



## ICMA Task Force on Women in the Profession

### Final Report on the Status of Women in the Profession August 2014

*Written by:*

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August 8, 2014

International City/County Management Association  
Executive Board  
777 North Capitol Street NE, Suite 500  
Washington, DC 20002

Dear Members of the Executive Board:

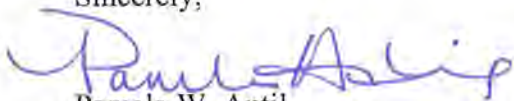
I am pleased to transmit to you the 2014 ICMA Task Force on Women in the Profession Report. This report and accompanying recommendations are the result of a little less than two years of work by over 75 dedicated women and "a few good men," as we liked to refer to them at our meetings. We had a diversity of thoughts and ideas and everyone who worked on this project was not only respectful, but supportive of some of the experiences that were shared throughout the research phase of our study.

Our report includes both academic and original research through a survey instrument administered by the National Research Center in Boulder, CO. The results in many ways mirror the comparative data in the private sector. Specifically, women do enter the field of local government in high numbers, as their counterparts in the private sector, but do not achieve the Chief Administrative Officer (CAO) position at the same rate or in the same numbers as men as they progress in their careers. Our report speaks to this fact and offers solutions on how to not only better prepare women for the top CAO positions, but how achieving gender balance in the workplace has a dramatic affect on organizational innovation, output, and success.

Thank you for convening the Task Force on Women in the Profession. We had a dedicated, hard-working team and I am very proud to have served as their chairperson. That being said, as our Task Force progressed I enlisted the assistance of an associate from southern California and graduate school colleague, Tamara Letourneau, to serve as my co-chairperson. Ours proved to be a successful partnership and I can't thank her enough for saying "yes" when I asked her to serve as a facilitator for our meetings and writing partner for the final report. I also want to thank my former colleague from the City of Palo Alto, Amber Cameron, who happened to be doing her MPA graduate work and was kind enough to share her work with the Task Force. Finally, thank you to Bonnie Svrcek, who approached me one day and said, "Hey, how about chairing a new committee?" Thanks Bonnie!

After reading the report, I am sure you will agree that the information is both compelling and actionable. We look forward to the Board action. In the meantime, should you have any questions for the Task Force, please do not hesitate to contact me.

Sincerely,



Pamela W. Antil  
Assistant City Manager  
City of San José, CA



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## Foreword

Committed. Authentic. Inspirational. Creative. Dedicated. These are but a few words that describe the extraordinary women and men that gave so graciously of their time to serve on the 2012-2014 International City/County Management Association's Task Force on Women in the Profession.

Many who know me recognize that "timing is everything" is not only a favorite quote of mine, but also serves as one of my own personal guiding principles. As the 99th President of ICMA and only the second female president to serve in this role during the Association's first century, I knew it was time to "seize the day" and revisit the work done in 1974 by the first Task Force on Women in the Profession.

I recall attending the 2011 ICMA Southeast Regional Summit in Decatur, Georgia where I was talking to a young woman in the profession who was asking about pursuing a career in local government management but wondered how she could possibly become a senior level chief administrative officer given the demands of the profession: night meetings, citizen inquiries at all hours, weekend festivals and events requiring professional presence while balancing family and children. It was clear to me that it was time to explore what has changed or not changed for women in becoming senior level leaders in the profession since the 1974 Task Force.

Some of my colleagues were understandably skeptical about yet another ICMA Task Force. However, through the extraordinary dedication of the women and men who have served on the Task Force, led by Pamela Antil, Assistant City Manager, San Jose, CA and Tammy Letourneau, Assistant Chief Executive Officer/Administrative Services Director, Costa Mesa, CA the recommendations included in this report are destined for action.

With the support of the ICMA Executive Board coupled with deliberate mindfulness on the part of remarkable ICMA members and many of the leaders that emerged as a result of their work on the Task Force, I am confident that women will become more present in senior and chief administrator positions because of the work of this Task Force. And, furthermore and most importantly, our communities will be strengthened by the talents and complement of women in leadership positions.

I applaud and offer heartfelt personal thanks to the more than 75 phenomenal Task Force members led by Pam and Tammy for sharing their wisdom, anecdotes, and research in making this report grounded in the ever important blend of story and data.

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As you read this report, I ask that you keep in mind *The Daring Greatly Leadership Manifesto* by Brene Brown, author of *Daring Greatly*:

*"We want to show up, we want to learn, and we want to inspire.*

*We are hardwired for connection, curiosity and engagement.*

*We crave purpose, and we have a deep desire to create and contribute.*

*We want to take risks, embrace our vulnerabilities, and be courageous.*

*When learning and working are dehumanized—when you no longer see us and no longer encourage our daring, or when you only see what we produce or how we perform—we disengage and turn away from the very things that the world needs from us: our talent, our ideas, and our passion.*

*What we ask is that you engage with us, show up beside us, and learn from us.*

*Feedback is a function of respect; when you don't have honest conversations with us about our strengths and our opportunities for growth, we question our contributions and your commitment.*

*Above all else, we ask that you show up, let yourself be seen and be courageous.*

*Dare Greatly with us."*

In closing, it is my genuine hope that the recommendations in this report are respected, embraced, and acted upon. I also hope that there will never be a need for another Task Force on Women in the Profession.

Wholeheartedly,

Bonnie Svrcek  
Past President, ICMA, 2013-2014  
Deputy City Manager  
Lynchburg, Virginia

## Introduction

In 1974, there were approximately 2,800 chief administrative officer positions recognized by ICMA, of which women held only 36 of the positions (less than 1.3 percent of all the managers in the U.S.). This was at a time when women represented about 50 percent of the municipal workforce. As a result, many women with advanced MPA degrees were leaving local government to seek more opportunity in the private sector or leave the workforce entirely.

In response to the growing concern about the lack of women advancing in the profession, the ICMA Executive Board established the first Task Force on Women in the Profession in October 1974. The Task Force was charged with examining, "...the current status of women in local government management and with making recommendations to the Board about how to open the profession to more women and how to provide greater professional equality to those already in the profession."

After almost two years of study, the *original* Task Force submitted their final report to the Board in July 1976. The report identified both pre-entry and post-entry barriers that prevented or made entry by women into the local government management profession "extraordinarily difficult." In addition, the Task Force concluded that *deliberate efforts* needed to be made by the ICMA Executive Board to fulfill the Task Force mission. The conclusions and recommendations made in 1976 can be found in the *ICMA Task Force on Women in the Profession Final Report to the Executive Board, July 1976* (referred to as 1976 Report in this document) in Appendix A.

Thirty-six years later, ICMA 2012-13 President Bonnie Svrcek called for volunteers to serve on the next Task Force on Women in the Profession with the charge to determine the status of women in the profession today and to make recommendations to further the work done from 1974-76 to remove barriers to the profession, advance women to senior level positions, and provide greater gender equality to those already in the profession.

Over seventy-five women and men responded to the call for service and the first meeting of the 2<sup>nd</sup> Task Force on Women in the Profession ("Task Force" for the balance of this report) was convened in October 2012 at the 98<sup>th</sup> ICMA Annual Conference in Phoenix, AZ.

## Task Force on Women in the Profession

***Chairperson:***

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***Co-Chairperson:***

Tamara Letourneau, Assistant Chief Executive Officer, City of Costa Mesa, CA

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Mary E. Jacobs, Assistant City Manager, City of Sierra Vista, AZ

Linda Kelly, Town Manager, Town of Windsor, CA



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Maureen E. Zamarripa, District Administrator, Fair Oaks Recreation & Park District, CA

## Executive Summary

The Task Force was established by then-ICMA President, Bonnie Svrcek, in the fall of 2012. The group was asked to examine the current status of women in local government management, charting progress from the 1976 report, and to make recommendations on how we might advance women in the profession to senior level executive positions including chief administrative officer, assistant chief administrative officer, and department head level positions throughout the country.

At the first meeting held in October 2012 at the Annual Conference in Phoenix, AZ, the Task Force held a brainstorming session to determine how to best tackle the work that would need to be done to complete an update to the 1976 Report. The Task Force decided to form the following five subject matter sub-committees and a research sub-committee.

- Changing Dynamics of Families
- Development of Tomorrow's Leaders
- Membership Recruitment & Retention
- Impact of Elected Officials
- Professional Development & Conference Planning
- Research & Data

Although the Task Force was off to a great start, some members questioned the need for a women-specific task force rather than an overall diversity task force. More research and data was needed to determine if increasing the number of women in leadership positions was just a "nice" goal or if it could be shown that increasing gender diversity would actually make a positive impact on the organization. Answering this question was now officially a part of the Task Force mission.

A second meeting of the Task Force was held in conjunction with the ICMA West Coast Regional Meeting in the spring of 2013 in Las Vegas, NV. Task Force members discussed various barriers to women progressing in local government beyond entry and lower level supervisory positions. The Task Force identified areas in need of additional research as well as heard several presentations at this meeting.

The first presentation included executive recruiters who were invited to attend the Task Force meeting to discuss trends and share experiences related to the recruitments they've conducted for chief administrative officers, outcomes, and provide suggestions for how women might do better in senior level selection processes. The second presentation was given by one of the Task Force members who presented data and research that soundly connected gender diversity with innovation and improved

performance in organizations. This began to answer the question posed by several Task Force members at the first meeting, "Women are making some progress albeit slow in public and private sector CAO/CEO positions, but so what?" Early research and data gathered by the subcommittees demonstrated that gender-balance made a great impact on organizational performance.

The second meeting solidified the need for a survey of the ICMA membership to determine how these issues impact local government specifically. The National Research Center, Inc. (NRC) in Boulder, CO was identified to develop and interpret the survey and its results. The survey was conducted in July 2013 and findings were reported to the Task Force in September 2013 in Boston, MA at the 99<sup>th</sup> ICMA Annual Conference in Boston, MA which served as the location for the third and final "in person" meeting of the Task Force. In addition to hearing the survey results at this meeting, each of the subcommittees presented draft recommendations to the group and identified areas still in need of more support or research.

The Task Force gathered data between October 2012 and March 2014 through various means including gathering original research conducted by others, survey data gathered through a professional survey conducted in July 2013, and information gathered by current and former female Chief Administrative Officers, Assistant Chief Administrative Officers, department heads, and executive recruiters.

A subcommittee and consensus approach was used to finalize the recommendations presented. The recommendations are presented within the Task Force subcommittee groups and are not in order of importance or priority. With over seventy-five members on the Task Force, it would be difficult, if not impossible, to rank order these recommendations. As in the 1976 Report, the Task Force members agree that all of the recommendations are critical to be implemented to ultimately achieve the mission given to the group, but recognize that all of the proposals presented cannot be implemented all at once, but should be implemented within a reasonable time frame by a new national affiliate organizations in no more than 36 months from adoption by the ICMA Executive Board at their meeting in September 2014 in Charlotte, NC.

***Requested Executive Board Action:***

Specifically, the Task Force recommends that the ICMA Executive Board take the following actions:

- **Accept and file the 2014 Task Force on Women in the Profession Report as complete;**
- **Support the efforts of Women Leading Government/WLG and The Legacy Projects (both are ICMA affiliate groups), who will work to champion the recommendations in the report in collaboration with ICMA and state associations with women in government committees and/or groups; and**
- **Assign an appropriate ICMA staff member and Executive Board liaison to collaborate with the representatives of WLG and other state associations with women in government committees or groups to consider a timeline, funding responsibility, identification of potential funding partners (public and private) and lead responsibility for each recommendation.**

After implementation of the recommendations contained herein, a series of best practices will be developed that will be used nationwide in a variety of instances from training and development to recruitment and retention of women in local government.

## Research & Data

### **Overview**

In 2014, ICMA membership data reported that of the 3,586 Chief Administrative Officers, approximately 14.4 percent are women. The percentage of women increases to 19.3 percent when the Assistant CAO category is added and the numbers of male and female members are compared. Although this percentage is better than the combined CAO and Assistant CAO percentages from 1974, the numbers did not increase as the original Task Force had hoped when they studied women in the profession in the mid-1970's.

The Task Force that convened in October 2012 began with the premise that increasing the number of women ascending to the top executive positions in local government would be a good thing for organizations and that women were being discriminated against in senior level recruitments in many cases. However, the premise was based more on anecdotal stories and intuition, rather than research and data. Also, the Task Force members were unsure if local government was successful in achieving some type of gender balance would make a difference in actual organizational performance or efficiency. It was also unknown if other societal and individual factors contributed to the current status of women in the profession. Many other related issues were discussed and studied as the subcommittees met virtually through conference calls and the three in-person meetings that were held during the Task Force work.

In addition, it should be noted that some data and information was gleaned through the ICMA database, however some information had to be manually calculated by staff. Without the stand alone survey conducted by the NRC, Inc., it would have been very difficult if not impossible to gain all of the information necessary to produce this report. As a result, this report notes recommendations for actions as well as demographic information that the Task Force believes should be collected by ICMA going forward to inform not only gender balance and regional issues, but those of diversity (culture, language, etc), retirement, length of service, and other statistics that would be helpful to track progress in expansion of membership, measuring the performance of gender and diversity programs and the like.

### **Gender Balance and Gender Bias**

#### ***Gender Balance***

The diversity of an organization, divisions, and teams is important to culture and performance. The demographics of an organization and workgroup have shown to

influence individual behavior, culture, employee health, and organizational performance.

Collective intelligence research on the ability to successfully accomplish a goal shows that the intelligence of the group exceeds the individual intelligence of its members. Surprisingly, elements such as group cohesion, motivation and satisfaction were not statistically correlated with better group performance. Elements that were the most statistically significant to successful group performance were social sensitivity, equal distribution of speaking, and the gender-balance of the group.

Specific portions or a “critical mass” of minority and gender proportions have to be reached to realize these organizational benefits. A large body of research has placed this critical mass between 30-38 percent, with optimal outcomes shown with a 50 percent representation rate.

In global research, surveying teams at 21 cross-sector organizations, spanning 17 countries conducted by the London Business School, gender balance was crucial to the key drivers of innovation. These critical factors included the team’s preparation to take risks and experiment, and general efficiency.

“In the past, there has been a view that there is a ‘tipping point’ of about 30 percent women that makes a difference. We found that for all these critical factors the optimal gender mix was about 50 percent men and 50 percent women. We also found that a slight majority of women (60%) creates optimal conditions in relation to the self-confidence of the team.” (London Business School, p.6)

In addition to maximizing innovation and performance, workplaces and teams with gender balance have been shown to reduce stereotyping, lower instances of sexual harassment, and make workers feel more satisfied.

Gender balance in positions of power is crucial to setting the tone for the organization as a whole. In organizations with few women in power, gender roles were more stereotypical and more problematic. With no or few women in positions of power, gender may persist as a salient category with negative consequences for women throughout the organization, despite balanced representation at non-management levels.

### ***Gender Bias***

In addition, the Task Force survey indicated that the most common form of gender bias reported by respondents was “other treatment or comments by a commissioner/council member you felt to be inappropriate or disrespectful”; with over 60% of respondents indicating such behavior had occurred at least once in their career. This indicates a large number of government managers encounter some subtle harassment on one end of the spectrum to actual gender bias at the other end of the spectrum at work, even

though there are generally clear policies and training on appropriate behavior in the work place, particularly how it relates to cases of discrimination and harassment. This presents a liability issue for the organization, as well as having a possible chilling effect on attracting and retaining highly qualified employees. Gender bias awareness and anti-harassment training should be expanded for elected and appointed officials. Men and women should be encouraged to report not only harassment, but gender bias as well, and they should be trained to do so in a professional manner.

### ***Women's Representation in Local Government Leadership***

Women tend to be well represented in government organizations overall, however, they principally hold non-management positions. In 2011, women made up 45.9% of the 5.4 million people employed in state and local government jobs. (EEOC, 2011)

“The plethora of representative bureaucratic studies [...] illustrate that white women and people of color hold government jobs at the federal, state, and local levels in equal and sometimes greater proportions compared to their concentration in the general population. However, conceptualizing representativeness quite differently shows that white women and people of color are segregated in the lower-paying, lower-status jobs in government.” (Ricucci, p. 373)

Gender has been shown to be the most consistent determinant of rising to upper levels of management, more so than place or political affiliation. Not only do women infrequently make it to the exclusive ranks of executive management, they often feel they must be overqualified to beat out their male competitors due to the small number of women appointed to such positions. A study of top-ranking state executive managers shows that women must have above average qualifications to make it to the top. They have to “come from more advantaged backgrounds than do the men who make it into those ranks. In the states surveyed, as many as 58 percent of the male managers held an advanced degree beyond the bachelor’s degree, while as many as 76 percent of the women held such degrees.” (Guy, p. 290)

The same trends persist among the demographics of the top managerial positions in county and city government. In 2003, only 12 percent of the nation’s city and county managers were women. (Watson, & Hassett) Nearly ten years later, this has increased to 19.8 percent according to the 2012 ICMA State of the Profession Survey. It also appears that the majority of women city managers are a recent addition to the ranks of city management. A survey of 164 city managers nationwide that had held their post for at least 20 years, found that most of these long-term city managers are in small towns, are white males with above-average educational levels, and have a personal commitment to the cities they serve. (Watson, & Hassett, 2003)

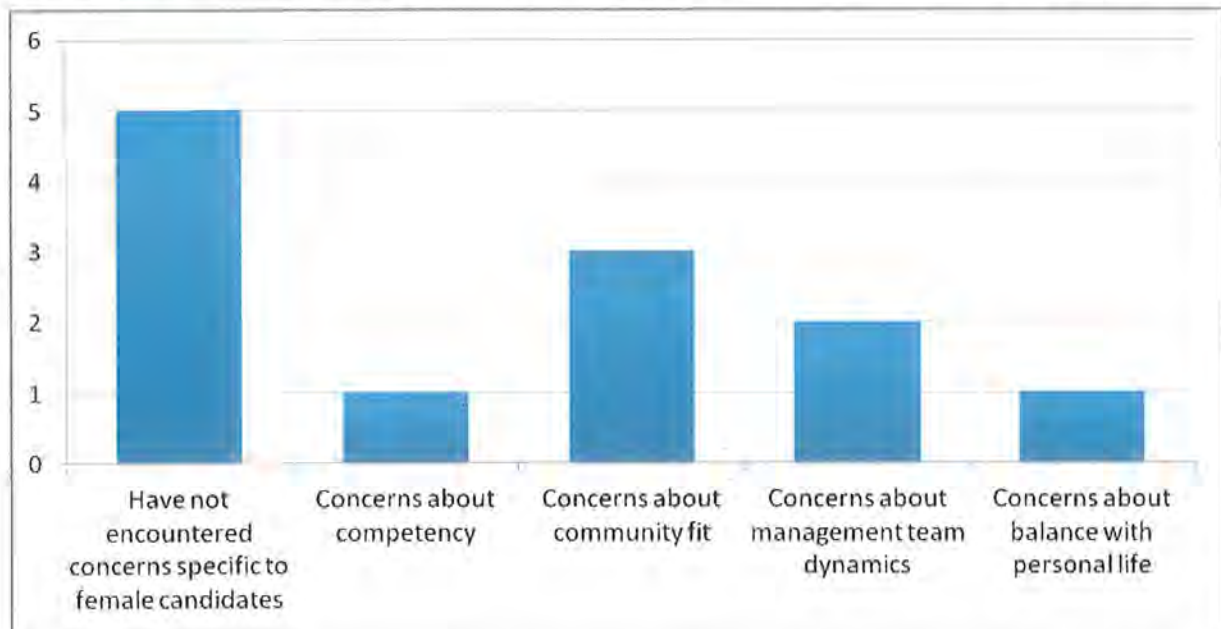
## Recruitment

Previous studies by ICMA, other professional organizations, and academics have shown that targeted diversity recruitment efforts are a significant predictor of overall diversity within organizations. Proactively recruiting people of different genders, races, cultures, etc. is the best method to attract qualified diverse candidates.

In a survey of Executive Search Firms conducted by the Elected Officials Subcommittee, questions related to the selection or rejection of female candidates for Chief Administrative Officer positions were explored. While most executive recruitment firms do not include statistical data on placement rates for female candidates in proposals, it appears that most firms, as well as the agencies, track this data and could provide the information if asked. The importance of tracking this data is discussed in more depth later in the report.

In addition, the majority of recruitment firms have not observed elected officials express specific concern about a candidate's gender, however when they did, it was most often mentioned in connection to general thoughts about "community fit" and "team dynamics."

**Figure 1. If, when discussing hiring goals elected officials have stated a preference not to hire a female candidate, what reasons have they cited?**

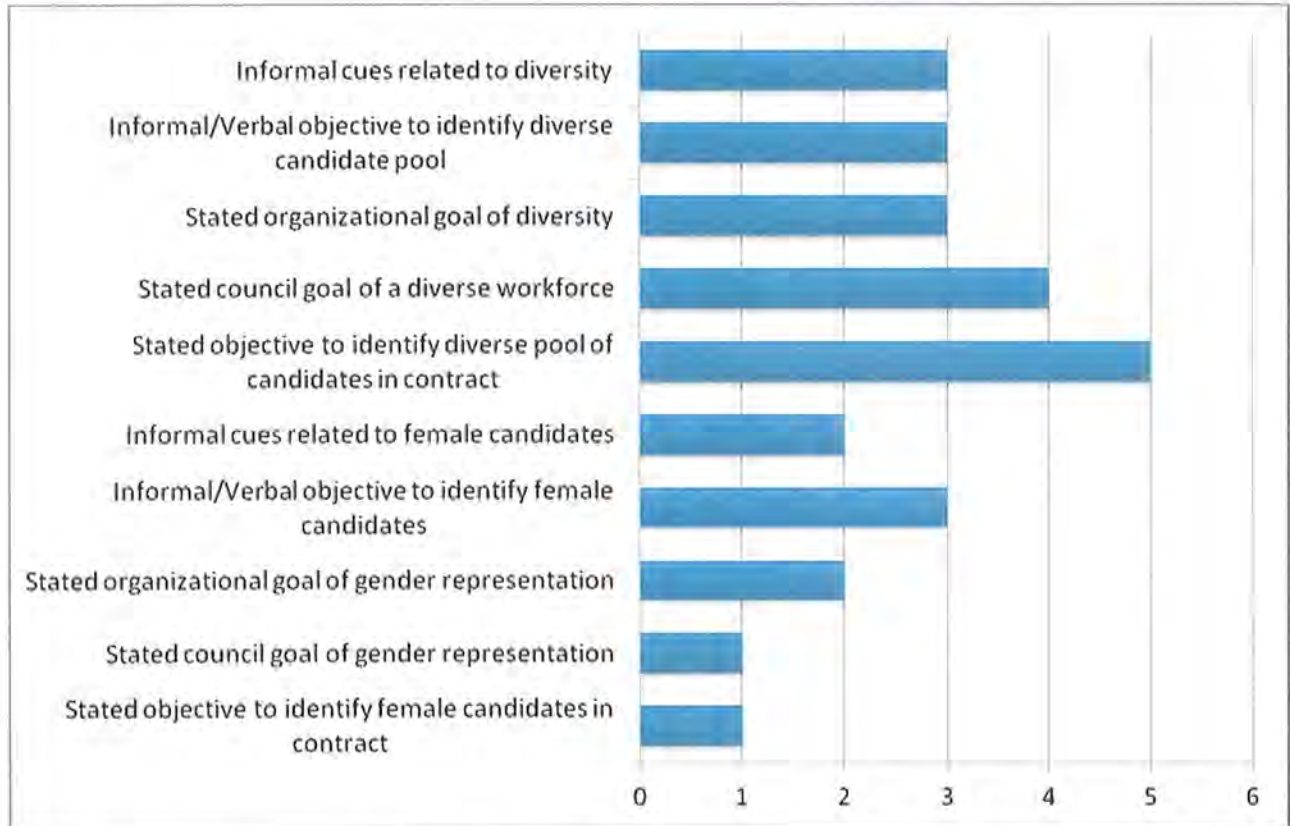


When encouraged to recruit for female candidates in executive processes, this was primarily communicated through a stated objective in the contract regarding diversity.



