



International comparison of diversity policy in the public sector

Country study: the Netherlands

Country report

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1 Diversity policy: problem analysis and goals

1.1 Conclusions on context, problem analysis and policy strategy

Conclusions on context, problem analysis and policy strategy	
What is the governmental or cabinet strategy on diversity within the public sector? Is it central / decentralized? How to characterize this strategy?	The Ministry of the Interior and Kingdom Relations (BZK) is responsible for diversity policy at the central level. However, specification and implementation of diversity policy occurs at decentral level. It is the government's opinion that diversity is established within the sectors and organizations.
What views are there towards diversity policy (social responsibility versus business case)	In its views towards diversity the government made a shift from affirmative action and a focus on the target group, to a diversity policy in which the organizational interest is the starting point. Thus, more and more the focus is on the business case, which consists of three aspects: labour market interests, the core business and image and reputation.
Who / which department(s) is / are responsible for diversity policy	The Ministry of BZK is responsible for diversity policy. BZK has no direct influence on the personnel management of other divisions of the central government or the Independent Public Employers (ZPW) but could exert active and indirect influence. With the ZPW, the Ministry made agreements on diversity but the ZPW implement their own diversity policy. BZK can stimulate, facilitate and monitor diversity policy.
Is, and if so, in what way, diversity policy embedded in policy plans, legislation or other forms of regulation?	Diversity policy is embedded in the 2007 Coalition agreement / Policy program of the Cabinet Balkenende IV. Since 2006 the yearly Memorandum on Labour Affairs of the Government includes a chapter on diversity and the central government integrated diversity principles into the HRM system of the public sector. The only legislation with regard to diversity states that that the managements and the supervisory boards of companies with more than 250 employees should consist of at least 30 percent women.
What are the cabinet / government's goals with regard to diversity policy? (quantitative / qualitative / 'firm' target figures or 'soft' goals)	For the first time, the Dutch government formulated target figures with regard to diversity. In 2011: <ul style="list-style-type: none"> ■ The yearly inflow in the public sector consists for 50 percent of women ■ The yearly inflow in top positions in the public sector consist for 30 percent of women ■ The percentage of 'allochtonen' (ethnic minorities) in the public sector raises with 50 percent compared to 2007 ■ The outflow percentage of employees over 50 years of age to inactivity decreases with 2 percent compared to 2006.
Which target groups are distinguished within diversity policy?	Target groups of Dutch diversity policy are women, elderly (50+) and ethnic minorities (or so-called 'allochtonen').

1.2 Contextual demographic figures

In December 2009, 16 571 500 people officially resided in the Netherlands. As of 2009, 11.2% of the total population fell into the category of 'non-western migrants/ethnic minority', about two thirds of these belonged to one of the four main ethnic minority groups (Turkish, Moroccan, Surinamese, Antillean)¹.

In the Netherlands, a significant share of the non-western immigrants consists of so-called second generation immigrants, who are born in the Netherlands, with at least one parent born abroad. In the table below some statistics on the number of native Dutch and the main groups of non-western immigrants are listed with respectively the total number of persons from this group in the Netherlands, the proportional increase since 2000, and the share of second generation immigrants in this group. These statistics are taken from the Annual Report on Integration and were accurate on 1 January 2009.²

Ethnic group	Total number	Percentage of the total population	Proportional increase since 2000	Second generation
Native Dutch ("autochtonen")	13.198.100	80.1%	+0.8%	n/a
Total non-Western				
Total non-Western	1.809.300	11.0%	+28.4%	42.8%
Turkish	378.300	2.3%	+22.5%	48.4%
Moroccan	341.500	2.1%	+30.2%	51.2%
Surinamese	338.700	2.1%	+12.0%	45.4%
Antillean	134.800	0.8%	+25.7%	40.8%
Other non-Western				
Chinese	50.400	0.3%	+69.3%	30.6%
Iraqi	49.200	0.3%	+47.1%	21.4%
Afghan	37.700	0.2%	+75.7%	18.6%
Iranian	30.600	0.2%	+33.7%	19.9%
Somali	21.800	0.1%	-24.3%	30.6%
Other non-Western				
Other non-Western	426.3	2.6%	+46.2%	38.3%

Source: SCP 2009: Jaarrapport Integratie 2009

¹ CBS Statline.

² SCP 2009: Jaarrapport Integratie 2009. Den Haag: SCP.

