ensure policies and processes for career progression, training and development opportunities are transparent, inclusive and promote participation.
- Ensure career progression, training and development opportunities are open to part-time employees and those on parental leave.
- Ensure each employee has an individual development plan.
- Evaluate and report on the effectiveness of career progression, training, and development programmes.

Personal Development Plans (PDPs) are in place for people annually.

Leadership Development Centre (LDC) membership established and identification of leadership development for current and emerging leaders.

Our PDP and learning policies are clearly outlined in our 'The way we work' policy available on our intranet, along with our Learning and Development Fund guidelines and application form.

Learning opportunities are available to full-time and part-time employees, and those on parental leave.

Information sharing is embraced at Te Waihangā including holding 'lunch and learn' sessions on a regular basis.

Te Waihangā developed a Capability Framework for the organisation which includes information on career pathways and learning resources including leadership development. This framework is intended for all our

Evaluate and report on the effectiveness of career progression, training, and development programmes via annual reporting to our leadership team and Board.

Continue to explore secondment opportunities as part of our learning framework for our people with aligned agencies to support our gender and ethnic diversity.

Develop the overarching strategic workforce planning approach (including talent identification, succession planning, critical role identification and key person risk) to support career development and organisational resilience.

people to achieve their career aspirations, including part-time employees and those on parental leave.

Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)
<p>Focus area 5: Te whakakore i te katoa o ngā momo whakatoihara, haukume anō hoki - Eliminating all forms of bias and discrimination.</p> <ul style="list-style-type: none"> • This focus area is the same for small and large organisations. • Building an affinity and understanding of Te ao Māori and other cultural values and competencies in the workplace is very important, as organisational cultural competence can change quickly when key staff change • Workplace practices should align with policies and requirements in employment agreements. 	<p>Started a review of our HR policies to identify potential bias and discrimination and to encourage diversity. This includes a review of our PDPs, position descriptions and recruitment advertising. We will engage with our people as we develop and review these documents.</p> <p>Continue to utilise a range of recruitment channels to target a more diverse range of applicants for key roles.</p> <p>Embark on implementing a HRIS system which will assist in HR processes including real time reporting on diversity information.</p>	<p>Continue to build our cultural competency and understanding of Te ao Māori with our leaders and people through, unconscious bias training and manager refresher training on HR policies and procedures.</p> <p>Measure awareness and understanding of the cultural needs of people from different backgrounds confidence levels in our engagement pulse survey.</p> <p>Improve awareness and understanding of disability-related matters and the diverse needs of disabled people.</p> <p>Improve processes to ensure Te Waihangā are creating a neuroinclusive environment.</p> <p>Improve performance management processes to support a high-performing, collaborative, and inclusive internal culture.</p>

Kia Toipoto focus area and milestones	Current status (achievements so far)	Planned actions and status (the road ahead)
<p>Focus area 6: Te Taunoa o te Mahi Pīngore - Flexible-work-by-default</p> <p><i>This focus area is the same for small and large organisations.</i></p>	<p>Te Waihangā started a review our flexible working policy alongside the Public Service Hybrid Working guidelines to ensure that it supports individual, team and organisational effectiveness.</p> <p>A small number of people work part-time hours or remotely. Parental leave is supported where requested.</p> <p>Many people work from home at least one day per week on as agreed with their manager.</p>	<p>Monitor flexible work patterns are and engage on amendments which may align with the Public Sector Guidance for our flexible working policy</p>