Other ways includes a stated goal from Council or the organization, as well as informal objectives. It was very rare for a stated goal or objective to specifically site gender diversity.

**Figure 2. If in your experience you are encouraged to recruit women candidates for City Manager/Administrator positions, how do you typically receive the feedback?**



### **Work-Life Balance & Family**

Balance between life and work is a struggle for all Americans. Allowing for every-day flexibility at work is crucial to fostering women leaders and managers. For the past few decades, a societal discussion on the concept of “having it all” has emerged regarding women leaders. It is often the experience of top women managers and the perception of prospective women leaders that they will have to choose between a leadership position and family.

In a Harvard Business Review survey of high-achievers in the corporate world, 49 percent of women were childless as compared to 19 percent of their male peers. (Hewlett, 2002) A recent study of 1,000 American women professionals found that 70 percent believed the concept of success both at home and work to be a myth. (Conner,

2014) And those that “have managed to be both mothers and top professionals are superhuman, rich, or self-employed.” (Slaughter, 2012)

Research from the Bureau of Labor Statistics echoes this struggle in statistics on how Americans spend their time. The American Time Use Survey shows that men stay at the office longer than women, but women work harder at home. “Men who work full time put in around half an hour more than their women peers on workdays, pulling 8.3-hour days to full-time-working women’s 7.8 hours.” (Kurtzleben, 2012)

Women make up the slight majority of the US population, and although they make up nearly half of the entire workforce, they continue to earn less than men. In addition, a higher percentage of women than men between the ages of 25-34 have earned a college degree. Female partners spend more time on average than their male partners on managing household business and chores, in addition to working. Married women, for example, clock in about 51 minutes a day on housework, compared to 14 minutes on average for married men. (Kurtzleben, 2012)

*The Bureau of Labor Statistics American Time Use Survey* shows that men on the whole typically stay at the office longer than women. Men who work full time work about 30 minutes more per day than their female counterparts. (Kurtzleben, 2012) Over time, the time women spend doing household chores and handling child-rearing responsibilities often equates to missed opportunities at the workplace for women – especially if candidates for promotional opportunities are rated primarily by time clocked into the office or “face time.”

The challenges and responsibilities women face at home are different than men. While this may be shifting on a societal level, the fact is that the work on both fronts will not diminish. “These ‘mundane’ issues—the need to travel constantly to succeed, the conflicts between school schedules and work schedules, the insistence that work be done in the office—cannot be solved by exhortations to close the ambition gap.” (Slaughter, 2012)

## ***NRC/ICMA Survey for the Task Force***

In order to glean the current experience of local government managers for this report, the Task Force collaborated with the National Research Center, Inc. (NRC) to develop and implement an online survey of ICMA members regarding issues on the status of women in local government. The survey work was led by Dr. Tom Miller, President & CEO and Shannon Hayden, COO of the NRC in Boulder, CO.

### ***Survey Highlights***

A total of 4,443 ICMA members, sampled from the ICMA database were contacted via email to participate in an online survey. 1,162 people completed the survey, yielding a

response rate of 26 percent. The margin of error for the survey was plus or minus 2.9 percent with a 95 percent confidence level.

Highlights from the report are outlined below, and the full report covering the methodology and results of the survey is included in Appendix B.

- Women showed different patterns of demographic characteristics than men.
  - ❖ Compared to their male counterparts, female respondents to the 2013 ICMA Task Force Survey were more likely to be younger, non-white, unmarried and without children.
  - ❖ Nine in ten male respondents reported being the primary income earner for their household compared to three-quarters of female respondents.
  - ❖ Men reported a higher annual base salary than women, with 26 percent reporting earnings of \$150,000 or more, compared to 16 percent of women.
  - ❖ Men reported being in local government longer, with 30 percent reporting tenure of 30 years or more, compared to just 14 percent of women.
  - ❖ Women and men were similarly distributed across the five ICMA regions and represented urban and rural areas in similar proportions.
- Female leadership remained less common than male leadership.
  - ❖ Four in ten survey respondents reported that their organization had never had female chief administrative officer or chief appointed official.
  - ❖ Respondents reported that their organizations had, on average, 2 female elected officials for every 5.5 male elected officials.
  - ❖ Similarly, organizations had an average of 1 female senior manager for every 2 male senior managers.
  - ❖ Half of the male respondents had turned down a senior management position, compared to a quarter of female respondents.
  - ❖ Women, younger respondents, non-white respondents, lower earners and unmarried respondents were more likely to plan to seek a position with more responsibility in the future than were their counterparts.
- Organizations engaged in a variety of gender diversity efforts.
  - ❖ Six in ten survey respondents reported that gender diversity was a “high priority” or a “medium priority” for their organizations with one quarter indicating it was a “low priority.”

- ❖ Men were more likely to say that gender diversity was a priority than women.
- ❖ Gender diversity efforts tended to focus on recruitment, as well as mentoring, training, and succession planning; however, only 6 percent of respondents had a formal diversity plan, committee or consultant.
- ❖ Most often, respondents said that their organization focused on candidates' qualifications, regardless of gender, in the hiring practices; however, men were much more likely to give this response than women.
- ❖ Two in five women said there were no gender diversity efforts promoted in their organization, while just one in five men gave this response.
- Women were more likely to experience gender bias in their careers in local government.
  - ❖ The most common form of gender bias reported by survey respondents was "other treatment or comments by commissioner/councilmember you felt to be inappropriate or disrespectful," with 6 in 10 respondents indicating that such behavior had occurred at least once in their career.
  - ❖ Two in five women reported experiencing gender bias for local government professionals in the hiring process and in career advancement opportunities, compared to one in five men.
  - ❖ The largest gender difference was noted for being excluded from a professional organization, group, outing or event due to gender, with 31 percent of women reporting at least one occurrence compared to just 3 percent of men.
- Respondents cited age, gender and lack of opportunities as barriers to career advancement.
  - ❖ Eight in ten female respondents felt that women have more barriers to career advancement in local government than men, compared to five in ten men.
  - ❖ When asked what kind of training or support they needed from ICMA, respondents most often mentioned training related to career development (24%), followed by diversity (17%) and practical skills such as budgeting and stakeholder engagement (17%).
- Respondents' experiences differed by geographic region.
  - ❖ When results were compared by ICMA region membership, respondents from the West Coast and Northeast regions were more likely to report

that their organization had at some point a female chief administrative officer or chief appointed official, compared to those from the Southeast, Midwest or Mountain Plains regions.

- ❖ Respondents from the West Coast region reported a higher proportion of female elected officials and senior managers than did their colleagues from other areas of the country.
- ❖ West Coast regions also were more likely to report experiencing bias due to assumptions about sexual orientation and other treatment or comments by a supervisor felt to be inappropriate or disrespectful.

### ***Research & Data Recommendations:***

***We will:***

- Recommendation 1.1: Collect and report demographic information on an annual basis to the membership annually. This data can be used to better gauge membership perspectives on policy, Board decisions and track performance measures on programming and marketing initiatives.
- Recommendation 1.2: Survey local government agencies and produce reports on manager demographics, recruitment practices, and agency policies that have a direct impact on encouraging women leaders.

## Analysis and Recommendations

This section contains the analysis and recommendations from the ICMA Task Force, which are grouped into five categories:

- Changing Dynamics of Families
- Development of Tomorrow's Leaders
- Membership Recruitment & Retention
- Elected Officials
- Professional Development & Conference Planning

### ***Changing Dynamics of Families***

The makeup of families has changed significantly over the years. As such, the cultures within the work place and needs of employees have changed and local government is no exception. Working for local government requires that we provide the community with critical services, many of which are 24/7 operations. Equally important is addressing the operational and personnel needs of the dedicated men and women providing these services – all the while delivering the most efficient and effective service delivery model to the public.

Although the Task Force survey indicates that most local governments offer highly competitive benefits packages to employees, there are some flexible and family-oriented policies that are offered in the private sector that make those positions attractive to those in local government, especially women. Positioning local government as an employer of choice in the marketplace among women, single-income and dual-income partners and families, men and more generally – people in a wider variety of life circumstances – local government organizations should consider expanding flexible work arrangement policies, leave benefits and policies commensurate with or better than those offered in other fields. Inclusive policies that accommodate a variety of family structures (both “traditional” and “non-traditional”) are an important, competitive tool in an era of fiscal resource constraints that have led to diminished and less inclusive policies. These might include:

- Paid leave benefits for adoption by domestic partners;
- Telecommuting and use of SKYPE or other media for meetings;
- On-site or subsidized daycare for children of employees;

- Automatic approval for use of leave time for natural events – snow days, etc. (barring mandatory call-back employees under emergency operations policies)
- Extending Family Medical Leave Act (FMLA) policies to part-time workers and to care for elderly parents/relatives.

Sick leave policies that cover not just personal but also family illnesses are an important acknowledgement of the predominance of two-worker families and the growing proliferation of adult children either wholly or partially responsible for providing care for aging parents. Flexible Family Medical Leave Act (FMLA) policies (e.g. extending eligibility to part-time workers) can benefit both employers and employees alike. Offering flexible scheduling where practical is a strong competitive and family-friendly allowance, as are unpaid leave policies and generous but reasonable bereavement leave policies. Other policies, such as the provisions of on-site child-care or child-care allowances for employees on school snow days announced at the last minute, can further demonstrate a local government's acknowledgement of the challenges of balancing the demands of a work life and a home life and sends a strong signal to employees about the strength of their employer's support of family-related issues.

The Task Force acknowledges that revised policies to provide more flexible and family friendly work environments are not meant to benefit women only. The recommendations are not meant to be gender specific, but rather, are meant to be inclusive of both men and women.

Data from the Task Force survey indicates that the majority of respondents' organizations allow sick leave to care for family (97%), provide family/household health insurance (96%), and provide flexible scheduling for family commitments (88%). Only 38 percent of survey respondents' organizations extend benefits to domestic partners. While this policy matter has been on the federal stage for the most part, the Task Force believes it may be time for ICMA to take the lead on encouraging inclusivity of all people.

Another area the Changing Dynamics of the Family subcommittee discussed was the comments from the open-ended questions in the Task Force Survey related to family and it's connectedness to accepting or rejecting promotional positions. In particular, the comments that stated that family considerations factored into their decision to turn down an advancement opportunity. These comments demonstrated for the subcommittee that individual decisions made regarding career advancement are clearly linked to considerations of family. Based on this linkage, the subcommittee recognizes that it is important for ICMA to acknowledge this linkage and to support not only the manager but also her/his family in ways that would ease the transition to a new role.

Further, ICMA can develop programs and services to assist the manager and their families in working through issues related to "life in a fish bowl" that all public

managers have come to expect as part of the job. One example could include developing resource guides to provide local government families with tools to address life in the public sector, covering topics such as how to talk to children about job changes or negative press coverage of a family member.

In addition, ICMA can partner with state associations to create tools to assist the members and their families during times of transition. For example, developing a "Moving Guide" for public managers to include recommendations on reputable moving companies, resources for newcomers in a community, such as dentists, plumbers, painters, doctors, would be a welcome first step.

While not an issue with impacts limited specifically to women in the profession, the expectation of periodic job-related relocation and the associated family transition issues that come with that relocation are stressful and seem to act as a deterrent for some individuals to aspire to higher levels of responsibility. Creating a support network of professionals who understand the unique challenges of moving families for professional advancement is important in supporting these transitions.

### ***Changing Dynamics of Families Recommendations***

***We will:***

- |                     |  |
|---------------------|--|
| Recommendation 2.1: | Encourage local government agencies to adopt and implement family friendly personnel policies including health care for part-time employees, flexible scheduling, on-site or subsidized daycare, and elder care leave.   |
| Recommendation 2.2: | Partner with state associations to develop a "Welcome Ambassadors" program where local ICMA or state association members reach out to new managers/assistant managers and their families upon relocation to the area.  |
| Recommendation 2.3: | Partner with the state associations to create tools to ease the transition associated with work-related geographical relocation on families and paid relocation assistance as a standard practice.   |
| Recommendation 2.4: | Partner with state associations to develop a support system and hotline for family members of managers and assistant managers to talk with family members of other managers and assistants as a support system during difficult times (manager termination, privacy issues, etc.). |



- Recommendation 2.5: Urge state associations to work with their state league and county associations to take the lead in paid Family and Medical Leave Act (FMLA) time off for men and women.

### ***Development of Tomorrow's Managers***

Developing the managers of tomorrow—those that recently began working in local government as well as those we hope to attract to the profession—are as important to develop, train, educate, and support as currently in-service female managers.

There is a need across the country for women in local government management positions to mentor others in similar positions or those who aspire to those positions. The Knowledge Network (KN) is a great resource for networking and mentoring, and has agreed to set up a group for this purpose. To be successful, women managers who are willing to serve as mentors must be identified and the KN group should be promoted widely to encourage members to join. The establishment of this mentoring program would provide a great deal of support to female members and could occur at annual conferences (ICMA annual, regional summits and state associations), as well as virtually via telephone and email.

Some programs that have been developed in a handful of states to support current and future women managers that can serve as models for encouraging and supporting women in the profession:

- California** – Women Leading Government (organization)
- Colorado** – Colorado Women Leading Government & Emerging Manager (committees)
- Illinois** – Legacy Project (organization)
- Kansas** – Kansas University Women in Public Administration (conference)
- Michigan, Minnesota and Ohio** – (state association committees)
- Oregon and Washington** – (mentoring)
- Wisconsin** – The Modern Woman Manager (annual state association session)

### ***Development of Tomorrow's Managers Recommendations***

***We will:***

- Recommendation 3.1: Establish and maintain a group of women on the Knowledge Network who are willing to serve as mentors to other female members.
- Recommendation 3.2: Partner with state associations and consulting firms that serve local government to establish funding for scholarships specifically for women to attend the annual conference.

### ***Membership Recruitment & Retention***

Despite the downturn in the economy in recent years, a 2011 survey of college graduates showed that only 6 percent plan to work in government, down from 10.2 percent in 2009. (*Partnership for Public Service*, 2012) Further, 2011 ICMA membership data showed there were 2,017 female members, which increased only 1.7 percent by 2013 to 2,214 female members.

In order to increase female membership, the Task Force programs need to be put in place to encourage women to not only become managers but also to participate in ICMA. The following are several recommendations that address this issue. Implementing these recommendations will increase the awareness of the profession among women.

### ***Membership Recruitment & Retention Recommendations***

***We will:***

- Recommendation 4.1: Recruit female members to connect with student chapters of ICMA and ASPA programs to illustrate that a career in local government is available to women.
- Recommendation 4.2: Recruit female city/county managers to partner with ICMA and MPA, MPP, and related degree programs at colleges/universities to provide mentoring to female students.

- Recommendation 4.3: Partner with state associations to develop and present free webinars that highlight careers in public service for MPA, MPP, and related fields of study for students.
- Recommendation 4.4: Collaborate with current female managers to assist ICMA staff in the development and implementation of a marketing program targeted to females.
- Recommendation 4.5: Partner with other industry groups (e.g. Government Finance Officers Association, Parks & Recreation, Public Works, etc.) to provide educational sessions and/or exhibit at their annual conferences to generate interest in women to join the city/county management field.
- Recommendation 4.6: Partner with state associations to establish a working group to assist ICMA staff to further develop the membership base particularly in those states where a large number of managers and assistant managers belong to the state association but not ICMA.
- Recommendation 4.7: Promote the untapped potential career growth for women managers who are currently in the public sector workforce, encourage ICMA members to identify and recruit female department heads, division managers, assistants, and analysts to become members of the newly formed affiliated women's group, as well as ICMA.

### ***Professional Development and Conference Planning***

The Professional Development and Conference Planning subcommittee used the feedback from the other subcommittees, the Task Force survey as well as their own discussions to form their final recommendations. The subcommittee discussed the need for specific programming targeted toward women in the following categories:

- ❖ Leadership skills, confidence building and mentoring
- ❖ Identifying subtle sexual/gender harassment
- ❖ Workplace inclusion
- ❖ History of Title VII of the Civil Rights Act (2014 marks the 50<sup>th</sup> Anniversary of the legislation)

In addition, the subcommittee discussed the importance of a session to commemorate the 50<sup>th</sup> anniversary of Title VII of the Civil Rights Act and its impact on women working in local government, which coincides with the 100<sup>th</sup> anniversary of ICMA. Title VII can be argued to be the most important piece of legislation adopted protecting the equality

of women in the workplace. It was originally proposed as an anti-racial discrimination bill and sex was included as a protected class. The key points of the law are as follows:

- Title VII prohibits discrimination by employers on the basis of race, color, religion, sex or national origin.
- Affirmative action for women is allowed under Title VII.
- Title VII prohibits acts of sexual harassment (quid pro quo and hostile work environment).

### ***ICMA Conference Recommendations***

#### ***We will:***

- Recommendation 5.1: Offer at least six annual conference opportunities geared toward leadership skills, confidence building, and mentoring for women and develop a women’s conference track.
- Recommendation 5.2: Ensure that there is at least one female keynote speaker at every annual conference.
- Recommendation 5.3: Require future ICMA Conference Planning Committees to strive for diversity on every panel to include different races, cultures and genders.
- Recommendation 5.4: Convene an educational session on Title VII of the Civil Rights Act. (This recommendation was originally suggested to be a part of the joint 100<sup>th</sup> Anniversary of ICMA and the 50<sup>th</sup> Anniversary of the ground-breaking legislation. This could now be accomplished through ICMA regional meetings, state association sessions and/or webinars).

#### ***Summits***

Since 2006, the Municipal Management Association of Northern California (MMANC) in association with Women Leading Government (WLG) has held a “Women’s Leadership Summit” each year. In the spring of 2014, a successful pilot program pairing a “Women’s Leadership Summit” with the 2014 ICMA West Coast Regional Summit occurred. The goal to establish a format that could be replicated for other Regional Summits was achieved.

- Recommendation 5.5: ICMA should partner with WLG, the Legacy Project and other state associations to add a “Women’s Leadership Summit” to the other Regional Summit meetings immediately prior to or after the Summit meetings occur.

### ***State Led Initiatives***

We should encourage women in local government to combine individual state initiatives (e.g., Women Leading Government, The Legacy Project, etc.) into one women's association affiliated with ICMA. This model would be similar to the International Hispanic Network (IHN) and the state associations. Use of the ICMA web site should be encouraged to spread information on events, such as is the case in California, Colorado and Illinois.

By combining organizations, individual state women's conferences and summits can be coordinated nationwide such as the "Inspiring Women in Public Administration Conference" in Kansas / Missouri, the "Women's Legacy Conference" in Illinois and California's "Women's Leadership Summit." Each of these conferences provide for a great opportunity to network with other local government professionals, learn practical strategies and inspire women to continue careers in local government and are often easier to attend for some women than the ICMA Annual Conference.

Recommendation 5.6: ICMA should support and affiliate with a combined group of individual state women's groups into one nationwide women in government group (with chapters in each state) that affiliates with ICMA similar to other groups and state associations.

Recommendation 5.7: We should urge state associations to include a diversity of genders, races and cultures on their board of directors.

### ***Women's National Conference***

The subcommittee believes a Women's National Conference through a partnership with one or more universities, state associations and ICMA Regional Summit would be highly beneficial. The Midwest and West Coast Regions have planned and held successful women's programs including the "Inspiring Women in Public Administration Conference" in Kansas / Missouri and the "Women's Legacy Conference" in Illinois. These successful programs have provided a good foundation for this type of programming nationwide.

Recommendation 5.8: ICMA should support and affiliate with the newly formed national women in government group to establish a one- or two-day Women's National Conference through a partnership with one or more universities and potentially tie it into an ICMA Regional Summit.

### ***Conferences – In General***

In general, ICMA should encourage inclusivity in its own programming as well as encourage the same at the state level. This is important at the state and national conferences in order for women to:

- Share their stories;
- Serve as role models for the next generation; and
- Provide a diverse perspective on topics.

These conferences should include not only professional associations but conferences geared to elected officials as well.

Recommendation 5.9: ICMA and affiliated groups that make appointments to the conference planning committee should require a balance of female members from entry level to executive management to serve on the conference planning and other committees to ensure women’s voices are heard.

### ***Professional Development***

To advance professional development for women, it would be advantageous for ICMA to consult with women in state associations and the national women in government group (when formed) to develop better conference sessions and webinars regarding issues facing women in government. A model for mentoring and coaching programs specific to women could be developed in this way as well.

Recommendation 5.10: Encourage ICMA staff and state associations to consult with women in the profession to create educational sessions and webinars.

Recommendation 5.11: Partner with women in government to develop coaching and mentoring programs specific to women nationwide.