The labour market participation in the Netherlands as a whole (both public and private sector), was in the fourth quarter of 2009 as follows (CBS Statline):

Group	Labour market participation
Total	66.7 percent
non-western migrants	53.1 percent
native Dutch	68.8 percent
Male	73.8 percent
Female	59.5 percent
Over 55 years of age	46.9 percent

Source: CBS Statline

As can be seen, the labour market participation of non-western migrants, females and people over 55 years of age lags far behind the labour market participation of the native Dutch or the population as a whole.

Within the public sector in 2008 the inflow of women was 59 percent overall. In just four out of 14 governmental sectors (Water boards, Research Institutions, Army, Police) the inflow of women was below 50 percent. The share of women in the 14 governmental sectors as a whole is approximately the same as the share of men.

Overall, the share of women in the public sector is lower as the function level is higher. The share of women in top positions in the public sector as a whole was 26 percent in 2008. However, a positive trend is visible. In 2008, the share of women in the inflow in top positions in the public sector was 43 percent.

In 2008, the percentage of non-western 'allochtonen' in the public sector as a whole was 5.9 percent. For allochtonen it also holds true that their share in the public sector is lower as the function level becomes higher.

1.3 Contextual factors influencing diversity policies

As acknowledged in the 2008 policy review¹, the field of diversity policy is sensitive for external developments. Topics such as personnel reduction, re-organisation and the political climate towards minorities in general have a significant effect on the content and results of policy. This could be positive as well as negative. For example, attention for the ageing population and labour market shortages have a positive effect on diversity policy.

A specific contextual factor is the current economic crisis. According to the 'Trendnota Arbeidszaken Overheid 2010' ('Trend Memorandum Labour Affairs Government') the effects of a less tight labour market on reaching the diversity objectives are difficult to assess. Employers could attract employees from a wider supply of labour which could make it easier to come to a diverse workforce. However, at the same time employers might feel less urgency to recruit within a broad supply of labour. Moreover, a result of the recession might be that

¹ Ministerie van BZK (2008). Traag maar gestaag? Beleidsdoorlichting Diversiteitsbeleid Rijk (policy review).

part of the supply of labour will not make itself available on the labour market and that this 'discouraged worker effect' is not proportionally divided over the total supply of labour. The economic crisis obliges the government to extensive savings, which could lead to reorganizations. If that is the case, the 'last in, first out' principle could threaten the recent progress in the field of diversity. After all, according to this principle the recently hired (e.g. young ethnic minorities, women) would be the first to leave the public sector. However, keeping the ageing population in mind, it is important to recruit and retain exactly those groups to be prepared for future labour market shortages¹.

Concerning the views towards diversity, research² showed that both employees and managers within the public sector hold a positive attitude towards diversity within their organization. A large majority is of the opinion that:

- Getting acquainted with different views stimulates your own thinking
- Teams of diverse composition are useful to develop new ideas
- Working in diverse teams increases understanding towards others

However, not all employees are positive towards diversity (policy). In a few cases, diversity is seen as a threat and source of unrest. Moreover, 45 percent thinks that diversity policy does not work because the supply of specific groups is insufficient³.

1.4 Governmental or cabinet policy on diversity within the public sector: a characterization

Partly, diversity is established by a labour supply that is becoming more and more diverse. However, as long as this is insufficiently reflected in the governmental work force, it is the government's opinion that diversity policy remains important.

Central government's diversity policy is part of the operational objective "Improving the quality of the central governments personnel". Within the strategic personnel policy of the central government, *ethnic cultural diversity* was dealt with as an independent theme for a long time. However, since a few years this is approached in coherence with diversity in other ways, especially *gender* and *age*. Measures to increase diversity within the workforce are, as far as possible, part of regular personnel policy with regard to inflow, upward movement, retention and prevention of outflow.

It is the government's opinion that diversity is established within the sectors and organizations. Based on organizational characteristics, the employer decides how diversity policy should be best shaped. At top-level a diverse work force should be given priority and this priority should be visibly disseminated.

In the government's view and within organizations there is a trend visible from a policy in which the target group is at the centre to a policy in which the organizational interest is the

¹ Based on an interview with the project manager Diversity of the Ministry of BZK.

² Ministerie van BZK (2009). Flitspanelonderzoek diversiteit en diversiteitsbeleid, Den Haag.