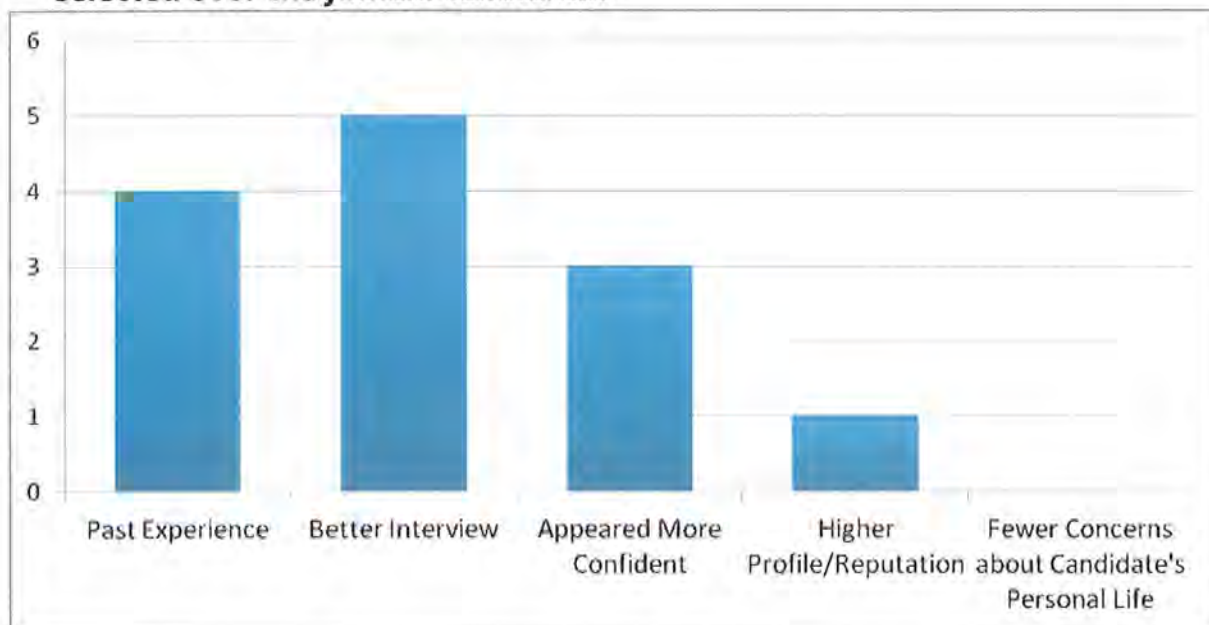
### ***Impact of Elected Officials***

Regardless of the amount of training and development of ICMA members, at the end of the day, it is a body of elected officials that interview and select their Chief Administrative Officer. In order to gather information related to experience with elected officials in the recruitment and selection process, the subcommittee developed and conducted a survey of Executive Search firms. The Survey link was distributed to ICMA’s database of Executive Search Firms and members of the Elected Officials subcommittee reached out to a list of the twenty-six firms notifying them that the survey would be distributed and encouraging participation. There were eleven responses to the survey. While the survey has not been evaluated for its statistical significance, the

elected officials subcommittee evaluated the trends suggested by both the survey of Executive Search Firms and the 2013 ICMA Membership Survey.”

In this survey, a reason cited for hiring a male over a qualified female was that the male candidate had a higher profile and reputation. Though this was not cited as the most frequent issue, more exposure through professional presentations and writing opportunities could have the added benefit of building confidence, which was identified more frequently in the survey of recruiters, as an area in need of improvement for women candidates.

**Figure 3. If Council has made a decision not to hire a qualified female candidate, have there been specific reasons why the male candidate was selected over the female candidate?**



The subcommittee also discussed the need to develop training for elected officials about the importance, benefits and obstacles to hiring women in CAO positions. One example of such training would be to host “Mythbuster” events at state association and municipal league meetings, dispelling the myths and offering truths about female managers, as well as to educate elected officials about the benefits of hiring women managers, and eradicate the myths and stereotypes about women managers. Coincidentally, the 1976 Report included “The Myth and the Reality” of women in the workplace.

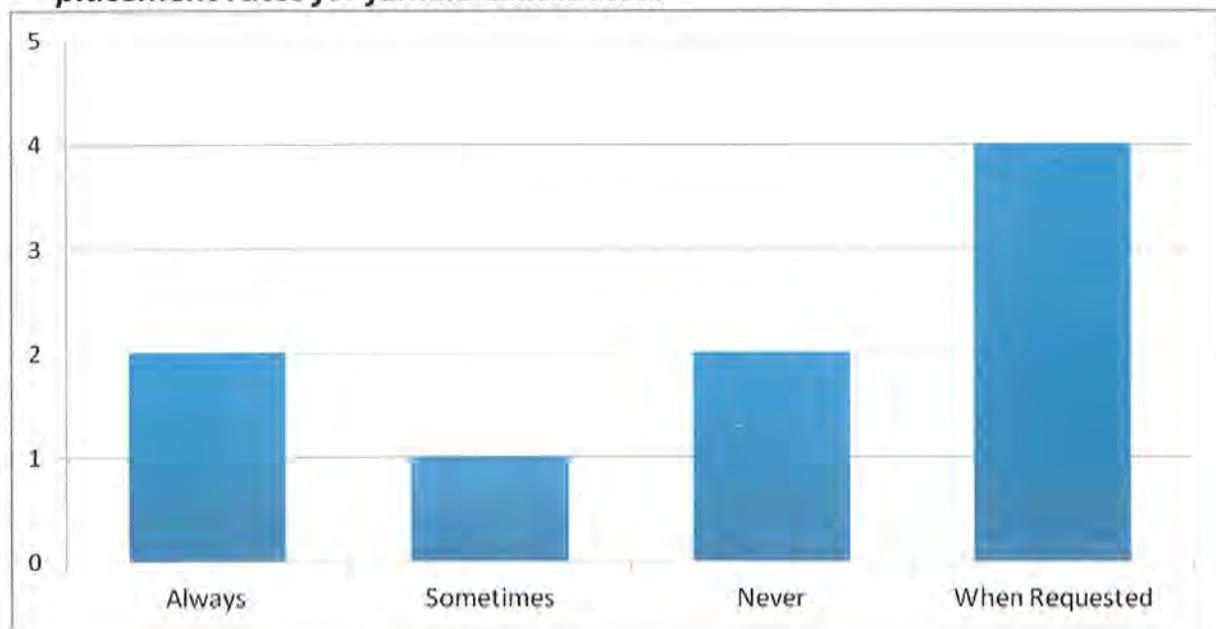
A dialogue with elected officials associations (National League of Cities, National Association of Counties, and United States Conference of Mayors) to ascertain the

following would assist in development of women administrators as well as elected officials and some sharing of information would be beneficial to both groups:

- Are female elected officials experiencing any of the same issues as their female appointed officials? If so, would it be beneficial to partner with female elected officials to discuss the issues and/or offer training to address the issues identified?
- Are there training programs that could be offered to elected officials to raise awareness about the issues facing women in the profession?
- Are there training programs that illustrate appropriate behavior, gender balance, and the state of women in government (both appointed and elected officials)?

In the executive recruiter survey, only two of the respondents always include placement rates for female candidates in proposals for search services. It is observed that while the chart below demonstrates that there are recruiters that sometimes provide the data or will provide the data if requested, it does not appear to be the current common practice. Executive search firm practices are influential in local government management hiring practices and if more executive search firms provided this information as a standard part of their proposals, it would create more attention and focus around the priority of diversity in hiring practices.

**Figure 4. Does your firm include statistical data in proposals about past placement rates for female candidates?**





As identified above, many of the Executive Search firms that responded to the executive recruiter survey only provide data related to their success rate in recruiting a diverse pool of candidates when asked to do so by their client agencies – not as a routine practice. Though Executive Search Firms are getting direction regarding diversity goals in a number of ways per the survey results below, the solicitation and contracting process should make this a clearer objective. Model documents from ICMA would be an act of leadership to make gender balance a more overt priority.

The survey didn't indicate that elected officials overtly avoid hiring female candidates, but as in the chart below, there are still cases where elected officials have pre-conceived concerns about female candidates including concerns about competency, community fit, management team dynamics, and work/life balance. There appears to be a strong perception of bias that is important to address. In the survey of ICMA membership, the belief that individuals would not be given fair consideration was the primary reason that individuals cited to identify why they do not pursue senior management positions and 8 percent believe that they did not get a position due to gender at least once in their careers.

Further, this issue should be discussed among other public sector professional organizations such as the National League of Cities, National Association of Counties, etc. to raise the level of awareness on gender equity. Specifically, to:

- Emphasize the need to provide training for elected officials to raise their awareness as it relates to issues of gender equity;
- Integrate curriculum regarding gender equity/inclusivity into programs aimed at new employees and new elected officials;
- Provide training on how both women and men should react/respond in a manner that is professional but draws attention to the issue when encountering gender bias in language, behavior, or policy within their communities; and
- To address those biases and perceptions that create obstacles for women to seek leadership roles, ICMA should offer training at future conferences and regional summits to increase appropriate risk-taking and innovative behaviors, build confidence and address the "I'm not ready" syndrome.

## ***Impact of Elected Officials Recommendations***

### ***We will:***

- Recommendation 6.1: Create a model Executive Search Firm Solicitation of Bids and selection process tool for elected officials similar to the ICMA Model Employment Agreement.
- Recommendation 6.2: Develop guidelines for executive search firms that encourage the inclusion of recruitment statistics and placement outcomes in all proposals submitted to jurisdictions.
- Recommendation 6.3: Partner with these same organizations to develop training materials about hiring the best-qualified candidate for CAO positions including educating elected officials about the benefits of hiring women managers and eradicate the stereotypes about women managers.
- Recommendation 6.4: Urge state associations to work with elected officials/staff at state leagues and county associations and ICMA to develop educational materials regarding the benefits of gender balance and inclusivity in the workplace and its positive affects on innovation and performance in organizations.
- Recommendation 6.5: Urge state associations to work with elected officials/staff at state leagues and county associations to develop training for properly handling gender bias in the workplace.
- Recommendation 6.6: New national women in government group to work with ICMA, NACO, etc. to develop training to build confidence in women, particularly around the skills related to interviewing for CAO and other senior level roles.
- Recommendation 6.7: Initiate a cross-organizational dialog on training needs that support raising the level of awareness of gender equity

and gender-related issues between the National League of Cities, and National Association of Counties, for example.

Recommendation 6.8: Revise affiliation agreement language between states and ICMA to include the use of these materials, when developed, in state association and league training as appropriate.

Recommendation 6.9: Recruit more retired female managers to serve in the ICMA Range Rider program as they often serve as interim managers and would assist in showing elected officials that female managers are as capable in the Chief Administrative Officer role as their male counterparts.

## Conclusion

Women have, indeed, come along way since the writing of the 1976 Report by the original Task Force on Women in the Profession. However, current statistics show that there is still work to do to encourage and support women in the profession at the most senior levels – in particular, the Chief Administrative Officer role.

In 1976, the original Task Force identified “pre-entry” and “post-entry” barriers and a number of recommendations to be implemented to address these barriers. Many of the barriers – societal constraints, lack of educational opportunities for women, and lack of female role models – appear to have been minimized over the last 30 years. However, several barriers that existed in the 1970’s still exist today for many women in local government including: the role of elected officials that tend to be mostly male in the selection of the CAO; the protégé (or “good old boy”) system; female stereotypes; lack of upward mobility assignments for women and so forth. This proves that although women have come a long way, there is still a long way to go with regard to gender equity in the profession.

### ***Action by the ICMA Executive Board:***

The Task Force recommends that the Executive Board of ICMA:

- **Accept and file the 2014 Task Force on Women in the Profession Report as complete;**
- **Support the efforts of Women Leading Government/WLG and The Legacy Project (both are ICMA affiliate groups), who will work to champion the recommendations in the report in collaboration with ICMA and state associations with women in government committees and/or groups; and**
- **Assign an appropriate ICMA staff member and Executive Board liaison to collaborate with the representatives of WLG and other state associations with women in government committees or groups to consider a timeline, funding responsibility, identification of potential funding partners (public and private) and lead responsibility for each recommendation.**

This group will prioritize the recommendations and determine if a partnerships with another entity is needed to achieve the recommendation and/or for funding assistance.

***Acknowledgements:***

The work of the most recent Task Force on Women in the Profession was a highly collaborative effort of more than 75 people – women and men – each of them contributing to the fabric of the entire report and its recommendations. We thank them for their hard work and dedication to this initiative.

In addition to the Task Force Members, the Task Force engaged several firms to assist with some of the research and, in some cases, sponsorship to underwrite some of the costs for the Task Force to meet at the Regional Summit meeting in Las Vegas and the professional survey of the membership that was conducted in July/August 2013. On behalf of the Task Force on Women in the Profession, we would like to thank these firms and their financial support, leadership and research contributions to our work:

- Mr. John Anzivino, Senior Vice President, Springsted Incorporated
- Ms. Teri Black-Brann, President & CEO, Teri Black & Company
- Dr. Tom Miller, President & CEO, National Research Center, Inc.
- Ms. Julia Novak, President & CEO, Novak & Associates
- Ms. Heather Renschler, President, Ralph Andersen & Associates
- Ms. Heidi Voohees, Owner, GovHR USA

Respectfully Submitted:

/ / Pamela Antil, City of San Jose, CA

/ / Tamara Letourneau, City of Costa Mesa, CA

## Summary of Task Force Recommendations

### **Task Force Recommendations for consideration by ICMA Executive Board:**

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- Assign an appropriate ICMA staff member and Executive Board liaison to collaborate with the representatives of WLG and other state associations with women in government committees or groups to consider a timeline, funding responsibility, identification of potential funding partners (public and private) and lead responsibility for each recommendation.

### **Task Force Recommendations to be further prioritized and studied by Women Leading Government (WLG) in collaboration with ICMA Executive Board Liaison and ICMA staff appointee:**

- Recommendation 1.1: Collect and report demographic information on an annual basis to the membership annually. This data can be used to better gauge membership perspectives on policy, Board decisions and track performance measures on programming and marketing initiatives.
- Recommendation 1.2: Survey local government agencies and produce reports on manager demographics, recruitment practices, and agency policies that have a direct impact on encouraging women leaders.
- Recommendation 2.1: Encourage local government agencies to adopt and implement family friendly personnel policies including health care for part time employees, flexible scheduling, on-site or subsidized daycare, and elder care leave.
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- Recommendation 4.7: Promote the untapped potential career growth for women managers who are currently in the public sector workforce encourage ICMA members to identify and recruit female department heads, division managers, assistants, and analysts to become members of the newly formed affiliated women's group, as well as ICMA.
- Recommendation 5.1: Offer at least six annual conference opportunities geared toward leadership skills, confidence building, and mentoring for women and develop a women's conference track.
- Recommendation 5.2: Ensure that there is at least one female keynote speaker at every annual conference.
- Recommendation 5.3: Require future ICMA Conference Planning Committees to strive for diversity on every panel to include different races, cultures and genders.
- Recommendation 5.4: Convene an educational session on Title VII of the Civil Rights Act. (This recommendation was originally suggested to be a part of the joint 100<sup>th</sup> Anniversary of ICMA and the 50<sup>th</sup> Anniversary of the ground-breaking legislation. This could now be accomplished through ICMA regional meetings, state association sessions and/or webinars).
- Recommendation 6.1: Create a model Executive Search Firm Solicitation of Bids and selection process tool for elected officials similar to the ICMA Model Employment Agreement.
- Recommendation 6.2: Develop guidelines for executive search firms that encourage the inclusion of recruitment statistics and placement outcomes in all proposals submitted to jurisdictions.
- Recommendation 6.3: Partner with these same organizations to develop training materials about hiring the best-qualified candidate for CAO positions including educating elected officials about the benefits of hiring women managers and eradicate the stereotypes about women managers.
- Recommendation 6.4: Urge state associations to work with elected officials/staff at state leagues and county associations and ICMA to develop educational materials regarding the benefits of gender balance and inclusivity in the workplace and its positive effects on innovation and performance in organizations.



- Recommendation 6.5: Urge state associations to work with elected officials/staff at state leagues and county associations to develop training for properly handling gender bias in the workplace.
- Recommendation 6.6: New national women in government group to work with ICMA, NACO, etc. to develop training to build confidence in women, particularly around the skills related to interviewing for CAO and other senior level roles.
- Recommendation 6.7: Initiate a cross-organizational dialog on training needs that support raising the level of awareness of gender equity and gender-related issues between the National League of Cities, and National Association of Counties, for example.
- Recommendation 6.8: Revise affiliation agreement language between states and ICMA to include the use of these materials, when developed, in state association and league training as appropriate.
- Recommendation 6.9: Recruit more retired female managers to serve in the ICMA Range Rider program as they often serve as interim managers and would assist in showing elected officials that female managers are as capable in the Chief Administrative Officer role as their male counterparts.

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Exhibit A – 1976 Task Force on Women in the Profession Report

ICMA TASK FORCE ON WOMEN IN THE PROFESSION

FINAL REPORT TO THE EXECUTIVE BOARD

July, 1976

ICMA  
AGENDA COMMUNICATION  
NO. 494  
July 9-10, 1976

SUBJECT: REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION

This communication transmits the final report of the ICMA Task Force on Women in the Profession for Executive Board action. Chairperson Judith Mohr will present the report of the Task Force at the Board meeting.

The Report

The final report of the Task Force is divided into two new major sections.

- The first is a comprehensive statement of the problem, detailing key pre-entry and post-entry barriers which women professionals encounter with regard to responsible positions in local government administration.
- The second presents specific recommendations for action to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

Action Steps

- Review, modify, and take appropriate action on the recommendations contained in the report.

TASK FORCE ON WOMEN IN THE PROFESSION

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Judith Mohr

Assistant Administrator  
Governmental Training and  
Institute of Government  
University of Georgia  
Athens, Georgia

Robert O. Bailey  
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Archie Twitchell  
Former City Manager  
Boulder, Colorado

John B. Wentz  
City Manager  
Phoenix, Arizona

Sandra Gonzales  
Kansas City, Missouri

REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION  
SUBMITTED TO THE ICMA EXECUTIVE BOARD JULY, 1976

SUMMARY

The ICMA Task Force on Women in the Profession was established by the ICMA Executive Board in October, 1974. The group was formally charged with the responsibility of examining the current status of women in local government management and with making recommendations to the Board about how to open the profession to more women and how to provide greater professional equality to those already in the profession.

The Task Force held three formal meetings lasting approximately two days each during which time the issues were explored extensively with the conclusions being reached by consensus.

The Task Force did not focus on the legal requirements that are a part of the equal employment process, but rather on the attitudinal and organizational practices that have excluded women from opportunities in the management profession.

CONCLUSIONS

The Task Force, in determining the nature of the problem of exclusion, has ascertained two kinds of barriers that prevent or make entry by women into the management profession extraordinarily difficult: pre-entry and post-entry barriers.

Pre-entry barriers are identified as those that affect an individual prior to obtaining a position in local government. They include societal constraints, educational opportunities, lack of role-models, and the role of elected officials and managers.

Post-entry barriers influence how high a woman can go in management once she becomes part of an organization. Barriers in this category include lack of upward mobility opportunities, the protege system, work assignments, performance expectations, fringe benefits, stereotypes, and role expectations.

These barriers translated into figures show that of the 2,802 chief administrative officer positions recognized by ICMA in the United States and Canada, only 36 are held by women. The 1975 *Directory of Municipal Management Assistants* shows that although 13 percent of all those classified as assistants are women, only 1.6 percent of those actually holding the title Assistant Manager are women.



## RECOMMENDATIONS

The following recommendations arrived at by consensus of the Task Force are prioritized; however, the last recommendation is not seen as having substantially lesser value. In setting a work program, it often is not possible to give all items equal priority. The Task Force believes that immediate adoption of the first two recommendations is essential to fulfilling the Executive Board's original charge to the Task Force to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

### 1. Placement

Creation of a placement program similar to the existing ICMA Minority Executive Placement Program. It should be operational within a year and extended for a minimum of two years.

### 2. Continuation of the Task Force's Work

Assignment of a full-time staff member to carry out the intent and recommendations of this report. At the end of a two-year period (September 1976-September 1978), the Executive Board shall appoint a committee to reexamine the progress in opening the management profession to women. Based upon the committee's report, the Board will determine if further corrective action should be taken and by what means.

### 3. In-Service Training

- o Develop training on effective supervisory practices open to any employee moving into a supervisory position, but especially offered for women supervisors.
- o Develop assistance for managers which stresses effective ways to deal with and utilize the talents of women assistants, department heads, and elected officials.

### 4. Conferences, Seminars, Policy Committee Representation

Decision makers at ICMA and state associations officers need to make a substantial commitment to select and appoint women to various policy committees and task forces and include them as program participants in state and national programs.

### 5. Accomplishment Visibility

There shall be a substantial effort in the *Newsletter, Nuts & Bolts,* and *PUBLIC MANAGEMENT* to point out the achievements of women in the public management field. Recognition should be given to managers and communities who have contributed substantially to affirmative

action efforts in their locales. A category should be added to the Innovation Awards to recognize the manager who has contributed the most toward increasing professional opportunities for women.

6. Educational Opportunities

- A. ICMA nationally and state associations should state clearly to schools of public administration that there are opportunities for women in management.
- B. Managers should specifically make requests for female applicants for work-study programs and internships.
- C. State associations should develop a watch committee to encourage university communities to recommend possible female students, monitor the number of female applicants to PA programs, the number of admissions, and the placement program for female interns.
- D. ICMA should develop a brochure that publicizes public management as a career option for both men and women.
- E. ICMA should formally support by letter to the National Association of Schools of Public Affairs and Administration (NASPAA) its guidelines and correspondence to member schools regarding the need to open their doors, examine their curriculum, and revise their placement process to give equal opportunity to women in preparing for professional careers in public administration.

7. Boards and Commissions

ICMA should encourage cities to establish boards and commissions to share information and work jointly to provide and set up Affirmative Action committees.

8. Liaison with Other Public Interest Groups

Creation of formal liaisons with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, Municipal Finance Officers Association, and other public interest groups on the topic of Women in the Public Service. ICMA should initiate an agenda item to discuss formally this liaison effort. At the executive director's level, commitment should be given to sponsoring joint programs on topics that will inform the respective memberships of the practices in local government, both by elected and appointed officials, that keep the public service profession closed to the majority of women.

9. Design and Format of All ICMA Publications

Continued attention should be given to the elimination of sexist language and graphics in all ICMA publications, focusing particularly on the Code of Ethics.

Adoption of these recommendations will indicate a high level of commitment on the part of ICMA toward following through on the work it started by creating this Task Force. In this way, ICMA has a unique opportunity to place itself in the forefront of organizations seeking to encourage the best possible utilization of available professional talent.

# TASK FORCE ON WOMEN IN THE PROFESSION

## FINAL REPORT

### INTRODUCTION

The Task Force on Women in the Profession was established by the ICMA Executive Board in October, 1974. The group was formally charged with examining the current status of women in local government management and with making recommendations to the Board about how to open the profession to more women and how to provide greater professional equality to those already in the profession.

At the initial meeting in March of 1975, it immediately became apparent that the problem was of sufficient magnitude to require more time both for exploring the situation and for developing comprehensive recommendations. An interim report was prepared and presented to the Executive Board in April, recommending that the Task Force be extended to July, 1976, when a final report would be submitted. A series of short-term recommendations also was submitted (see Appendix A). Extension of the Task Force was approved.

A second meeting of the Task Force was held in May. In addition to expanding the report, several specific recommendations were prepared for the July, 1975, Board meeting (Appendix B). Also, considerable time was devoted by the group to exploring, from both the female and male points of view, the myths and realities about women who aspire to virtually closed professions.

The third and final formal meeting of the Task Force was held in March, 1976, to finalize the draft report. A consensus was used in analyzing, adding, and subtracting for the final report, assuring that members were in full agreement with the statement of the problem and the recommendations. The recommendations as outlined in the report are presented in order of their importance. The Task Force feels that all recommendations are vital, but also realizes that all cannot be implemented simultaneously. Thus, the recommendations that need the most urgent attention are listed first.

In addition to this report, members of the Task Force feel that their work already has contributed to awareness within ICMA of the need to open professional opportunities to women (Appendix C).

## STATEMENT OF THE PROBLEM

"State and local governments in this country are dependent upon more than five million women who make up our public work force. Representing 50 percent of all municipal employees and 43 percent of all state employees, women make an important contribution to the welfare of their states, cities, and towns. Despite their substantial contribution, women are segregated into dead-end jobs, concentrated in the lowest paying categories, passed over for promotion, denied many of the benefits men enjoy, and even paid less for jobs requiring as much, if not more, skill than comparable jobs for men. Instead of leading the country out of the mire of sex discrimination, governments are a prime offender--and our taxes pay to subsidize discriminatory practices."<sup>1/</sup>

Of the 2,802 chief administrative officer positions recognized by ICMA in the United States and Canada, only 36 are held by women. Almost all of these women are concentrated in small communities. ICMA's *Directory of Municipal Management Assistants 1975* shows that although 13 percent of those classified as assistants are women, only 1.6 percent of those actually holding the title "assistant manager" are women.

The following statement is a typical one from one of the many women who have attempted to break into the upper-level management positions in local government.

I am a 29 year-old MPA graduate now working in private business. I worked for local government for several years as an administrative assistant and department head. I tried to get a job as an assistant city manager for two years. When I did make it to the final interview process, there were numerous questions about my being a woman in "this business." What troubles me most is that I have a good degree, excellent recommendations, experience, and many of my male classmates are now on their second manager position.

Change the scenario with regard to age and background, but if the applicant is a woman, the end usually is the same. The Task Force, in determining the nature of the problem of exclusion, has ascertained two kinds of barriers that prevent or make entry by women into the management profession extraordinarily difficult.

Pre-entry barriers are identified as those that affect an individual prior to obtaining a position in local government. In many cases, they are strong enough to prevent a woman from ever making the initial step into a management career.

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<sup>1/</sup> Samuels, Catherine, *The Forgotten Five Million: Women in Public Employment*, © 1975, Women's Action Alliance, Inc.

Post-entry barriers influence how high a woman can go in management once she becomes part of an organization. These barriers can make the difference between a woman's becoming an assistant city manager or remaining an administrative aide.

### Pre-Entry Barriers

#### o Societal

The value system of society in this country has acted, and continues to act, as a barrier to prevent women from obtaining positions in public management. Traditionally, the role assigned to women, and the one which they have accepted, has been that of follower or helper, not leader or innovator. Women frequently have chosen, or been advised to seek, careers in the "helping" professions: nursing, teaching, or social work. Even in those traditional female professions, women have been excluded from upper-level supervisory or managerial positions.

"Even when women of high education and social class work, they, like the less educated and poor, tend to find that their place is at the lower end of the occupational range. Men from the elite classes become professionals or managers. But, no matter what sphere of work women are hired for or select, like sediment in a wine bottle, they seem to settle at the bottom. The tiny minority of women in occupations of high regard and reward--in the professions, for example--generally is found at the lowest levels."<sup>2/</sup>

Discrimination often is experienced most acutely by the single woman (by the single man, too). A commonly held assumption implies that "something is not quite right about a person choosing not to marry or dissolving a marriage." Frequently heard is the justification for not hiring a single woman because "she won't be around long... just waiting for a husband...certainly not worth investing in for future career potential." Marital status is not a legal prerequisite for any job, but attitudinally it often does discriminate against single women.

Another barrier, often unspoken, is the attitude that if a woman becomes a part of the upper levels of management, her presence leads to extra-marital affairs (sex on the job!). A manager may use the excuse that his perception of his wife's perception is that a woman assistant will most certainly result in "married men and women fooling around on the job with night meetings, travel, etc." Pogrebin states, "This myth should be patently absurd on its face. We carry our standards with us wherever we go--and it's a cheap shot to blame the surroundings. Marriage either means exclusivity and monogamy or it doesn't."<sup>3/</sup> The professional manager has the flexibility

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<sup>2/</sup> Epstein, Cynthia Fuchs, *Woman's Place*. University of California Press, © 1970, p.2.

<sup>3/</sup> Pogrebin, Letty Cottin, *Getting Yours: How to Make the System Work for the Working Woman*, McKay Company, 1975, p. 94.

to assist in breaking down the traditions that have systematically excluded women from this profession.

o Education

Helping to perpetuate the inaccessibility of the management profession to women is the educational system. At an early age, females are channeled into traditional roles and career options. Textbooks, training materials, and career counseling omit the local government management field as a future career choice for women.

The lack of information about local government management as a career option continues at the university level. Recruitment procedures, financial aid, and career counseling do not encourage those women who have the attributes for and interest in public management. The women who do break the entrance barriers must contend with attitudes that question the seriousness of their intent. These attitudes appear in the materials for courses and are expressed by the faculty and administration, as well as by their male (and sometimes female) classmates. Afterwards, finding that first position often is difficult, the female student often is left to her own initiative to compete for positions with little or no assistance. The placement process becomes more difficult if the manager does not indicate that he is equally interested in a female or male intern.

o Lack of Role-Model

As women begin to move into lower-level positions in local government, another stumbling block appears: the lack of a role-model from which to emulate the best and most appropriate characteristics and styles. Men use other men as role-models in the management profession-- witness the number of successful managers who attribute at least a part of their success to having worked for, or been acquainted with, the "Cookinghams" of the profession. Aspiring women managers can learn a great deal from the successful male managers; however, women have their own special characteristics that must be incorporated into a positive management style. Giving recognition to women who are beginning to "make it" in the profession serves as part of the developmental process for the role-model concept.

The lack of role-models not only impacts upon women, but also serves to reinforce the stereotype that women cannot be managers simply because at this time there is low visibility for women in this profession. The visibility issue, as identified by the Task Force, is considered important not only for upper-level management positions, but also for committees, task forces, state associations, or any kind of active participation in the kinds of professional activities that support and enhance the field of local government management.

• Role of Elected Officials

In the pre-entry stages of entering the profession, careful consideration also must be given to the role elected officials play in the hiring and approval of upper-level management staff. With more women being elected to public office, more possibilities exist for bringing women into the organization, especially at high supervisory and department head levels. This linkage with elected officials will provide opportunities for women aspiring to a manager's position to be considered seriously by elected officials as potential candidates. The importance of elected officials in this process, however, does not absolve managers from their responsibility for increasing opportunities for women in the profession, and for advising elected officials on matters of personnel and policy. The manager does influence greatly the shape and direction an organization takes by the examples set in hiring practices. These examples impact upward toward the council and downward toward department heads. Considerable resistance on the manager's part to hiring women for management positions will be transmitted throughout the organization and will be used as justification for other's resistance. This attitude also will make it more difficult for departments that are interested in opening their positions.

Post-Entry Barriers

• Lack of Upward Mobility

Often there is an invisible line that separates the "support" staff from the "professional" staff. A woman working as an executive secretary with a college degree, often doing many of the tasks that men assistants perform, frequently does so for less pay and with no title and little possibility of promotion. Even more discouraging, especially for the older woman with years of service, is that often she must train the young men who come in at a salary higher than her own.

Part of the problem for women in lower levels of the organization is that their experiences which do qualify them for management level positions are "volunteer" experiences. Women contribute countless hours to volunteer services in this country; however, when reported as credible experience on a job application, it is given little consideration. A woman who has managed a staff of 50 to raise \$100,000 has demonstrated management skills in planning, organizing, coordinating, and communicating, not to mention financing. Yet, because this experience was not compensated, it counts for little. This attitude especially penalizes the older woman with extensive volunteer experience who is re-entering the job market, often relegating her to clerical positions with little chance for moving upward.



o The Protege System

Women entering organizations often find that despite the seriousness of their commitment to a long-term professional career, they receive much less informal support than men entering at the same time. The protege system is one that works in many professions to develop special areas of competence, as well as to assure continuity of leadership. Individuals showing promise and talent are given informal support, counseling, and special assignments which aid their professional development and visibility. Women often find it difficult to be included in the informal protege system. An example may be exclusion from the management team. This refers to those formal (and informal) periods of policy making and strategy development to which men (often regardless of status) are invited for their ideas and observations. Not only are these meetings important for the kinds of strategies that emerge, but also for learning about the process that takes place as courses of action are developed. They also provide opportunities for less experienced staff members to try out their ideas.

o Work Assignments

Women assistants very frequently are given assignments which reinforce traditional roles, such as human relations, personnel, and public relations matters. These are important dimensions of local government, but so are budgeting, planning, public safety, and public works. Societal norms have provided other barriers. The norms consistently have tended to shelter women from tough jobs which require dealing with conflict, confrontation, and problem-solving. Women who are sheltered in these areas cannot develop the broad range of skills that will qualify them for higher level management positions with the ultimate goal of being a city manager.

As women move from administrative assistant to management positions, they frequently are required to continue secretarial work in addition to their administrative duties. This additional work (secretarial) usually is not required of men holding the same or similar job titles. Not only does this lower the woman's position in the eyes of her peers, but it often makes getting support assistance extremely difficult.

--A case-in-point: A woman administrative assistant moves up from a semi-clerical position. In addition to her new title, responsibilities, and office, she is given a typewriter. The manager and selected councilmembers on occasion ask her to type work assignments that she was responsible for researching. Also, she types occasional letters for the manager and does a lot of her own work. None of the male administrative assistants are asked to type.

Frequently, women are not allowed to represent the organization or attend meetings with other agencies. A typical rationale is that "they" (the other group) might not be ready for a woman. This attitude presupposes that all people share the same ideas about what and where a woman's place is. It is another stumbling block that prevents the development of an individual's managerial talent as well as perpetuating myths about women.

- Performance Expectations

Women who occupy top positions in local government often are faced with performance standards that are higher than those for their male counterparts. They are expected to work "smarter and harder," constantly, without special compensation because, as women, they must show their worth in an organization. These expectations usually are not expressed openly, but during the evaluation process often are used unconsciously to judge performance, indeed, sometimes to the detriment of women employees.

When a woman obtains a position in a profession that previously has been strictly a male domain, she often assumes that she must perform well as a representative of all women. This idea is not only in her mind, but in the minds of those around her. How often have we heard the statement by a manager, "Well, I hired a woman once and she didn't work out--so I won't take that chance again." Of course, that kind of logic presupposes that all the men that a manager has ever hired have been winners! It does put considerable pressure on the woman--unfair to her and the organization.

- Fringe Benefits

One of the problems that often faces the woman in an upper-level management position is the extra energy spent to get the fringe benefits that are given readily to men as a part of the job. If it is a standard practice to pay professional dues, provide telephone credit cards, and encourage participation on professional association committees, why should a woman be extended less? Professional association involvement is an informal track that aids in doing a better job and provides upward mobility. When a woman has to "fight" to obtain the same fringes that men have, her credibility as a professional is lessened in the organization. By denying or making it more difficult for her to obtain these fringes, it is implied by management of the organization that she is not on the level of the other staff members, though verbally this is denied.

- Stereotypes

Myths abound concerning working women as a whole: "They work for pocket money... They are sick more often than men... They work fewer years than their male counterparts." Reliability and performance often are thought to be lower for women than for men. Women often are considered less mobile than men, a detrimental idea particularly in a profession as mobile as city management. The list goes on. It is essential to recognize these ideas as myths which participate in keeping barriers against women in place (see Appendix D).

In examining stereotypes and myths, it is extremely important not to generalize that all women fit certain preconceived role expectations.

o Role Expectations

Traditional role expectations that women and men have for each other are providing confusion as employment patterns change. In changing relationships, both men and women must confront the transition of values which dictated the rules for relating to each other. These will apply to superior/subordinate relationships, including specifics such as "men working for women," "women supervising other women," as well as to accepting a member of the opposite sex as a peer. As Bunker and Seashore stated:

Another issue which confronts men and women who are trying to reexamine the sex role stereotypes into which they have been socialized is collusion-- acting as I believe is expected of me or in ways that I believe will please others rather than from my own needs.<sup>4/</sup>

Automatic assumptions are made both by men and women about the ability of women to supervise, travel, work the necessary long hours on special assignments, or deal with problem employees. It is necessary for women and men to consciously examine the stereotypes and myths surrounding working women to see if there is any validity, and not to generalize that all women fit certain assumptions.

Much more can be said about the status of women in the management profession as was explored by members of the Task Force; however, this view of the problem will document the rationale behind the recommendations being made. In defining equality, we can only add: "Equality is not when a female Einstein gets promoted to professor; equality is when a female schlemiel moves ahead as fast as a male schlemiel (Forbes, March, 1976).

There are more and more women actively interested in pursuing a career in public management. Witness the rapid increase in ICMA's female membership. In May, 1972, the roster showed 57 women members. As of April, 1976, there were 350 women members. This shows an increase of 514 percent. Undoubtedly, there are many others who are potential members. The Association cannot be inattentive and unresponsive to the needs of women members. Membership is the strength of any professional association; a diverse membership is imperative if ICMA is to keep pace with our changing society.

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<sup>4/</sup> Bunker, Barbara and Seashore, Edith, *Breaking the Sex Role Stereotypes*, PUBLIC MANAGEMENT, July, 1975, p. 8.

## RECOMMENDATIONS FOR ACTION

The following recommendations, arrived at by consensus of the Task Force, are prioritized; however, the final recommendation is not seen as being of substantially lesser value. In setting a work program, it often is not possible to give all items equal priority. The Task Force believes that immediate adoption of the first two recommendations is essential to fulfilling the Executive Board's original charge to the Task Force to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

In addition, adoption of these recommendations will indicate a high level of commitment on the part of ICMA toward following through on the work it started by creating this Task Force. And, in this way, ICMA has a unique opportunity to place itself in the forefront of organizations seeking to encourage the best possible utilization of available professional talent.

### 1. Placement

Creation of a placement program similar to the existing ICMA Minority Executive Placement Program. This should include a talent bank to match a woman candidate with a given city's requirements. This program should extend for a minimum of two years. Since the feasibility of developing a placement process for the total membership already is under way, this would be a natural part of the process and would fit in well with the overall objective of ICMA. ICMA should encourage strongly executive search firms that place managers to include in their active rosters resumes of potential women managers.

The success of any program to open the profession to women is measured in the final analysis by the number of women city and county managers and assistant managers. Statistics show that one percent of the current membership presently falls into these two categories. A concentrated placement program is a necessary step in the right direction as witnessed by the initial success of the Minority Executive Placement Program.

### 2. Continuation of the Task Force's Work

Assignment of an ICMA staff member full-time to carry out the intent and recommendations of this report. The staff member, with the assistance of former Task Force members, additionally should direct energies toward strengthening the women's network that was created in Dallas in 1974. At the end of the two-year period (September 1976-September 1978), the Executive Board shall appoint a committee to reexamine the progress in opening the management profession to women. Based upon the report of the committee, the Board will determine if further corrective action should be taken and by what means. The committee's findings will serve as feedback and will help to prevent this Task Force's work from becoming "another plan gathering dust on a shelf."

Closely related are two additional efforts. First, expansion of the Executive Board should be viewed as an interim measure for placing women and minorities on the Board. For the next five years, assuming that the Board expansion provision is in effect, definite steps will have to be taken to assure that women and minorities will gain access to the Board through the usual elective process. For example, the Association should make special efforts to increase the number of women and minorities working in municipal administration to join ICMA. In the course of planning meetings and conferences, the staff should select women (and minorities) members as panelists, speakers, etc., to the extent appropriate and possible. When appointing committees, these members also should be included.

Second, the executive director and also the staff members of the Association who have liaison responsibilities with the vice presidents and the state associations should urge, cajole, and otherwise assist women to become members of, participate in, and ultimately hold office in the state managers associations. Several state associations currently are reviewing their full membership requirements and others should be encouraged to do likewise.

### 3. In-Service Training

Restructure budget commitments and/or search out new funds to provide training in two categories:

- A. Training on effective supervisory practices for any employees moving into supervisory positions, but especially offered for women supervisors.

A set-up for instant failure is the promotion of a person to a supervisory position with the assumption that managerial talent is inherent in the position, not in the capabilities of the individual. Women are especially vulnerable because it is easy to place the blame for less than perfect performance on the fact that she is a woman, not that she has no training to supervise. This training will be open to women who have moved into the ranks of assistants and department heads with backgrounds from professional and technical schools. Also, the training program will be developed to provide specialized training for those women who have been in paraprofessional or support positions who are capable of handling a higher level position. They may in fact be performing some supervisory duties, yet may need some formal training to develop their full potential.

- B. Assistance for managers which stresses effective ways to deal with and utilize the talents of women assistants, department heads, and elected officials.

The training, designed to create awareness in managers and department heads of how to deal effectively with women, would examine stereotypes and misconceptions in order that the wealth of potential talent that women can bring to organizations may be maximized.

4. Conferences, Seminars, Policy Committee Representation

A substantial commitment must be made to include women on conference and seminar programs as main speakers and panel members. It is incumbent upon decision-makers at ICMA and state association officers to see that women participate in these programs both nationally and statewide. It is recommended that there be a minimum of two women appointed to each policy committee and task force. This recommendation serves a dual purpose of providing women's views on policy issues as well as visibility for women as managers.

5. Accomplishment Visibility

There shall be efforts by the Newsletter, Nuts & Bolts, and PM to point out the achievements of successful women in the public management field. Recognition should be given those managers and communities which have contributed substantially to affirmative action efforts in their locale. ICMA will make available to other professional journals and popular magazines accomplishments and articles about women in the profession.

An eighth category should be added to the Innovation Awards: recognition for the manager who has contributed the most toward increasing professional opportunities for women.

6. Educational Opportunities

- A. ICMA nationally and state associations should state clearly to schools of public administration that there are opportunities for women in management.
- B. Managers should specifically make requests for female applicants for work-study programs and internships.
- C. State associations should develop a watch committee to encourage university communities to recommend possible female students, monitor the number of female applicants to PA programs, the number of admissions, and the placement program for female interns.

This process will be one more step in developing the academic/practitioner relationship that now is being urged nationwide.

- D. ICMA should develop a brochure that publicizes public management as a career option for both men and women. It should be distributed to counselors in high schools and universities, spelling out requirements for the profession, stating specifically, as well as through language choice and graphics, that this career is open equally to women and men. Managers individually and state associations can make special visits to guidance counselors and schools to present this brochure.

- E. ICMA should support formally by letter to the National Association of Schools of Public Affairs and Administration (NASPAA) their guidelines and correspondence to member schools regarding the need to open their doors, examine their curriculum, and revise their placement process to give equal opportunity to women in preparing for professional careers in public administration.

7. Boards and Commissions

ICMA should encourage cities to establish boards and commissions to share information and work jointly to provide and set up affirmative action committees to promote the placement of women in professional positions.

8. Liaison with Other Public Interest Groups

ICMA shall take the lead by creating formal liaisons with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, Municipal Finance Officers Association, and other public interest groups on the topic of Women in the Public Service. ICMA should initiate an agenda item to discuss formally this liaison effort. At the executive director's level, commitment should be given to sponsoring joint programs on topics that will inform the respective memberships of the practices in local government, both by elected and appointed officials, that keep the public service professions closed to the majority of women. ICMA also can share its experiences from the Task Force's work and offer some assistance to other groups in structuring similar committees.

9. Design and Format of All ICMA Publications

Continued attention should be given to the elimination of sexist language and graphics in all ICMA publications, focusing particularly on the Code of Ethics.

## APPENDIX A

### INTERIM REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION

#### SUMMARY

The ICMA Task Force on Women in the Profession is charged with the responsibility of examining the current state of women in local government management and with making recommendations to the ICMA Executive Board for opening the profession to more women, and providing greater opportunities to those already in the profession.

This is the first of two interim reports to the Executive Board. It was based on the Task Force's February 28-March 1 meeting. The next will be submitted at the July Executive Board meeting, and it is proposed that the final report of the task force be submitted in July, 1976.

#### Conclusions

The committee came to the following conclusions about the role and status of women in the profession.

- Women are greatly under-represented in management. Less than one percent of the managers and one percent of the assistant managers in the country are women.
- There are barriers to women entering the profession. The barriers are erected by both schools of public administration as well as managers who are recruiting staff.
- Once accepted into entry-level positions in the profession, women encounter other barriers to advancement. Many municipalities have built-in bias against promoting women within range of top-level positions. Women receive less informal grooming to prepare them to move into top-level positions. Women are frequently given assignments that reinforce traditional roles. And women also are often faced with higher standards of performance than men.

#### Recommendations for Immediate Action

Due to these factors and others, the committee is now making a series of recommendations for immediate action to the Executive Board. The committee's final report will contain recommendations of a more long-range nature.

Specifically, it is recommended that the Executive Board provide for:

- regular and/or special columns in various ICMA publications to include PM, Newsletter, Nuts & Bolts, either written by women or pointing out achievements of successful women in the public management field, and also to include recognition of local communities' contribution to affirmative action as well as biographical information of those women who now are full managers;



- o serious attention to the design and format of all ICMA publications to exclude language and graphics that imply only males can be managers;
- o recruiting qualified women to be on both national and state conference programs as key speakers and panel members; this requires encouragement from ICMA as a professional association as well as from individuals;
- o encouragement for the continuation of the Women's Network that was established at the Dallas Conference to include specific meetings in Seattle;
- o specific sessions at the Seattle Conference relating to the problems of women in the profession to include those that relate to both men and women;
- o encouragement by ICMA for women to attend the 1975 Conference
  - to include provisions for low-cost housing arrangements similar to those provided for students
  - possibility of honorariums or scholarships for those women who otherwise could not make it because of financial constraints;
- o create liaison with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, and other public interest groups to start an information program for elected officials, and to coordinate other women's task forces
  - formally at the executive director's level
  - informally by the professionals;
- o designate person responsible for getting news and feature stories to media (magazines, newspapers, radio, and TV) regarding women who have achieved in the profession, and
- o development of checklist for managers to assist them in determining their sensitivity to recruiting and promoting women in their organization (may be used as a session at Seattle Conference).

Recommendations: Long-Range

The above are the recommendations for immediate action of the committee. Developing the basis for long-range recommendations will require considerably more study and discussion with the membership. It is therefore recommended that the task force's life be extended to July 1976 to enable the task force to prepare an interim report for the July 1975 Executive Board meeting and submit a final report at the July 1976 meeting.

## APPENDIX B

### AGENDA COMMUNICATION

NO. 434

July 4-5, 1975

SUBJECT: SECOND INTERIM REPORT, TASK FORCE ON WOMEN IN THE PROFESSION

This communication transmits two recommendations of the Task Force on Women in the Profession. The recommendations are a follow-up to the interim report submitted to the Executive Board at its April 1975 meeting (see Agenda Communication No. 418). This communication also presents some proposed responses to the recommendations which are reflected in the budget and work program for 1975-76 also under consideration at this meeting.