³ Ministerie van BZK (2009). Flitspanelonderzoek diversiteit en diversiteitsbeleid, Den Haag; Tweede Kamer der Staten Generaal. Trendnota Arbeidszaken Overheid 2010. Vergaderjaar 2009-2010, 32 124, nrs. 1-2.

starting point. In 2005 the government gave up formal affirmative action. The final goal is that diversity policy is part of regular personnel policy, in which there is room for differences between employees and in which these differences are effectively made use of. Thus, in its view towards diversity the government made a shift from affirmative action to diversity policy. The division of responsibility for diversity policy will be discussed in section 1.6.

1.5 Rationale for diversity policy

The rationale for diversity policy in the Netherlands started from the observation that the public sector workforce is characterized by a one-sided composition. According to the recent policy review (Ministerie van BZK, 2008) since the 1980s the Dutch government has employed a policy to increase the share of employees with an ethnic minority background, although the focus has always been broader than ethnic minorities. The rationale for the policy focused on ethnic minorities was based on the disadvantaged position of minorities on the labour market and within society.

After 2000 there has been a change in the way diversity is thought of within the central government, as a result of globalization and more and more obvious demographic developments and the effects thereof on the labour market. The population is ageing, the share of ethnic minorities is increasing as is their educational level, especially among the younger age groups. Moreover, a significant share of future supply of labour is women. As a result, for the first time diversity is put on the agenda as a necessity for employers. Moreover, matters such as image and reputation come into play. This 'business case' view on diversity first applied to the private sector, but now within the government as well there became more and more attention for the organizational interests of a diverse workforce.

Thus, apart from the observation of an insufficient diverse labour force, there are other motives for diversity policy now. Following the rationale outlined above, the business case for diversity for the Dutch central government consists of three aspects.

- Labour market interest: As a result of an ageing population, there will be labour market shortages in the near future. This forces the government to recruit quality and quantity from all groups in society. Moreover, labour market supply becomes more diverse.
- Core business: Policy should involve signals from a diverse society to be effective for as much citizens as possible. Thus, different perspectives and interests should be involved in governmental decision making. This increases the basis and legitimacy of government acting.
- Image and reputation: The government should practice what it preaches and has an important societal exemplary role.

The point of view is that diversity policy is more than target group policy, because it highlights organizational problems and interests. This makes it possible to assess topics such as (labour market) communication, recruitment, selection, career path policy, terms of employment, education and organizational culture in integrated way.

1.6 Responsible organisation for developing diversity policies

The main responsible organization for the diversity policy in the Netherlands is the Ministry of the Interior and Kingdom Relations (BZK). It has direct influence on the implementation of agreements on workforce diversity, mainly with regards to frameworks, regulations and instruments (OECD, 2009).

The Minister of BZK is the employer of the central government (including the 'Algemene Bestuursdienst', ABD which is the central government's top management) and the Police. Therefore, the Minister could directly influence diversity within these sectors, for example through the collective labour agreements or by making agreements as the Minister of BZK did for example with the Police. This sets the framework for the central government's diversity policy. Regulations are applied through for example covenants or agreements, such as the administrative agreements with the 'independent public employers' (ZPW)¹.

The Ministry of BZK has no direct influence on the personnel management of other divisions of the Central Government (the other Ministries). However, the Minister of BZK could exert active or indirect influence. For example by monitoring the state of affairs with regard to the diversity objectives, putting this forward in the Council of Ministers and making sure that agreements are made in the council so that other ministers commit themselves to diversity. This happened for example with regard to the objective of appointing 50 bicultural managers within the central government. Another example of active influence by the Minister of BZK is sending a so-called 'blue letter' (from one minister directly to another) to another minister. Thus, the Minister of BZK could call other ministers to diversity within their departments, who should in turn call their secretary-general to account. In short, the Minister of BZK could only directly influence the personnel management within the own department. However, through agenda-setting and making agreements, active influence on other departments is possible.

Most employers in the public sector operate independently. The ZPW emphasised the importance of a diverse workforce and set their own responsibilities for diversity policy. Responsibility for personnel policy lies with each individual organisation. With regard to these sectors, the Ministry of BZK mainly has a coordinating role, which consists of stimulating, facilitating and monitoring. This is done through the measures and instruments which will be discussed in the next chapter, such as supporting the National Network Diversity Management, agreements with the AenO Funds and the 'Vereniging van Gemeentesecretarissen' (VGS; 'Association of the clerks to the council'), monitoring yearly results, developing instruments such as handbooks, dissemination of best practices, etc.