#### Background

The recommendations of the task force are transmitted by the attached letter from Chairwoman Judith Mohr. They are based upon the discussion of the task force at its second meeting in Kansas City, Mo. The letter has been sent to each member of the task force. Any comments on the letter received by July 2, will be distributed to the Executive Board at the meeting.

#### Recommendations

There are two recommendations from the task force:

- ICMA should publish a Handbook to assist managers throughout the country in understanding and developing options in helping women in management; the approximate cost of such a handbook would be \$4,000; and,
- there should be set aside a specific amount of time by an ICMA staff member to assist women seeking to enter and progress in the profession.

#### Suggestions

In response to these two recommendations, the proposed budget and work program for 1975-76 accompanying this agenda propose:

- that in addition to the July PUBLIC MANAGEMENT--which will focus on women in the profession--a special MIS report be prepared with the help of the task force on ways for managers to assist women in local government;

- o that a staff member of the Membership Services Center be assigned, as one of her responsibilities, the task of working with women members of the profession.

These suggestions have been discussed with Chairwoman Mohr and meet with her approval.

Action Steps

In considering recommendations contained in the attached letter and in the proposed budget and work program for 1975-76, the Executive Board should approve or modify the above proposals.

## APPENDIX C

### EVENTS PROVIDING FORMAL AND INFORMAL AWARENESS TO THE ISSUE OF WOMEN IN THE PROFESSION

#### o Code of Ethics

Committee on Professional Conduct in their September Seattle meeting concluded:

--that the use of pronoun influences in the Code of Ethics should be changed to the neuter at such time as such amendments can be conveniently submitted to the membership in connection with another proposed amendment to the Code or the Constitution;

--committee directed that the entire publication of City Management Code of Ethics be modified at the time of its next printing to neuterize all such references in the Guidelines, Rules of Procedure, etc.

- o Serious attention is being given to changing the language and graphics in the Newsletter, Nuts & Bolts, PM, and other long-term publications such as the Supervisory Practices and the Green Books.
- o Special sessions were held at the 1975 Conference relating to concerns of women in the profession.
- o The 1975 International Conference included 18 women in key program slots.
- o Promotional items (buttons and T-shirts) were sold at the 1975 Conference to provide scholarship funds for women at future conferences and obtain visibility for the issue.
- o Membership of women in the Association has increased 34 percent in the last year.
- o The July issue of PM was devoted to women in management.
- o The Board in July 1975 approved funds for a MIS Report on the topic due in late 1976.
- o A slowly growing awareness on the part of the membership to aid in opening the profession by seriously recruiting women for upper-level management positions.
- o Attention by the Board to developing a way to broaden the representation on the ICMA Board to encompass segments of the profession previously not formally heard from.
- o Informal liaison with a number of the other public interest groups regarding their efforts on behalf of women including the American Society of Public Administration, National League of Cities, Municipal Finance Officers Association, and the National Training and Development Service.

APPENDIX D

U.S. DEPARTMENT OF LABOR  
EMPLOYMENT STANDARDS ADMINISTRATION

WOMEN'S BUREAU  
WASHINGTON, D.C. 20210

THE MYTH AND THE REALITY

The Myth

A woman's place is in the home.

Women aren't seriously attached to the labor force; they work only for extra pocket money.

Women are out ill more than male workers; they cost the company more.

The Reality

Homemaking in itself is no longer a full-time job for most people. Goods and services formerly produced in the home are now commercially available; laborsaving devices have lightened or eliminated much work around the home.

Today more than half of all women between 18 and 64 years of age are in the labor force, where they are making a substantial contribution to the nation's economy. Studies show that 9 out of 10 girls will work outside the home at some time in their lives.

Of the nearly 34 million women in the labor force in March, 1973, nearly half were working because of pressing economic need. They were either single, widowed, divorced, or separated or had husbands whose incomes were less than \$3,000 a year. Another 4.7 million had husbands with incomes between \$3,000 and \$7,000.<sup>1/</sup>

A recent Public Health Service study shows little difference in the absentee rate due to illness or injury: 5.6 days a year for women compared with 5.2 for men.

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<sup>1/</sup> The Bureau of Labor Statistics estimate for a low standard of living for an urban family of four was \$7,386 in autumn 1972. This estimate is for a family consisting of an employed husband aged 38, a wife not employed outside the home, an 8 year-old girl, and a 13 year-old boy.

Women don't work as long or as regularly as their male coworkers; their training is costly--and largely wasted.

Married women take jobs away from men; in fact, they ought to quit those jobs they now hold.

Women should stick to "women's jobs" and shouldn't compete for "men's jobs."

Women don't want responsibility on the job; they don't want promotions or job changes which add to their load.

A declining number of women leave work for marriage and children. But even among those who do leave, a majority return when their children are in school. Even with a break in employment, the average woman worker has a worklife expectancy of 25 years as compared with 43 years for the average male worker. The single woman averages 45 years in the labor force.

Studies on labor turnover indicate that net differences for men and women are generally small. In manufacturing industries the 1968 rates of accessions per 100 employees were 4.4 for men and 5.3 for women; the respective separation rates were 4.4 and 5.2.

There were 19.8 million married women (husbands present) in the labor force in March, 1973; the number of unemployed men was 2.5 million. If all the married women stayed home and unemployed men were placed in their jobs, there would be 17.3 million unfilled jobs.

Moreover, most unemployed men do not have the education or the skill to qualify for many of the jobs held by women, such as secretaries, teachers, and nurses.

Job requirements, with extremely rare exceptions, are unrelated to sex. Tradition rather than job content has led to labeling certain jobs as women's and others as men's. In measuring 22 inherent aptitudes and knowledge areas, a research laboratory found that there is no sex difference in 14, women excel in 6, and men excel in 2.

Relatively few women have been offered positions of responsibility. But when given these opportunities, women, like men, do cope with job responsibilities in addition to personal or family responsibilities. In 1973, 4.7 million women held professional and technical jobs, another 1.6 million worked as nonfarm managers and administrators. Many others held supervisory jobs at all levels in offices and factories.

The employment of mothers leads to juvenile delinquency.

Studies show that many factors must be considered when seeking the causes of juvenile delinquency. Whether or not a mother is employed does not appear to be a determining factor.

These studies indicate that it is the quality of a mother's care rather than the time consumed in such care which is of major significance.

Men don't like to work for women supervisors.

Most men who complain about women supervisors have never worked for a woman.

In one study where at least three-fourths of both the male and female respondents (all executives) had worked with women managers, their evaluation of women in management was favorable. On the other hand, the study showed a traditional/cultural bias among those who reacted unfavorably to women as managers.

In another survey in which 41 percent of the reporting firms indicated that they hired women executives, none rated their performance as unsatisfactory; 50 percent rated them adequate; 42 percent rated them the same as their predecessors; and 8 percent rated them better than their predecessors.

May 1974 (revised)

U.S. Government Printing Office: 1974 O-550-115

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For sale by the Superintendent of Documents  
U.S. Government Printing Office  
Washington, D.C. 20402 - Price 25 cents  
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Exhibit B –Task Force on Women in the Profession Survey



# ICMA

2013 ICMA TASK FORCE ON WOMEN SURVEY

◆ REPORT OF RESULTS ◆

AUGUST 2013



2955 Valmont Rd., Suite 300 • Boulder, Colorado 80301  
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## KEY FINDINGS

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### Background

The International City/County Management Association (ICMA), through its Task Force on Women in the Profession, collaborated with National Research Center, Inc. (NRC) to develop and implement an online survey of ICMA members regarding issues related to the status of women in local government. The 2013 ICMA Task Force on Women Survey was designed through an iterative process between NRC, the Task Force and other ICMA staff.

### Survey Methods

A total of 4,443 ICMA members, sampled from ICMA's database, were contacted via email to participate in the online survey; 1,162 completed the survey, yielding a response rate of 26%. Data from the online survey were downloaded by the Task Force and sent to NRC for processing and analysis.

### Margin of Error

It is customary to describe the precision of estimates made from surveys by a "level of confidence" and accompanying "confidence interval" (or margin of error). The 95 percent confidence interval for this survey is generally no greater than plus or minus 2.9 percentage points around any given percent reported for all survey respondents (1,162). (For comparisons among subgroups, the margin of error increases due to the smaller number of respondents in each subgroup.)

### About the Report

The survey results are shown in tables and charts in the body of the report and appendices. Most of the time, "don't know" responses are displayed only in *Appendix A: Complete Set of Survey Responses* and excluded elsewhere. In cases where more than 20% of respondents did not provide a response to a question, the proportion of missing responses either is noted or is included in the total.

When a figure for a question that only permitted a single response does not total to exactly 100%, it is due to the common practice of percentages being rounded to the nearest whole number.

Select survey questions were compared by geographic area and by demographic characteristics of survey respondents. These comparisons can be found in *Appendix B: Responses to Selected Survey Questions by Subgroups of Respondents*.

### Open-Ended Questions

Respondents were asked to write in responses for certain survey questions. Some of the responses were grouped by theme, and the aggregate data are presented in the body of the report. All write-in responses are presented verbatim under a separate cover in "Verbatim Responses to Open-Ended Questions."

## Highlights

### *Women showed different patterns of demographic characteristics than men.*

- ♦ Compared to their male counterparts, female respondents to the 2013 ICMA Task Force on Women Survey were more likely to be younger, non-white, unmarried and without children.
- ♦ Nine in ten male respondents reported being the primary income earner for their household, compared to three-quarters of female respondents. Men also tended to report a higher annual base salary than women, with 26% reporting earnings of \$150,000 or more, compared to 16% of women.
- ♦ Men reported being in local government longer, with 30% reporting a tenure of 30 years or more compared to just 14% of women.
- ♦ Women and men were similarly distributed across the five ICMA regions and represented urban and rural areas in similar proportions.

### *Female leadership remained less common than male leadership.*

- ♦ Four in ten survey respondents reported that their organization had ever had a female chief administrative officer or chief appointed official.
- ♦ Respondents reported that their organizations had, on average, two female elected officials for every 5.5 male elected officials.
- ♦ Similarly, organizations had an average of one female senior manager for every two male senior managers.
- ♦ Half of male respondents had turned down a senior management position, compared to a quarter of female respondents.
- ♦ Women, younger respondents, non-white respondents, lower earners and unmarried respondents were more likely to plan to seek a position with more responsibility in the future than were their counterparts.

### *Organizations engaged in a variety of gender diversity efforts.*

- ♦ Six in ten survey respondents reported that gender diversity was a “high priority” or a “medium priority” for their organization; one-quarter said it was “not a priority.” Men were more likely to say that gender diversity was a priority than were women.
- ♦ Gender diversity efforts tended to focus on recruitment, as well as mentoring, training and succession planning; just 6% of respondents reported that their organization had a formal diversity plan, committee or consultant.
- ♦ Most often, respondents said that their organization focused on candidates’ qualifications, regardless of gender, in their hiring practices. However, men were much more likely to give this response than were women.
- ♦ Two in five women said there were no gender diversity efforts promoted in their organization, while just one in five men gave this response.

*Women were more likely to experience gender bias in their careers in local government.*

- ♦ The most common form of gender bias reported by survey respondents was “other treatment or comments by commissioner/councilmember you felt to be inappropriate or disrespectful,” with 6 in 10 respondents indicating that such behavior had occurred at least once in their career.
- ♦ Two in five women reported experiencing gender bias for local government professionals in the hiring process and in career advancement opportunities, compared to 1 in 5 men.
- ♦ The largest gender difference was noted for being excluded from a professional organization, group, outing or event due to gender, with 31% of women reporting at least one occurrence compared to just 3% of men.

*Respondents cited age, gender and lack of opportunities as barriers to career advancement.*

- ♦ Eight in ten female respondents felt that women have more barriers to career advancement in local government than men, compared to 5 in 10 men.
- ♦ Of the 670 respondents providing a written response regarding the biggest obstacle to their career advancement so far, 20% cited lack of opportunities, low turnover and competition; 14% cited discrimination based on age, gender or race; and a similar proportion cited issues related to family, location/relocation and lack of education, experience, mentorship or succession planning.
- ♦ Of the 607 respondents providing a written response regarding potential barriers to their future career advancement, 30% cited discrimination (particularly age discrimination); 16% cited lack of opportunities, low turnover and competition; and a similar proportion mentioned issues related to location/relocation and lack of education, experience, mentorship or succession planning.
- ♦ Respondents were asked to consider which potential aspects of a senior management position would make them more or less likely to pursue the opportunity. Respondents cited the belief that they would not be given fair consideration as the primary characteristic that would make them less likely to pursue a senior management position; they cited financial impact as the top characteristic that would make them more likely to pursue such a position.
- ♦ When asked what kind of training or support they needed from ICMA, respondents most often mentioned training related to career development (24%), followed by diversity (17%) and practical skills such as budgeting and stakeholder engagement (17%).

*Respondents' experiences differed by geographic region.*

- ♦ When results were compared by ICMA region membership, respondents from the West Coast and Northeast regions were more likely to report that their organization had had a female chief administrative officer or chief appointed official, compared to those from the Southeast, Midwest and Mountain Plains regions.
- ♦ Similarly, those from the West Coast region reported a higher proportion of female elected officials and senior managers than did their colleagues from other areas in the country.
- ♦ West Coast respondents also were more likely to report experiencing bias due to assumptions about sexual orientation and other treatment or comments by a supervisor felt to be inappropriate or disrespectful.
- ♦ Organizations' prioritization of gender diversity was not significantly different between regions.

## SURVEY RESPONDENT PROFILE

The following figures display the demographic characteristics of those responding to the 2013 ICMA Task Force on Women Survey.

### Respondent Gender

| Are you female or male? | Percent of respondents |
|-------------------------|------------------------|
| Female                  | 20%                    |
| Male                    | 69%                    |
| No response given       | 11%                    |
| Total                   | 100%                   |

### Respondent Age

| Please indicate your age group | Female | Male | Overall |
|--------------------------------|--------|------|---------|
| 18-24                          | 1%     | 0%   | 0%      |
| 25-34                          | 17%    | 9%   | 10%     |
| 35-54                          | 64%    | 51%  | 49%     |
| 55+                            | 18%    | 39%  | 31%     |
| No response given              | 0%     | 0%   | 11%     |
| Total                          | 100%   | 100% | 100%    |

### Respondent Race/Ethnicity

| What is your race/ethnicity?  | Female | Male | Overall |
|-------------------------------|--------|------|---------|
| Native American               | 1%     | 0%   | 0%      |
| Hispanic                      | 5%     | 2%   | 3%      |
| Asian or Pacific Islander     | 2%     | 1%   | 1%      |
| White, not of Hispanic origin | 85%    | 91%  | 80%     |
| Black, not of Hispanic origin | 6%     | 4%   | 4%      |
| No response given             | 0%     | 1%   | 11%     |
| Total                         | 100%   | 100% | 100%    |

### Respondent Relationship/Marital Status

| Which of the following best describes your current relationship/marital status? | Female | Male | Overall |
|---|--------|------|---------|
| Single  | 21%    | 6%   | 8%      |
| Divorced  | 11%    | 5%   | 5%      |
| Married   | 64%    | 89%  | 74%     |
| Civil union/domestic partnership  | 4%     | 1%   | 2%      |
| No response given   | 0%     | 0%   | 10%     |
| Total   | 100%   | 100% | 100%    |

**Multiple Household Incomes**

| Are there two incomes in your household? | Female | Male | Overall |
|--|--------|------|---------|
| Yes                                      | 67%    | 62%  | 56%     |
| No                                       | 33%    | 37%  | 33%     |
| No response given                        | 0%     | 1%   | 11%     |
| Total                                    | 100%   | 100% | 100%    |

**Children in Household**

| Do any children under 18 in your household? | Female | Male | Overall |
|---|--------|------|---------|
| Yes   | 37%    | 45%  | 38%     |
| No  | 63%    | 54%  | 50%     |
| No response given                           | 0%     | 1%   | 11%     |
| Total                                       | 100%   | 100% | 100%    |

**Primary Household Earner**

| Are you the primary income earner in your household? | Female | Male | Overall |
|--|--------|------|---------|
| Yes  | 74%    | 91%  | 78%     |
| No   | 26%    | 8%   | 11%     |
| No response given                                    | 0%     | 1%   | 11%     |
| Total  | 100%   | 100% | 100%    |

**Respondent Salary**

| Which of the following categories includes your current salary? | Female | Male | Overall |
|---|--------|------|---------|
| Less than \$35,000  | 1%     | 0%   | 0%      |
| \$35,000-\$49,999   | 5%     | 2%   | 2%      |
| \$50,000-\$74,999   | 18%    | 10%  | 11%     |
| \$75,000-\$99,999   | 25%    | 17%  | 17%     |
| \$100,000-\$149,999   | 34%    | 43%  | 36%     |
| \$150,000-\$199,999   | 13%    | 20%  | 17%     |
| \$200,000+  | 3%     | 6%   | 5%      |
| No response given   | 0%     | 1%   | 11%     |
| Total   | 100%   | 100% | 100%    |

**Respondent Job Tenure**

| Please indicate the number of years of your professional experience. | Female | Male | Overall |
|--|--------|------|---------|
| Number of years in current position                                  | 5.0    | 7.1  | 6.6     |
| Number of years in local government                                  | 17.2   | 22.6 | 21.3    |



**Jurisdiction Type**

| Jurisdiction type       | Female | Male | Overall |
|-------------------------|--------|------|---------|
| City/Town               | 81%    | 88%  | 86%     |
| County                  | 16%    | 11%  | 12%     |
| Councils of Governments | 2%     | 0%   | 1%      |
| No response given       | 1%     | 1%   | 1%      |
| Total                   | 100%   | 100% | 100%    |

**Jurisdiction Population**

| Jurisdiction population | Female | Male | Overall |
|-------------------------|--------|------|---------|
| Over 1,000,000          | 3%     | 0%   | 1%      |
| 500,000 - 1,000,000     | 4%     | 1%   | 2%      |
| 250,000 - 499,999       | 5%     | 3%   | 4%      |
| 100,000 - 249,999       | 13%    | 10%  | 11%     |
| 50,000 - 99,999         | 14%    | 15%  | 15%     |
| 25,000 - 49,999         | 20%    | 19%  | 19%     |
| 10,000 - 24,999         | 23%    | 22%  | 22%     |
| 5,000 - 9,999           | 7%     | 14%  | 12%     |
| 2,500 - 4,999           | 5%     | 8%   | 7%      |
| Under 2,500             | 3%     | 4%   | 4%      |
| No response given       | 3%     | 2%   | 2%      |
| Total                   | 100%   | 100% | 100%    |

**ICMA Region Membership**

| Region                 | Female | Male | Overall |
|------------------------|--------|------|---------|
| Northeast region       | 8%     | 13%  | 12%     |
| Southeast region       | 26%    | 23%  | 24%     |
| Midwest region         | 26%    | 25%  | 25%     |
| Mountain Plains region | 20%    | 24%  | 23%     |
| West Coast region      | 19%    | 14%  | 15%     |
| No response given      | 1%     | 1%   | 1%      |
| Total                  | 100%   | 100% | 100%    |

**Area Type**

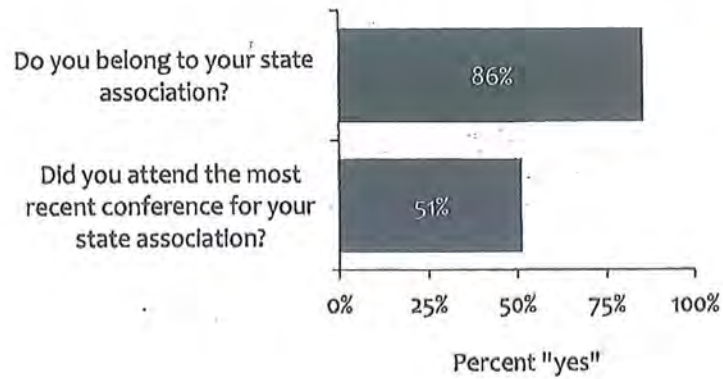
| Area type         | Female | Male | Overall |
|-------------------|--------|------|---------|
| Urban             | 90%    | 88%  | 88%     |
| Rural             | 7%     | 10%  | 10%     |
| No response given | 3%     | 2%   | 2%      |
| Total             | 100%   | 100% | 100%    |

## SURVEY RESULTS

The following figures display responses to the 2013 ICMA Task Force on Women Survey. For a full set of survey responses, see *Appendix A: Complete Set of Survey Responses*.

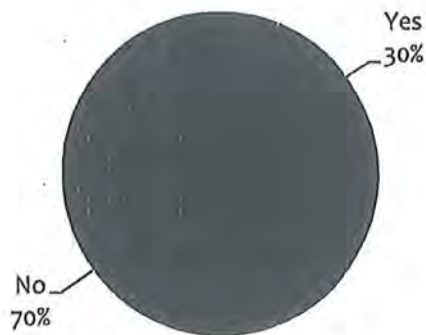
**Figure 1: State Association Status**

Please indicate your current status with your state association.

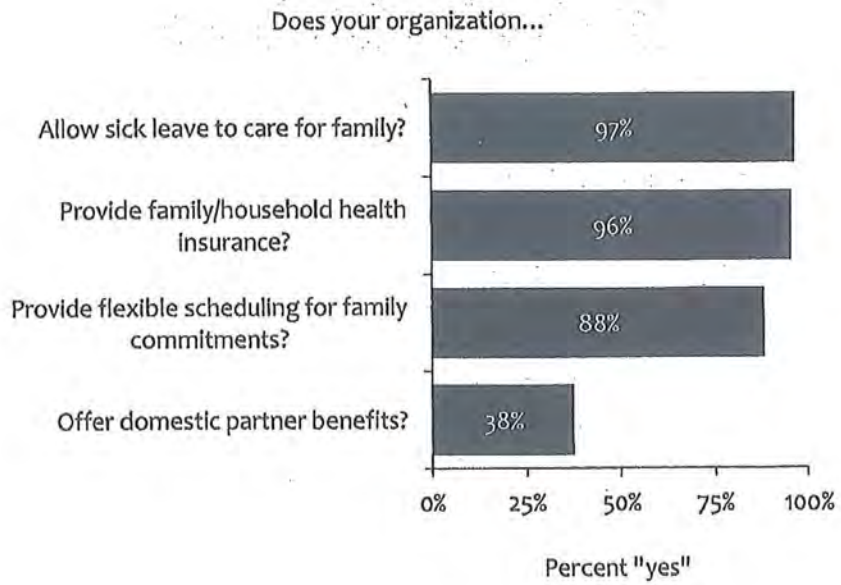


**Figure 2: Hiring via Professional Recruitment**

When you were hired, was a professional recruiter involved?



**Figure 3: Organization Benefits**



**Figure 4: Female CAO**

Has your organization ever had a female chief administrative officer/chief appointed official, such as a city, town, or county manager?

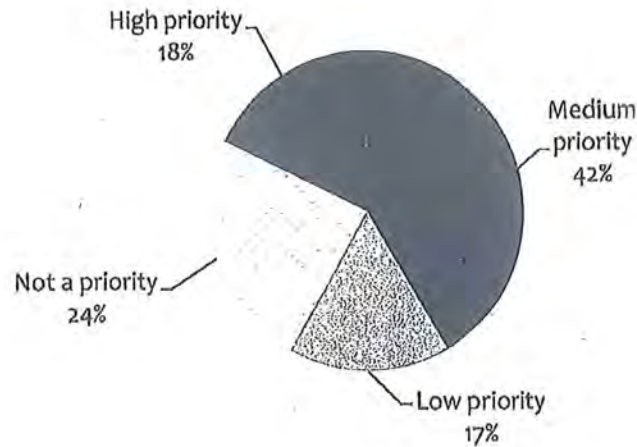


**Figure 5: Gender Breakdown of Elected Officials and Senior Management**

| Please indicate the number of individuals in your organization in the following categories | Average number |
|--|----------------|
| Number of female elected officials (or equivalent body)                                    | 2.0            |
| Number of male elected officials (or equivalent body)                                      | 5.5            |
| Number of female senior managers (department heads, assistants)                            | 4.1            |
| Number of male senior managers (department heads, assistants)                              | 7.8            |

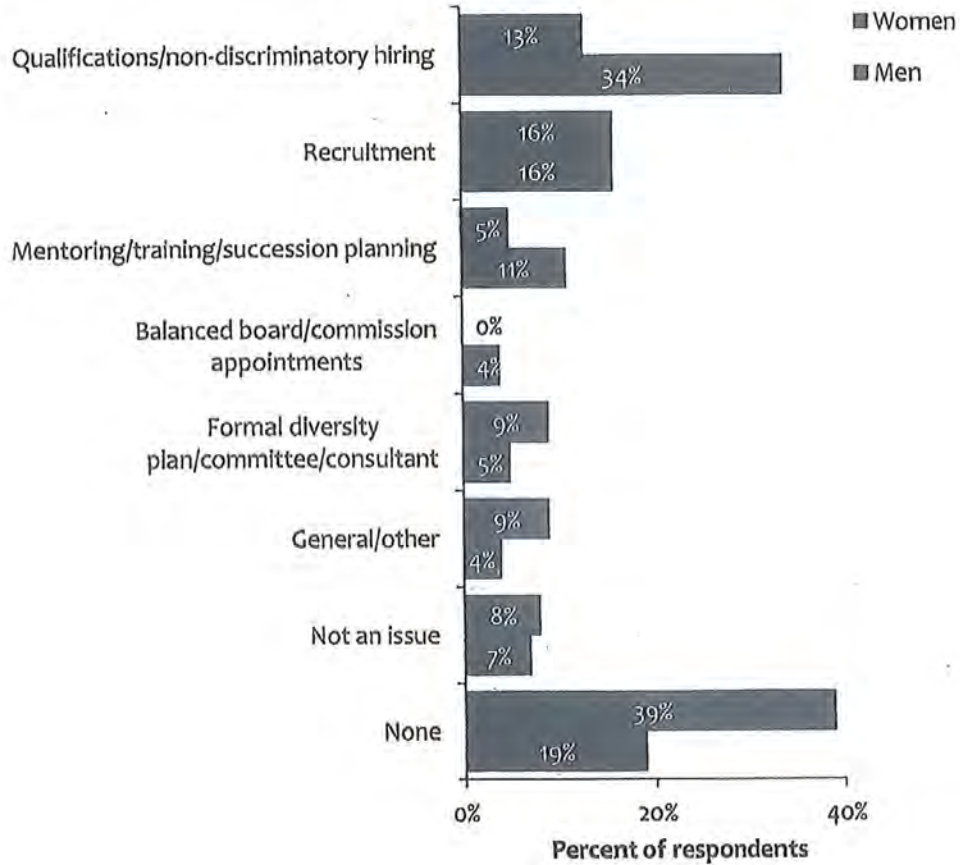
**Figure 6: Organization Priorities**

To what extent, if at all, is gender diversity a priority for your organization?



**Figure 7: Gender Diversity Efforts**

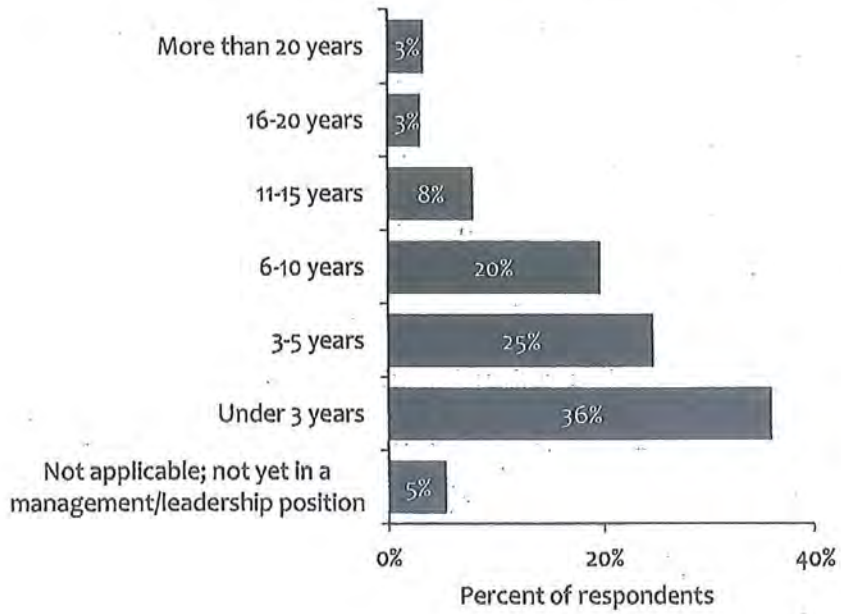
Please describe any gender diversity efforts your organization is using.



*Note. The categories above were derived by grouping respondents' write-in responses by theme. For a full list of responses in each category, refer to "Verbatim Responses to Open-Ended Questions" under a separate cover. The figure presents the number of responses in each category as a proportion of the 327 respondents who provided an answer to the question (72% of the total sample did not provide an answer to this question).*

**Figure 8: Years in Local Government Prior to Management Position**

How many years did you work in local government before assuming a management/leadership position?



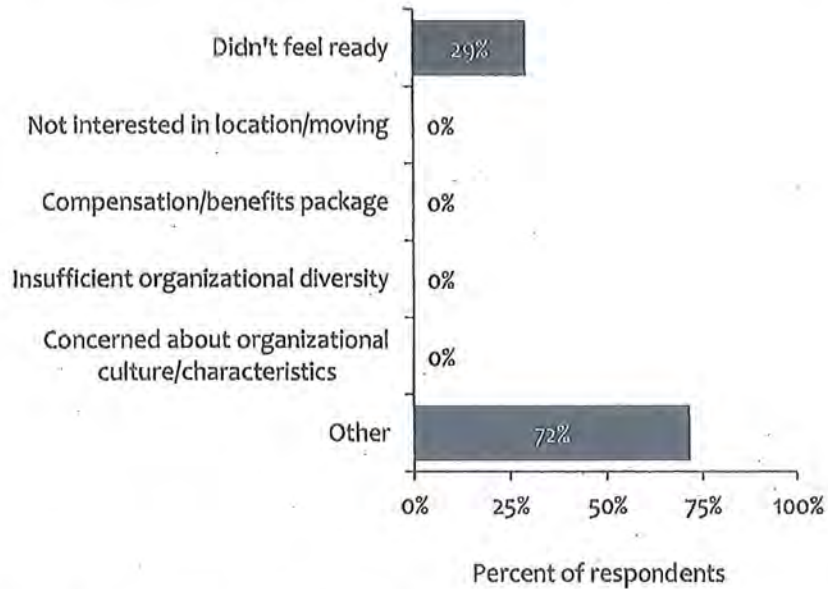
**Figure 9: Refusing Senior Management Positions**

Have you ever turned down a senior management (City Manager, Assistant City Manager, Department Head) position?



**Figure 10: Reasons for Refusing Position**

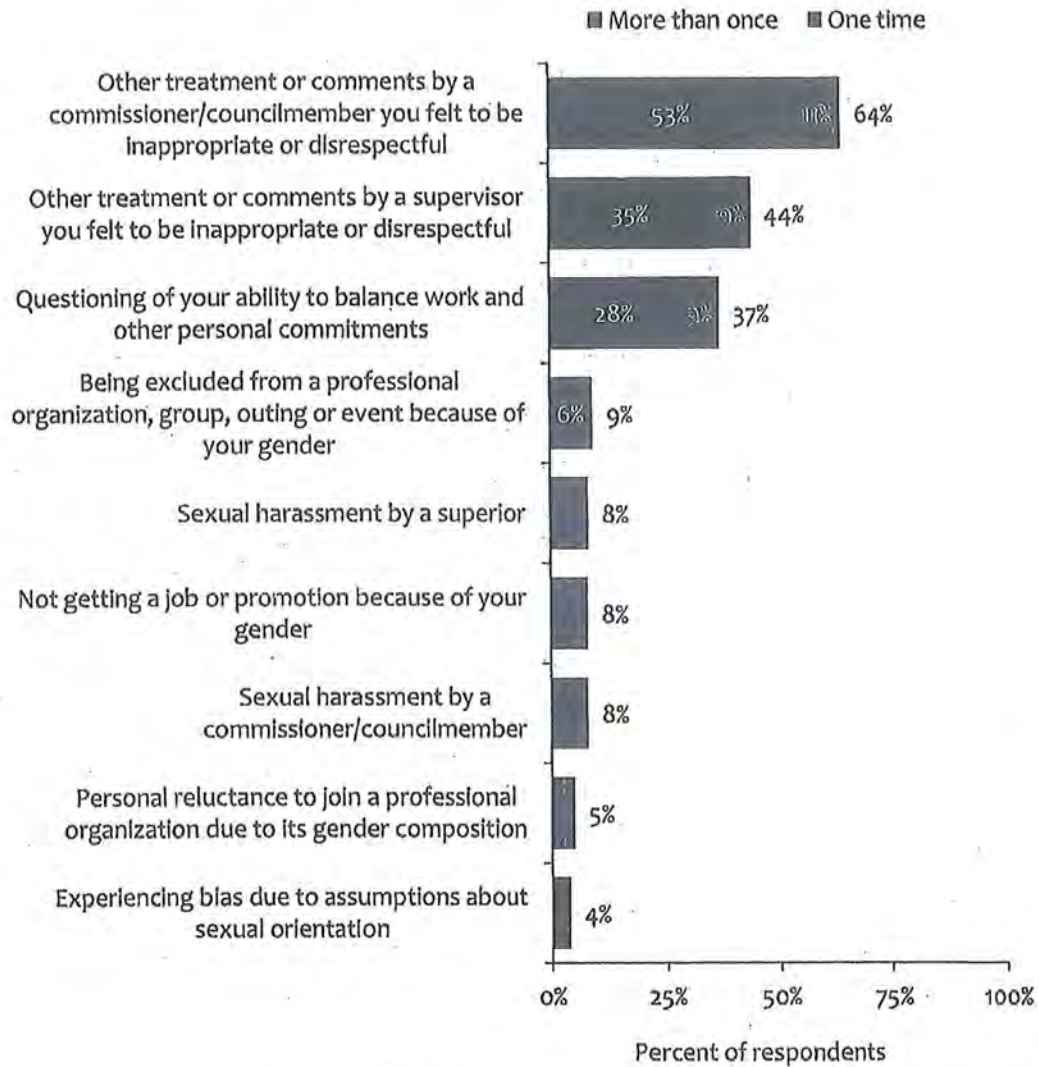
Which of the following reasons describe your reasons for turning down a senior management position in the past? (Please check all that apply.)



*Note. Respondents selecting "other" could write in an additional category. These write-in responses can be found in "Verbatim Responses to Open-Ended Questions" under a separate cover.  
Total may exceed 100% as respondents could select multiple categories.*

**Figure 11: Experiences with Gender Bias**

Please indicate how frequently, if ever, you have experienced each of the following in your career in local government.

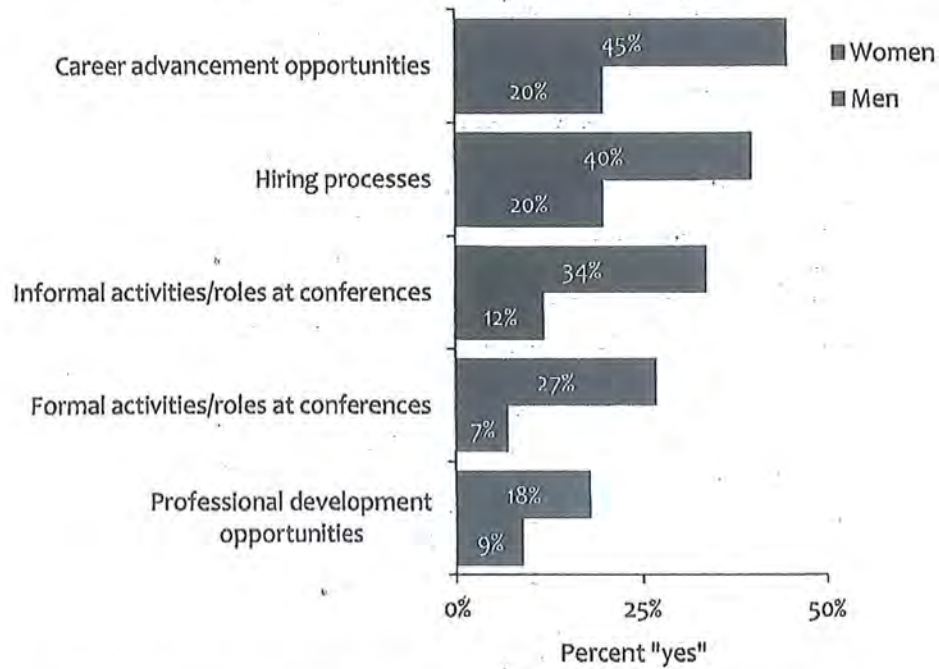


*Note. Respondents who answered "once" or "more than once" to "Not getting a job or promotion because of your gender" were asked to explain their response. A list these responses can be found in "Verbatim Responses to Open-Ended Questions" under a separate cover.*



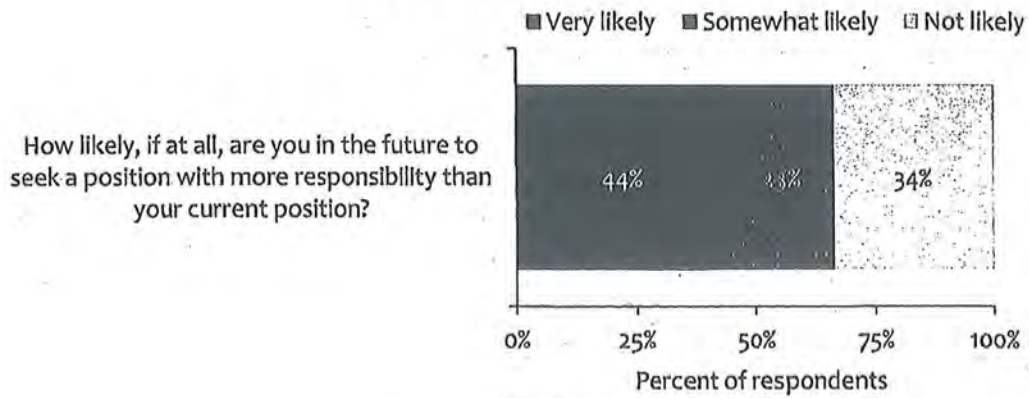
**Figure 12: Gender Biases in Local Government**

Have you observed gender bias for local government professionals in any of the following areas?



*Note. For this question, "don't know" responses were included in the analysis and were grouped with "no" responses.*

**Figure 13: Career Goals**



**Figure 14: Potential Influences on Career Goals**

To what extent would each of the following potential aspects of a senior management (City Manager, ACM, Department Head) position would make you more likely, neither more nor less likely or less likely to pursue the opportunity?

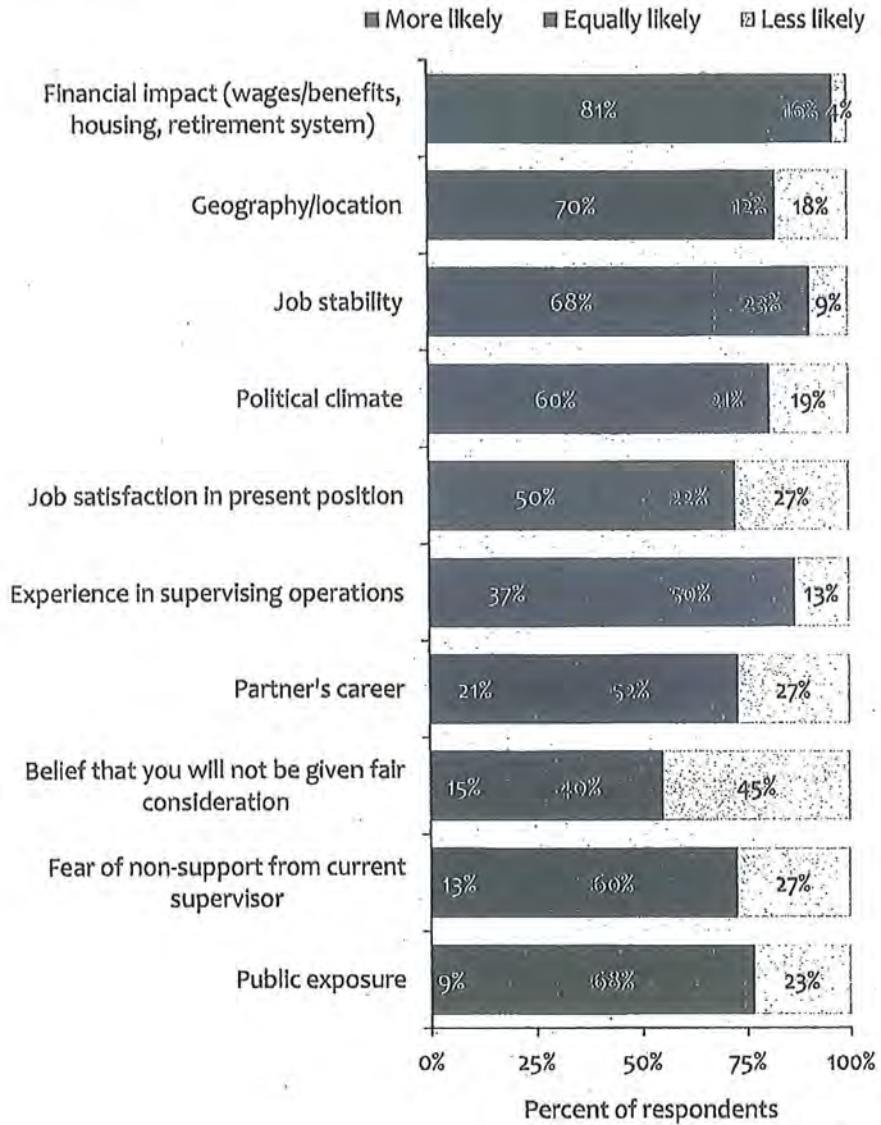
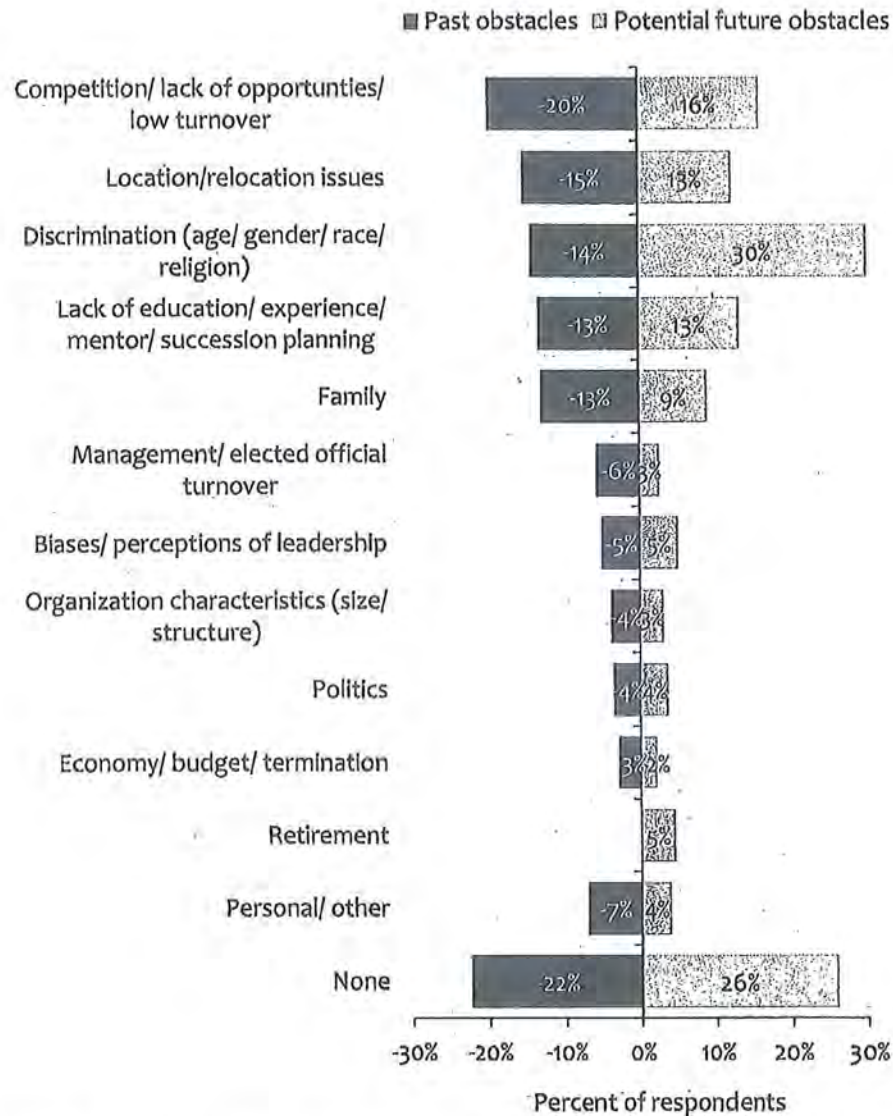


Figure 15: Obstacles to Career Advancement



*Note: "Past obstacles" refers to the question, "What, if anything, has been the biggest obstacle to your career advancement so far?" "Potential future obstacles" refers to the question, "What barriers, if any, do you see to your future career advancement?" The categories above were derived by grouping respondents' write-in answers by theme. For a full list of write-in responses, see "Verbatim Responses to Open-Ended Questions" under a separate cover. The figure presents the number of responses in each category as a proportion of only the respondents who provided an answer to the questions (approximately 40% of the total sample did not provide an answer to these questions). Total may exceed 100% as verbatim responses could be coded into multiple categories.*

Figure 16: Barriers to Career Advancement for Men Versus Women

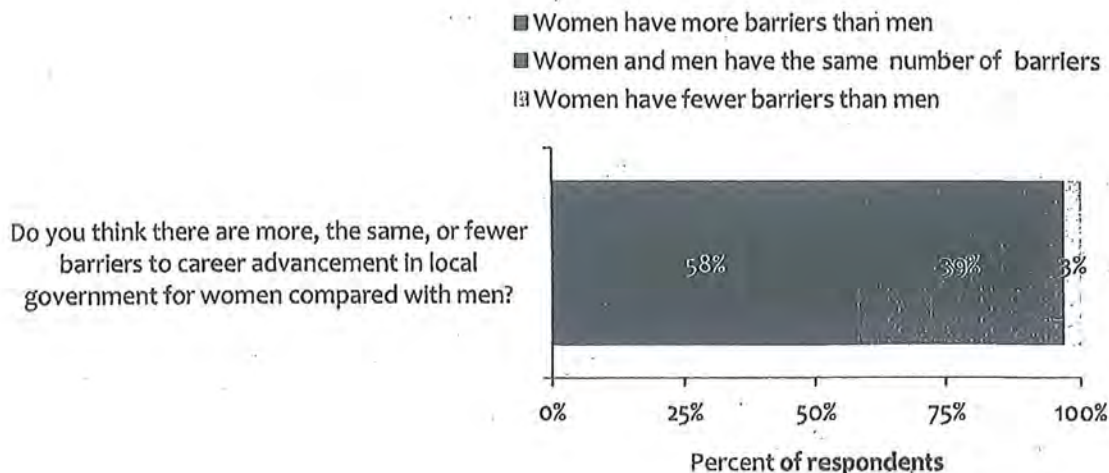
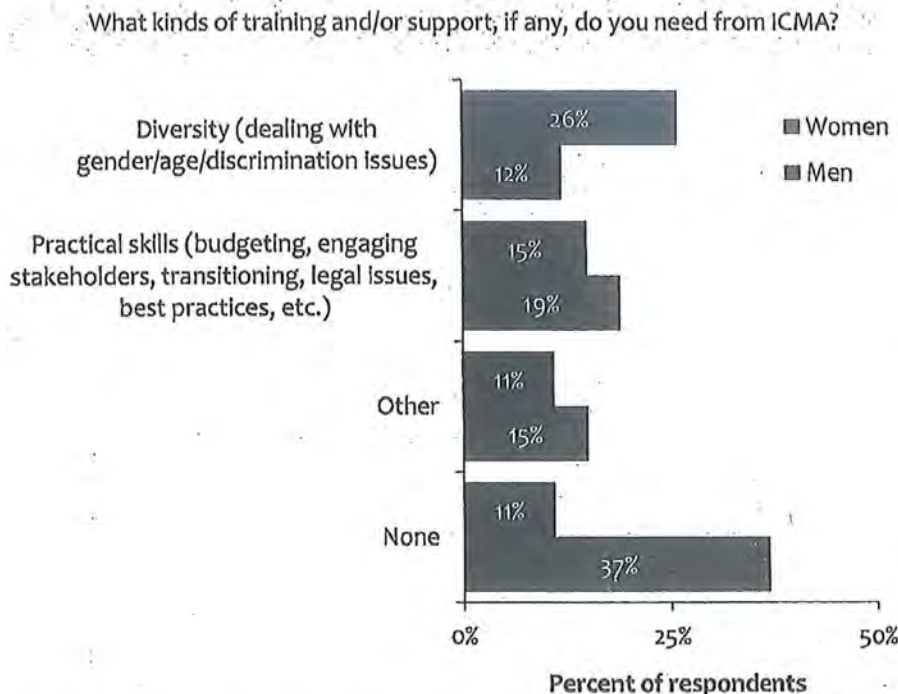


Figure 17: ICMA Training and Support



*Note. The categories above were derived by grouping respondents' write-in responses by theme. For a full list of responses in each category, refer to "Verbatim Responses to Open-Ended Questions" under a separate cover.*

## APPENDIX A: COMPLETE SET OF SURVEY RESPONSES

The full set of responses to each survey question is displayed in the tables in this appendix. Many survey questions included a "don't know" response option. Most of the analyses in the body of the report were for respondents who had an opinion. Eliminating "don't know" responses allows for easier comparison between evaluative responses. Two sets of tables are provided in this appendix; the first with the "don't know" responses excluded, to show the proportion of respondents with an opinion giving a response; and the second with the "don't know" responses included, to allow examination of the magnitude of unfamiliarity with certain items.

### Survey Responses without "Don't know"

The following pages contain a complete set of responses to each question on the survey, excluding the "don't know" responses.

#### Question 1

| Please Indicate your current status with your state association.      | Yes | No  | Total |
|---|-----|-----|-------|
| Do you belong to your state association?                              | 86% | 14% | 100%  |
| Did you attend the most recent conference for your state association? | 51% | 49% | 100%  |

#### Question 2

| When you were hired, was a professional recruiter involved? | Percent of respondents |
|---|------------------------|
| Yes   | 30%                    |
| No  | 70%                    |
| Total   | 100%                   |

#### Question 3

| Does your organization...                           | Yes | No  | Total |
|---|-----|-----|-------|
| Offer domestic partner benefits?                    | 38% | 62% | 100%  |
| Provide family/household health insurance?          | 96% | 4%  | 100%  |
| Allow sick leave to care for family?                | 97% | 3%  | 100%  |
| Provide flexible scheduling for family commitments? | 88% | 12% | 100%  |

#### Question 4

| Has your organization ever had a female chief administrative officer/chief appointed official, such as a city, town, or county manager? | Percent of respondents |
|---|------------------------|
| Yes   | 39%                    |
| No  | 61%                    |
| Total   | 100%                   |

**Question 5**

| Please indicate the number of individuals in your organization in the following categories | Average number |
|--|----------------|
| Number of female elected officials (or equivalent body)                                    | 2.0            |
| Number of male elected officials (or equivalent body)                                      | 5.5            |
| Number of female senior managers (department heads, assistants)                            | 4.1            |
| Number of male senior managers (department heads, assistants)                              | 7.8            |

**Question 6**

| To what extent, if at all, is gender diversity a priority for your organization? | Percent of respondents |
|--|------------------------|
| High priority  | 18%                    |
| Medium priority  | 42%                    |
| Low priority   | 17%                    |
| Not a priority   | 24%                    |
| Total  | 100%                   |

**Question 7**

| Please describe any gender diversity efforts your organization is using. | Percent of respondents |
|--|------------------------|
| Qualifications/non-discriminatory hiring                                 | 29%                    |
| Recruitment  | 16%                    |
| Mentoring/training/succession planning                                   | 9%                     |
| Balanced board/commission appointments                                   | 3%                     |
| Formal diversity plan/committee/consultant                               | 6%                     |
| General/other  | 6%                     |
| Not an issue   | 8%                     |
| None   | 23%                    |
| Total  | 100%                   |

*Note. The table presents the number of responses in each category as a proportion of the 327 respondents who provided an answer to the question (72% of the total sample did not provide an answer to this question).*

**Question 8**

| How many years did you work in local government before assuming a management/leadership position? | Percent of respondents |
|---|------------------------|
| Under 3 years   | 38%                    |
| 3-5 years   | 26%                    |
| 6-10 years  | 21%                    |
| 11-15 years   | 8%                     |
| 16-20 years   | 3%                     |
| More than 20 years  | 3%                     |
| Total   | 100%                   |

**Question 9**

| Have you ever turned down a senior management (City Manager, Assistant City Manager, Department Head) position? | Percent of respondents |
|---|------------------------|
| Yes   | 43%                    |
| No  | 57%                    |
| Total   | 100%                   |

**Question 10**

| Which of the following reasons describe your reasons for turning down a senior management position in the past? (Please check all that apply.) | Percent of respondents |
|--|------------------------|
| Didn't feel ready  | 29%                    |
| Not interested in location/moving  | 0%                     |
| Compensation/benefits package  | 0%                     |
| Insufficient organizational diversity  | 0%                     |
| Concerned about organizational culture/characteristics   | 0%                     |
| Other  | 72%                    |
| Total  | 100%                   |

*Total may exceed 100% as respondents could select more than one answer.*

**Question 11**

| What, if anything, has been the biggest obstacle to your career advancement so far? | Percent of respondents |
|---|------------------------|
| Discrimination (age/gender/race/religion)   | 14%                    |
| Competition/lack of opportunities/low turnover                                      | 20%                    |
| Economy/budget/termination  | 3%                     |
| Lack of education/experience/mentor/succession planning                             | 13%                    |
| Family  | 13%                    |
| Location/relocation issues  | 15%                    |
| Management/elected official turnover  | 6%                     |
| Politics  | 4%                     |
| Organization characteristics (size/structure)                                       | 4%                     |
| Biases/perceptions of leadership  | 5%                     |
| Personal/other  | 7%                     |
| No obstacles  | 22%                    |
| Total   | 100%                   |

*Note. The table presents the number of responses in each category as a proportion of the 670 respondents who provided an answer to the question (42% of the total sample did not provide an answer to this question).*

**Question 12**

| Please indicate how frequently, if ever, you have experienced each of the following in your career in local government. | More than once | One time | Never | Total |
|---|----------------|----------|-------|-------|
| Sexual harassment by a superior   | 4%             | 4%       | 92%   | 100%  |
| Other treatment or comments by a supervisor you felt to be inappropriate or disrespectful                               | 35%            | 9%       | 56%   | 100%  |
| Sexual harassment by a commissioner/councilmember   | 3%             | 4%       | 92%   | 100%  |
| Other treatment or comments by a commissioner/councilmember you felt to be inappropriate or disrespectful               | 53%            | 11%      | 36%   | 100%  |
| Questioning of your ability to balance work and other personal commitments  | 28%            | 9%       | 63%   | 100%  |
| Experiencing bias due to assumptions about sexual orientation   | 3%             | 1%       | 96%   | 100%  |
| Being excluded from a professional organization, group, outing or event because of your gender                          | 6%             | 3%       | 91%   | 100%  |
| Personal reluctance to join a professional organization due to its gender composition                                   | 3%             | 2%       | 95%   | 100%  |
| Not getting a job or promotion because of your gender   | 3%             | 4%       | 92%   | 100%  |

**Question 13**

| Have you observed gender bias for local government professionals in any of the following areas? | Yes | No  | Total |
|---|-----|-----|-------|
| Formal activities/roles at conferences  | 12% | 88% | 100%  |
| Informal activities/roles at conferences  | 17% | 83% | 100%  |
| Professional development opportunities  | 11% | 89% | 100%  |
| Hiring processes  | 24% | 76% | 100%  |
| Career advancement opportunities  | 25% | 75% | 100%  |

**Question 14**

| How likely, if at all, are you in the future to seek a position with more responsibility than your current position? | Percent of respondents |
|--|------------------------|
| Very likely  | 44%                    |
| Somewhat likely  | 23%                    |
| Not likely   | 34%                    |
| Total  | 100%                   |



**Question 15**

| To what extent would each of the following potential aspects of a senior management (City Manager, ACM, Department Head) position make you more likely, neither more nor less likely or less likely to pursue the opportunity? | More likely | Equally likely | Less likely | Total |
|--|-------------|----------------|-------------|-------|
| Partner's career   | 21%         | 52%            | 27%         | 100%  |
| Geography/location   | 70%         | 12%            | 18%         | 100%  |
| Public exposure  | 9%          | 68%            | 23%         | 100%  |
| Job stability  | 68%         | 23%            | 9%          | 100%  |
| Financial Impact (wages/benefits, housing, retirement system)  | 81%         | 16%            | 4%          | 100%  |
| Political climate  | 60%         | 21%            | 19%         | 100%  |
| Job satisfaction in present position   | 50%         | 22%            | 27%         | 100%  |
| Belief that you will not be given fair consideration   | 15%         | 40%            | 45%         | 100%  |
| Experience in supervising operations   | 37%         | 50%            | 13%         | 100%  |
| Fear of non-support from current supervisor  | 13%         | 60%            | 27%         | 100%  |

**Question 16**

| What barriers, if any, do you see to your future career advancement? | Percent of respondents |
|--|------------------------|
| Discrimination (age/gender/race/religion)                            | 30%                    |
| Competition/lack of opportunities/low turnover                       | 16%                    |
| Economy/budget/termination   | 2%                     |
| Lack of education/experience/mentor/succession planning              | 13%                    |
| Family   | 9%                     |
| Retirement   | 5%                     |
| Location/relocation issues   | 13%                    |
| Management/elected official turnover                                 | 3%                     |
| Politics   | 4%                     |
| Organization characteristics (size/structure)                        | 3%                     |
| Biases/perceptions of leadership                                     | 5%                     |
| Personal/other   | 4%                     |
| No barriers  | 26%                    |
| Total  | 100%                   |

*Note. The table presents the number of responses in each category as a proportion of the 607 respondents who provided an answer to the question (48% of the total sample did not provide an answer to this question).*

**Question 17**

| Do you think there are more, the same, or fewer barriers to career advancement in local government for women compared with men? | Percent of respondents |
|---|------------------------|
| Women have more barriers than men   | 58%                    |
| Women and men have the same number of barriers  | 39%                    |
| Women have fewer barriers than men  | 3%                     |
| Total   | 100%                   |

**Question 18**

| What kinds of training and/or support, if any, do you need from ICMA?                                  | Percent of respondents |
|--|------------------------|
| Diversity (dealing with gender/age/discrimination issues)  | 17%                    |
| Career development (negotiating, mentoring, interview skills, resume writing, certification, etc.)     | 24%                    |
| Practical skills (budgeting, engaging stakeholders, transitioning, legal issues, best practices, etc.) | 17%                    |
| Other  | 13%                    |
| None needed  | 28%                    |
| <b>Total</b>   | <b>100%</b>            |

*Note. The table presents the number of responses in each category as a proportion of the 350 respondents who provided an answer to the question (70% of the total sample did not provide an answer to this question).*

### Survey Responses with "Don't know"

The following pages contain a complete set of responses to each question on the survey, including the "don't know" responses. The percent of respondents giving a particular response is shown followed by the number of respondents.

#### Question 1

| Please indicate your current status with your state association.      |              |              |       |        |
|---|--------------|--------------|-------|--------|
|   | Yes          | No           | Total |        |
| Do you belong to your state association?                              | 86%<br>N=996 | 14%<br>N=164 | 100%  | N=1160 |
| Did you attend the most recent conference for your state association? | 51%<br>N=583 | 49%<br>N=550 | 100%  | N=1133 |

#### Question 2

| When you were hired, was a professional recruiter involved? |         |        |
|---|---------|--------|
|   | Percent | Number |
| Yes   | 30%     | N=345  |
| No  | 70%     | N=812  |
| Don't know/can't remember                                   | 0%      | N=3    |
| Total   | 100%    | N=1160 |

#### Question 3

| Does your organization...                           |               |              |             |                |
|---|---------------|--------------|-------------|----------------|
|   | Yes           | No           | Don't know  | Total          |
| Offer domestic partner benefits?                    | 34%<br>N=394  | 57%<br>N=653 | 9%<br>N=106 | 100%<br>N=1153 |
| Provide family/household health insurance?          | 96%<br>N=1109 | 4%<br>N=47   | 0%<br>N=2   | 100%<br>N=1158 |
| Allow sick leave to care for family?                | 96%<br>N=1114 | 3%<br>N=35   | 1%<br>N=8   | 100%<br>N=1157 |
| Provide flexible scheduling for family commitments? | 87%<br>N=1004 | 11%<br>N=132 | 2%<br>N=18  | 100%<br>N=1154 |

**Question 4**

| Has your organization ever had a female chief administrative officer/ chief appointed official, such as a city, town, or county manager? | Percent | Number |
|--|---------|--------|
| Yes  | 37%     | N=410  |
| No   | 59%     | N=649  |
| Don't know   | 3%      | N=36   |
| Total  | 100%    | N=1095 |

**Question 5**

| Please indicate the number of individuals in your organization in the following categories | Average number |
|--|----------------|
| Number of female elected officials (or equivalent body)                                    | 2.0            |
| Number of male elected officials (or equivalent body)                                      | 5.5            |
| Number of female senior managers (department heads, assistants)                            | 4.1            |
| Number of male senior managers (department heads, assistants)                              | 7.8            |

**Question 6**

| To what extent, if at all, is gender diversity a priority for your organization? | Percent | Number |
|--|---------|--------|
| High priority  | 16%     | N=173  |
| Medium priority  | 38%     | N=408  |
| Low priority   | 15%     | N=162  |
| Not a priority   | 22%     | N=234  |
| Don't know   | 10%     | N=108  |
| Total  | 100%    | N=1085 |

**Question 7**

| Please describe any gender diversity efforts your organization is using. | Percent | Number |
|--|---------|--------|
| Qualifications/non-discriminatory hiring                                 | 29%     | N=95   |
| Recruitment  | 16%     | N=52   |
| Mentoring/training/succession planning                                   | 9%      | N=30   |
| Balanced board/commission appointments                                   | 3%      | N=10   |
| Formal diversity plan/committee/consultant                               | 6%      | N=20   |
| General/other  | 6%      | N=18   |
| Not an issue   | 8%      | N=26   |
| None   | 23%     | N=76   |
| Total  | 100%    | N=327  |

*Note. The table presents the number of responses in each category as a proportion of the 327 respondents who provided an answer to the question (72% of the total sample did not provide an answer to this question).*

**Question 8**

| How many years did you work in local government before assuming a management/leadership position? | Percent | Number |
|---|---------|--------|
| Not applicable; not yet in a management/leadership position                                       | 5%      | N=58   |
| Under 3 years   | 36%     | N=390  |
| 3-5 years   | 25%     | N=269  |
| 6-10 years  | 20%     | N=214  |
| 11-15 years   | 8%      | N=87   |
| 16-20 years   | 3%      | N=33   |
| More than 20 years  | 3%      | N=36   |
| Total   | 100%    | N=1087 |

**Question 9**

| Have you ever turned down a senior management (City Manager, Assistant City Manager, Department Head) position? | Percent | Number |
|---|---------|--------|
| Yes   | 43%     | N=465  |
| No  | 57%     | N=621  |
| Total   | 100%    | N=1086 |

**Question 10**

| Which of the following reasons describe your reasons for turning down a senior management position in the past? (Please check all that apply.) | Percent | Number |
|--|---------|--------|
| Didn't feel ready  | 29%     | N=38   |
| Not interested in location/moving  | 0%      | N=0    |
| Compensation/benefits package  | 0%      | N=0    |
| Insufficient organizational diversity  | 0%      | N=0    |
| Concerned about organizational culture/characteristics   | 0%      | N=0    |
| Other  | 72%     | N=93   |
| Total  | 100%    | N=130  |

*Total may exceed 100% as respondents could select more than one answer.*

**Question 11**

| What, if anything, has been the biggest obstacle to your career advancement so far? | Percent | Number |
|---|---------|--------|
| Discrimination (age/gender/race/religion)   | 14%     | N=95   |
| Competition/lack of opportunities/low turnover                                      | 20%     | N=132  |
| Economy/budget/termination  | 3%      | N=20   |
| Lack of education/experience/mentor/succession planning                             | 13%     | N=89   |
| Family  | 13%     | N=86   |
| Location/relocation issues  | 15%     | N=102  |
| Management/elected official turnover  | 6%      | N=37   |
| Politics  | 4%      | N=24   |
| Organization characteristics (size/structure)                                       | 4%      | N=25   |
| Biases/perceptions of leadership  | 5%      | N=33   |
| Personal/other  | 7%      | N=47   |
| No obstacles  | 22%     | N=150  |
| Total   | 100%    | N=670  |

*Note: The table presents the number of responses in each category as a proportion of the 670 respondents who provided an answer to the question (42% of the total sample did not provide an answer to this question).*

**Question 12**

|   | More than once | One time  | Never      | Total       |
|---|----------------|-----------|------------|-------------|
| Please indicate how frequently, if ever, you have experienced each of the following in your career in local government. |                |           |            |             |
| Sexual harassment by a superior   | 4% N=47        | 4% N=40   | 92% N=987  | 100% N=1074 |
| Other treatment or comments by a supervisor you felt to be inappropriate or disrespectful                               | 35% N=377      | 9% N=96   | 56% N=598  | 100% N=1071 |
| Sexual harassment by a commissioner/councilmember   | 3% N=36        | 4% N=48   | 92% N=985  | 100% N=1069 |
| Other treatment or comments by a commissioner/councilmember you felt to be inappropriate or disrespectful               | 53% N=570      | 11% N=115 | 36% N=384  | 100% N=1069 |
| Questioning of your ability to balance work and other personal commitments  | 28% N=302      | 9% N=95   | 63% N=676  | 100% N=1073 |
| Experiencing bias due to assumptions about sexual orientation   | 3% N=32        | 1% N=9    | 96% N=1029 | 100% N=1070 |
| Being excluded from a professional organization, group, outing or event because of your gender                          | 6% N=62        | 3% N=36   | 91% N=975  | 100% N=1073 |
| Personal reluctance to join a professional organization due to its gender composition                                   | 3% N=27        | 2% N=25   | 95% N=1019 | 100% N=1071 |
| Not getting a job or promotion because of your gender   | 3% N=37        | 4% N=48   | 92% N=986  | 100% N=1071 |

**Question 13**

|   | Yes       | No        | Don't know | Total       |
|---|-----------|-----------|------------|-------------|
| Have you observed gender bias for local government professionals in any of the following areas? |           |           |            |             |
| Formal activities/roles at conferences  | 11% N=112 | 80% N=846 | 9% N=96    | 100% N=1054 |
| Informal activities/roles at conferences  | 16% N=164 | 75% N=793 | 9% N=98    | 100% N=1055 |
| Professional development opportunities  | 11% N=112 | 84% N=881 | 6% N=60    | 100% N=1053 |
| Hiring processes  | 23% N=240 | 71% N=753 | 6% N=61    | 100% N=1054 |
| Career advancement opportunities  | 23% N=246 | 69% N=724 | 8% N=82    | 100% N=1052 |

**Question 14**

|  | Percent | Number |
|--|---------|--------|
| How likely, if at all, are you in the future to seek a position with more responsibility than your current position? |         |        |
| Very likely  | 42%     | N=440  |
| Somewhat likely  | 22%     | N=226  |
| Not likely   | 32%     | N=338  |
| Don't know   | 4%      | N=45   |
| Total  | 100%    | N=1049 |

Question 15

| To what extent would each of the following potential aspects of a senior management (City Manager, ACW, Department Head) position make you more likely, neither more nor less likely, or less likely to pursue the opportunity? | More likely  | Equally likely | Less likely  | Don't know | Total          |
|---|--------------|----------------|--------------|------------|----------------|
| Partner's career  | 19%<br>N=203 | 47%<br>N=494   | 25%<br>N=257 | 9%<br>N=89 | 100%<br>N=1043 |
| Geography/location  | 68%<br>N=713 | 12%<br>N=126   | 17%<br>N=179 | 3%<br>N=27 | 100%<br>N=1045 |
| Public exposure   | 9%<br>N=90   | 65%<br>N=681   | 23%<br>N=236 | 4%<br>N=37 | 100%<br>N=1044 |
| Job stability   | 66%<br>N=693 | 23%<br>N=235   | 9%<br>N=94   | 2%<br>N=21 | 100%<br>N=1043 |
| Financial impact (wages/benefits, housing, retirement system)   | 79%<br>N=830 | 15%<br>N=160   | 3%<br>N=36   | 2%<br>N=19 | 100%<br>N=1045 |
| Political climate   | 59%<br>N=612 | 20%<br>N=211   | 19%<br>N=194 | 2%<br>N=25 | 100%<br>N=1042 |
| Job satisfaction in present position  | 49%<br>N=512 | 22%<br>N=225   | 27%<br>N=277 | 2%<br>N=23 | 100%<br>N=1037 |
| Belief that you will not be given fair consideration  | 14%<br>N=149 | 37%<br>N=381   | 42%<br>N=434 | 7%<br>N=74 | 100%<br>N=1038 |
| Experience in supervising operations  | 35%<br>N=368 | 48%<br>N=502   | 13%<br>N=132 | 3%<br>N=35 | 100%<br>N=1037 |
| Fear of non-support from current supervisor   | 12%<br>N=129 | 56%<br>N=587   | 26%<br>N=270 | 5%<br>N=56 | 100%<br>N=1042 |



**Question 16**

| What barriers, if any, do you see to your future career advancement? | Percent | Number |
|--|---------|--------|
| Discrimination (age/gender/race/religion)                            | 30%     | N=184  |
| Competition/lack of opportunities/low turnover                       | 16%     | N=98   |
| Economy/budget/termination   | 2%      | N=13   |
| Lack of education/experience/mentor/succession planning              | 13%     | N=81   |
| Family   | 9%      | N=55   |
| Retirement   | 5%      | N=28   |
| Location/relocation issues   | 13%     | N=76   |
| Management/elected official turnover                                 | 3%      | N=16   |
| Politics   | 4%      | N=23   |
| Organization characteristics (size/structure)                        | 3%      | N=19   |
| Biases/perceptions of leadership                                     | 5%      | N=31   |
| Personal/other   | 4%      | N=24   |
| No barriers  | 26%     | N=158  |
| Total  | 100%    | N=607  |

*Note. The table presents the number of responses in each category as a proportion of the 607 respondents who provided an answer to the question (48% of the total sample did not provide an answer to this question).*

**Question 17**

| Do you think there are more, the same, or fewer barriers to career advancement in local government for women compared with men? | Percent | Number |
|---|---------|--------|
| Women have more barriers than men   | 58%     | N=601  |
| Women and men have the same number of barriers  | 39%     | N=406  |
| Women have fewer barriers than men  | 3%      | N=29   |
| Total   | 100%    | N=1036 |

**Question 18**

| What kinds of training and/or support, if any, do you need from ICMA?                                  | Percent     | Number       |
|--|-------------|--------------|
| Diversity (dealing with gender/age/discrimination issues)  | 17%         | N=60         |
| Career development (negotiating, mentoring, interview skills, resume writing, certification, etc.)     | 24%         | N=85         |
| Practical skills (budgeting, engaging stakeholders, transitioning, legal issues, best practices, etc.) | 17%         | N=61         |
| Other  | 13%         | N=47         |
| None needed  | 28%         | N=97         |
| <b>Total</b>   | <b>100%</b> | <b>N=350</b> |

*Note. The table presents the number of responses in each category as a proportion of the 350 respondents who provided an answer to the question (70% of the total sample did not provide an answer to this question).*

## APPENDIX B: RESPONSES TO SELECTED SURVEY QUESTIONS BY SUBGROUPS OF RESPONDENTS

The following pages contain breakdowns of results to selected survey questions by subgroups of ICMA survey respondents. Where differences between subgroups are statistically significant ( $p < 0.05$ ), they are shaded grey.

### Comparisons by Respondent Demographics

Gender Diversity Prioritization Compared by Respondent Gender, Age, Race and Marital Status

| Percent "high" or "medium" priority  | Gender |      | Age   |       |     | Race  |           | Marital status      |           | Overall |
|--|--------|------|-------|-------|-----|-------|-----------|---------------------|-----------|---------|
|  | Female | Male | 18-34 | 35-54 | 55+ | White | Non-white | Married/civil union | Unmarried |         |
| To what extent, if at all, is gender diversity a priority for your organization? | 49%    | 62%  | 51%   | 58%   | 64% | 58%   | 68%       | 61%                 | 51%       | 59%     |

Gender Diversity Prioritization Compared by Respondent Earnings and Tenure

| Percent "high" or "medium" priority  | Household income earner |                    | Annual base salary  |                     | Years in local government |                    |             | Overall |             |
|--|-------------------------|--------------------|---------------------|---------------------|---------------------------|--------------------|-------------|---------|-------------|
|  | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | \$150,000+                | Less than 10 years | 10-19 years |         | 20-29 years |
| To what extent, if at all, is gender diversity a priority for your organization? | 59%                     | 57%                | 45%                 | 58%                 | 78%                       | 50%                | 56%         | 63%     | 59%         |

**Turned Down Senior Management Position Compared by Respondent Gender, Age, Race and Marital Status**

| Percent "yes"   | Gender |      | Age   |       |     | Race  |           |                      | Marital status |     |  | Overall |
|---|--------|------|-------|-------|-----|-------|-----------|----------------------|----------------|-----|--|---------|
|   | Female | Male | 18-34 | 35-54 | 55+ | White | Non-white | Marrried/civil union | Unmarried      |     |  |         |
| Have you ever turned down a senior management (City Manager, Assistant City Manager, Department Head) position? | 25%    | 49%  | 18%   | 43%   | 51% | 44%   | 34%       | 44%                  | 36%            | 43% |  |         |

**Turned Down Senior Management Position Compared by Respondent Earnings and Tenure**

| Percent "yes"   | Household income earner |                    | Annual base salary  |                     |            | Years in local government |             |             | Overall |           |
|---|-------------------------|--------------------|---------------------|---------------------|------------|---------------------------|-------------|-------------|---------|-----------|
|   | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | \$150,000+ | Less than 10 years        | 10-19 years | 20-29 years |         | 30+ years |
| Have you ever turned down a senior management (City Manager, Assistant City Manager, Department Head) position? | 45%                     | 28%                | 31%                 | 46%                 | 57%        | 18%                       | 38%         | 50%         | 56%     | 43%       |

**Experiences of Gender Bias Compared by Respondent Gender, Age, Race and Marital Status**

|   | Gender |      | Age   |       |     | Race  |           | Marital status      |           | Overall |
|---|--------|------|-------|-------|-----|-------|-----------|---------------------|-----------|---------|
|   | Female | Male | 18-34 | 35-54 | 55+ | White | Non-white | Married/civil union | Unmarried |         |
| Please indicate how frequently, if ever, you have experienced each of the following in your career in local government. (Percent at least once) |        |      |       |       |     |       |           |                     |           |         |
| Sexual harassment by a superior   | 25%    | 3%   | 6%    | 10%   | 6%  | 8%    | 11%       | 7%                  | 15%       | 8%      |
| Other treatment or comments by a supervisor you felt to be inappropriate or disrespectful   | 62%    | 39%  | 38%   | 46%   | 44% | 42%   | 61%       | 43%                 | 51%       | 44%     |
| Sexual harassment by a commissioner/councilmember   | 20%    | 4%   | 6%    | 8%    | 8%  | 8%    | 7%        | 7%                  | 16%       | 8%      |
| Other treatment or comments by a commissioner/councilmember you felt to be inappropriate or disrespectful                                       | 64%    | 65%  | 41%   | 67%   | 68% | 65%   | 63%       | 55%                 | 62%       | 64%     |
| Questioning of your ability to balance work and other personal commitments  | 43%    | 36%  | 32%   | 40%   | 34% | 36%   | 48%       | 37%                 | 39%       | 37%     |
| Experiencing bias due to assumptions about sexual orientation   | 9%     | 2%   | 5%    | 5%    | 2%  | 3%    | 7%        | 3%                  | 8%        | 4%      |
| Being excluded from a professional organization, group, outing or event because of your gender  | 31%    | 3%   | 14%   | 10%   | 5%  | 9%    | 8%        | 8%                  | 18%       | 9%      |
| Personal reluctance to join a professional organization due to its gender composition   | 12%    | 3%   | 6%    | 6%    | 3%  | 5%    | 5%        | 4%                  | 8%        | 5%      |
| Not getting a job or promotion because of your gender   | 19%    | 5%   | 7%    | 9%    | 7%  | 7%    | 14%       | 8%                  | 10%       | 8%      |

**Experiences of Gender Bias Compared by Respondent Earnings and Tenure**

| Please indicate how frequently, if ever, you have experienced each of the following in your career in local government. (Percent at least once) | Household income earner |                    | Annual base salary  |                     |            |                    | Years in local government |             |           |     | Overall |
|---|-------------------------|--------------------|---------------------|---------------------|------------|--------------------|---------------------------|-------------|-----------|-----|---------|
|   | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | \$150,000+ | Less than 10 years | 10-19 years               | 20-29 years | 30+ years |     |         |
|   |                         |                    |                     |                     |            |                    |                           |             |           | 8%  |         |
| Sexual harassment by a superior   | 8%                      | 11%                | 9%                  | 8%                  | 8%         | 6%                 | 10%                       | 9%          | 7%        | 8%  |         |
| Other treatment or comments by a supervisor you felt to be inappropriate or disrespectful   | 43%                     | 52%                | 44%                 | 42%                 | 48%        | 42%                | 46%                       | 45%         | 44%       | 44% |         |
| Sexual harassment by a commissioner/councilmember   | 8%                      | 7%                 | 6%                  | 8%                  | 10%        | 7%                 | 10%                       | 8%          | 8%        | 8%  |         |
| Other treatment or comments by a commissioner/councilmember you felt to be inappropriate or disrespectful                                       | 66%                     | 56%                | 53%                 | 66%                 | 78%        | 45%                | 62%                       | 72%         | 71%       | 64% |         |
| Questioning of your ability to balance work and other personal commitments  | 37%                     | 40%                | 33%                 | 37%                 | 43%        | 31%                | 38%                       | 43%         | 34%       | 37% |         |
| Experiencing bias due to assumptions about sexual orientation   | 3%                      | 7%                 | 5%                  | 2%                  | 5%         | 6%                 | 4%                        | 3%          | 3%        | 4%  |         |
| Being excluded from a professional organization, group, outing or event because of your gender  | 8%                      | 19%                | 11%                 | 8%                  | 8%         | 14%                | 11%                       | 8%          | 5%        | 9%  |         |
| Personal reluctance to join a professional organization due to its gender composition   | 5%                      | 7%                 | 5%                  | 4%                  | 6%         | 4%                 | 6%                        | 4%          | 5%        | 5%  |         |
| Not getting a job or promotion because of your gender   | 8%                      | 8%                 | 9%                  | 7%                  | 7%         | 7%                 | 8%                        | 10%         | 6%        | 8%  |         |

**Gender Bias in Local Government Compared by Respondent Gender, Age, Race and Marital Status**

| Have you observed gender bias for local government professionals in any of the following areas? (Percent "yes") | Gender |      | Age   |       |     |       | Race      |                     | Marital status |     |  | Overall |
|---|--------|------|-------|-------|-----|-------|-----------|---------------------|----------------|-----|--|---------|
|   | Female | Male | 18-34 | 35-54 | 55+ | White | Non-white | Married/civil union | Unmarried      |     |  |         |
|   |        |      |       |       |     |       |           |                     |                |     |  |         |
| Formal activities/roles at conferences  | 27%    | 7%   | 17%   | 12%   | 10% | 11%   | 19%       | 10%                 | 21%            | 12% |  |         |
| Informal activities/roles at conferences  | 34%    | 12%  | 22%   | 17%   | 15% | 16%   | 24%       | 15%                 | 27%            | 17% |  |         |
| Professional development opportunities  | 18%    | 9%   | 16%   | 11%   | 10% | 10%   | 23%       | 10%                 | 17%            | 11% |  |         |
| Hiring processes  | 40%    | 20%  | 25%   | 26%   | 23% | 23%   | 34%       | 23%                 | 30%            | 24% |  |         |
| Career advancement opportunities  | 45%    | 20%  | 22%   | 26%   | 27% | 24%   | 42%       | 24%                 | 33%            | 25% |  |         |

**Gender Bias in Local Government Compared by Respondent Earnings and Tenure**

| Have you observed gender bias for local government professionals in any of the following areas? (Percent "yes") | Household income earner |                    | Annual base salary  |                     |            |                    | Years in local government |             |           | Overall |
|---|-------------------------|--------------------|---------------------|---------------------|------------|--------------------|---------------------------|-------------|-----------|---------|
|   | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | \$150,000+ | Less than 10 years | 10-19 years               | 20-29 years | 30+ years |         |
|   |                         |                    |                     |                     |            |                    |                           |             |           |         |
| Formal activities/roles at conferences  | 11%                     | 16%                | 12%                 | 11%                 | 14%        | 11%                | 15%                       | 10%         | 11%       | 12%     |
| Informal activities/roles at conferences  | 16%                     | 24%                | 16%                 | 15%                 | 23%        | 17%                | 19%                       | 16%         | 16%       | 17%     |
| Professional development opportunities  | 11%                     | 16%                | 12%                 | 8%                  | 17%        | 10%                | 12%                       | 12%         | 11%       | 11%     |
| Hiring processes  | 23%                     | 34%                | 29%                 | 20%                 | 26%        | 23%                | 25%                       | 25%         | 24%       | 24%     |
| Career advancement opportunities  | 25%                     | 32%                | 29%                 | 20%                 | 30%        | 22%                | 25%                       | 28%         | 26%       | 25%     |

**Career Goals Compared by Respondent Gender, Age, Race and Marital Status**

|  | Gender |      | Age   |       | Race  |           | Marital status      |           | Overall |
|--|--------|------|-------|-------|-------|-----------|---------------------|-----------|---------|
|  | Female | Male | 18-34 | 35-54 | White | Non-white | Married/civil union | Unmarried |         |
| Percent "very" or "somewhat" likely  | 77%    | 63%  | 97%   | 82%   | 64%   | 87%       | 64%                 | 78%       | 66%     |
| How likely, if at all, are you in the future to seek a position with more responsibility than your current position? |        |      |       |       |       |           |                     |           |         |

**Career Goals Compared by Respondent Earnings and Tenure**

|  | Household income earner |                    | Annual base salary  |                     | Years in local government |             |             | Overall |
|--|-------------------------|--------------------|---------------------|---------------------|---------------------------|-------------|-------------|---------|
|  | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | Less than 10 years        | 10-19 years | 20-29 years |         |
| Percent "very" or "somewhat" likely  | 64%                     | 80%                | 81%                 | 65%                 | 49%                       | 95%         | 84%         | 66%     |
| How likely, if at all, are you in the future to seek a position with more responsibility than your current position? |                         |                    |                     |                     |                           |             |             |         |

**Barriers to Women's Career Advancement Compared by Respondent Gender, Age, Race and Marital Status**

|   | Gender |      | Age   |       | Race  |           | Marital status      |           | Overall |
|---|--------|------|-------|-------|-------|-----------|---------------------|-----------|---------|
|   | Female | Male | 18-34 | 35-54 | White | Non-white | Married/civil union | Unmarried |         |
| Percent endorsing "Women have more barriers than men"   | 79%    | 52%  | 59%   | 61%   | 57%   | 69%       | 57%                 | 66%       | 58%     |
| Do you think there are more, the same, or fewer barriers to career advancement in local government for women compared with men? |        |      |       |       |       |           |                     |           |         |

**Barriers to Women's Career Advancement Compared by Respondent Earnings and Tenure**

|   | Household income earner |                    | Annual base salary  |                     | Years in local government |             |             | Overall |
|---|-------------------------|--------------------|---------------------|---------------------|---------------------------|-------------|-------------|---------|
|   | Primary earner          | Not primary earner | Less than \$100,000 | \$100,000-\$149,999 | Less than 10 years        | 10-19 years | 20-29 years |         |
| Percent endorsing "Women have more barriers than men"   | 58%                     | 59%                | 59%                 | 55%                 | 63%                       | 57%         | 59%         | 55%     |
| Do you think there are more, the same, or fewer barriers to career advancement in local government for women compared with men? |                         |                    |                     |                     |                           |             |             |         |



### Comparisons by ICMA Region Membership

The following pages contain breakdowns of results for selected survey questions by respondents' ICMA region membership. Where differences between subgroups are statistically significant ( $p < 0.05$ ), they are shaded grey.

Female CAO Compared by Region

|   | ICMA region      |                  |                |                        | Overall |
|---|------------------|------------------|----------------|------------------------|---------|
|   | Northeast region | Southeast region | Midwest region | Mountain Plains region |         |
| Percent "yes"   |                  |                  |                |                        |         |
| Has your organization ever had a female chief administrative officer/chief appointed official, such as a city, town, or county manager? | 42%              | 35%              | 39%            | 31%                    | 39%     |

Women in Local Government Compared by Region

|  | ICMA region      |                  |                |                        | Overall |
|--|------------------|------------------|----------------|------------------------|---------|
|  | Northeast region | Southeast region | Midwest region | Mountain Plains region |         |
| Please indicate the number of individuals in your organization in the following categories (Average number of females as percent of total) |                  |                  |                |                        |         |
| Number of female elected officials (or equivalent body)  | 26%              | 27%              | 25%            | 24%                    | 26%     |
| Number of female senior managers (department heads, assistants)  | 35%              | 34%              | 31%            | 34%                    | 34%     |

Prioritizing Gender Diversity Compared by Region

|  | ICMA region      |                  |                |                        | Overall |
|--|------------------|------------------|----------------|------------------------|---------|
|  | Northeast region | Southeast region | Midwest region | Mountain Plains region |         |
| Percent "high" or "medium" priority  |                  |                  |                |                        |         |
| To what extent, if at all, is gender diversity a priority for your organization? | 54%              | 63%              | 57%            | 56%                    | 59%     |
|  |                  |                  |                |                        | 68%     |

**Experiences of Gender Bias Compared by Region**

| Please indicate how frequently, if ever, you have experienced each of the following in your career in local government. (Percent at least once) | ICMA region      |                  |                |                        |                   | Overall |
|---|------------------|------------------|----------------|------------------------|-------------------|---------|
|   | Northeast region | Southeast region | Midwest region | Mountain Plains region | West Coast region |         |
| Sexual harassment by a superior   | 8%               | 6%               | 7%             | 8%                     | 13%               | 8%      |
| Other treatment or comments by a supervisor you felt to be inappropriate or disrespectful   | 38%              | 42%              | 36%            | 46%                    | 63%               | 44%     |
| Sexual harassment by a commissioner/councilmember   | 3%               | 6%               | 8%             | 8%                     | 13%               | 8%      |
| Other treatment or comments by a commissioner/councilmember you felt to be inappropriate or disrespectful                                       | 69%              | 62%              | 66%            | 59%                    | 68%               | 64%     |
| Questioning of your ability to balance work and other personal commitments  | 31%              | 34%              | 38%            | 37%                    | 43%               | 37%     |
| Experiencing bias due to assumptions about sexual orientation   | 2%               | 2%               | 4%             | 3%                     | 9%                | 4%      |
| Being excluded from a professional organization, group, outing or event because of your gender  | 6%               | 8%               | 10%            | 9%                     | 11%               | 9%      |
| Personal reluctance to join a professional organization due to its gender composition   | 2%               | 4%               | 4%             | 4%                     | 9%                | 5%      |
| Not getting a job or promotion because of your gender   | 4%               | 9%               | 6%             | 9%                     | 11%               | 8%      |

## **APPENDIX C: DATA COLLECTION AND WEIGHTING**

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### **Data Collection**

ICMA's Director of Survey Research identified the sample of member and contacted those selected via email three times in July 2013 to invite participation in the online survey. A reminder email was sent one week after the initial contact asking those who had not completed the survey to do so. The survey was programmed to block members from responding more than one time.

Of 4,443 members invited, 1,162 completed the survey, yielding a response rate of 26%. Data from the online survey were downloaded and cleaned by ICMA's Director of Survey Research and sent to NRC for analysis.

### **Weighting**

The profile of respondent characteristics was compared with the characteristics of those in the sample. The close alignment precluded the need to adjust the profile through weighting.

ICMA Task Force on Women Weighting Table 2013

|                        | ICMA Universe data | Unweighted data |
|------------------------|--------------------|-----------------|
| <i>Sex</i>             |                    |                 |
| Female                 | 24%                | 23%             |
| Male                   | 76%                | 77%             |
| <i>Age</i>             |                    |                 |
| 18-35                  | 10%                | 12%             |
| 35-54                  | 53%                | 54%             |
| 55+                    | 37%                | 34%             |
| <i>Race</i>            |                    |                 |
| Non-white              | 8%                 | 9%              |
| White                  | 92%                | 91%             |
| <i>Salary</i>          |                    |                 |
| Less than \$35,000     | 0%                 | 0%              |
| \$35,000-\$49,999      | 6%                 | 3%              |
| \$50,000-\$74,999      | 12%                | 13%             |
| \$75,000-\$99,999      | 22%                | 19%             |
| \$100,000-\$149,999    | 38%                | 41%             |
| \$150,000-\$199,999    | 17%                | 19%             |
| \$200,000+             | 5%                 | 5%              |
| <i>Area Type</i>       |                    |                 |
| Urban                  | 87%                | 90%             |
| Rural                  | 13%                | 10%             |
| <i>Region</i>          |                    |                 |
| Northeast region       | 14%                | 12%             |
| Southeast region       | 25%                | 24%             |
| Midwest region         | 24%                | 25%             |
| Mountain Plains region | 22%                | 23%             |
| West Coast region      | 15%                | 15%             |
| <i>Population</i>      |                    |                 |
| Over 1,000,000         | 1%                 | 1%              |
| 500,000 - 1,000,000    | 3%                 | 2%              |
| 250,000 - 499,999      | 5%                 | 4%              |
| 100,000 - 249,999      | 11%                | 11%             |
| 50,000 - 99,999        | 14%                | 15%             |
| 25,000 - 49,999        | 18%                | 19%             |
| 10,000 - 24,999        | 22%                | 23%             |
| 5,000 - 9,999          | 13%                | 13%             |
| 2,500 - 4,999          | 8%                 | 7%              |
| Under 2,500            | 5%                 | 4%              |