However, it is after all up to the sectors to implement diversity policy, based on a sense of urgency and commitment. Middle management within the public sector should realize diversity policies in practice. The independent public sector employers (ZPW) will inform the Minister of BZK on the progress made with diversity policy within their sector on a yearly basis, as laid down in the diversity agreements with these ZPW.

¹ Municipalities, provincial authorities, water boards, education, research institutes and university hospitals.

1.7 Target groups and objectives of diversity policy

As already described above, target groups of the current Dutch diversity policy are women, elderly (50+) and ethnic minorities, or so-called 'allochtonen'.

The Cabinet Balkenende IV, which is demissionary as of February 2010, formulated concrete target figures for 2011 in its Policy Program. It is for the first time that the Dutch government formulated target figures with regard to diversity.

- The yearly inflow in the public sector consists for 50 percent of women
- The yearly inflow in top positions in the public sector consist for 30 percent of women
- The percentage of 'allochtonen' (ethnic minorities) in the public sector raises with 50 percent compared to 2007
- The outflow percentage of employees over 50 years of age to inactivity decreases with 2 percent compared to 2006.

An interesting aspect of recent policy development is that not only the motivation, as discussed above, changed, but also the level on which objectives were formulated. Before, objectives were general and focused on proportionality. The most recent objectives are more specific. Whether these targets are reached will be discussed in section 3.2.

2 Diversity policy: implementation

2.1 Conclusions on implementation

Conclusions on the implementation of diversity policies	
<p>Which concrete policy measures are taken with regard to diversity within the public sector on strategic level (legislation, regulations, setting target figures, supporting or subsidizing diversity initiatives, communication and dissemination, etc.)</p>	<ul style="list-style-type: none"> ▪ Setting ambitious target figures ▪ Adjustment of financial arrangements to motivate people to work until they are 65 years of age ▪ Legislation with regard to the representation of women in the managements and supervisory boards of companies ▪ Agreements and cooperation ▪ Partnerships with recruitment agencies, voluntary organizations, ngo's and the private sector ▪ Dissemination and monitoring (yearly reports on diversity; development of the diversity index) ▪ Supporting and facilitating sector employers ▪ Support for the Charter 'Talent to the Top' ▪ Traineeships, with a focus on the recruitment of young people from ethnic minority groups ▪ Specific recruitment strategies ▪ Providing information, spreading knowledge, carrying out research ▪ Networks
<p>What are the roles of different institutions within the public sector? Who is responsible?</p>	<p>The Ministry of BZK is responsible for diversity policy. BZK has no direct influence on the personnel management of other divisions of the central government or the Independent Public Employers (ZPW) but could exert active and indirect influence. With the ZPW, the Ministry made agreements on diversity but the ZPW implement their own diversity policy.</p>
<p>What are the most important new accents of the last few years with regard to diversity policy?</p>	<p>Within the government, in recent years there became more and more attention for the organizational interest of a diverse workforce, i.e. the business case of diversity. Furthermore, for the first time the Dutch government set target figures with regard to diversity policy.</p>
<p>How the governmental / cabinet is translated into concrete measures on organizational level (based on 1-2 examples of interesting practices provided in policy documents, studies, evaluation)?</p>	<p>Cabinet's objectives are translated into specific objectives and policy measures for cabinet sectors, the Police, the Army and the Judiciary. The Police made an agreement with BZK on target figures (50 percent of new corps leaders have to be women or from a non-western minority group). Different municipalities developed their own diversity programs. Provincial authorities and the Institutes for Higher Education included diversity objectives in their collective labour agreements and employers and employees within the educational sector started the full colour project to stimulate diversity.</p>

2.2 Strategic policy level

In this section, we focus on the instruments and concrete measures of diversity policy at the central government level.

Setting ambitious objectives

A first important measure at strategic level is setting ambitious objectives or target figures as described above. This connects to an important role of central government, which is its exemplary function.

Legislation

Concerning legislation, the only actual legislation is the amendment of the Dutch Member of Parliament Kalma¹, which came into force at December 1, 2009. This legislation states that the managements and the supervisory boards of companies with more than 250 employees should consist of at least 30 percent women. These companies are obliged to provide information on the proportion of women in their managements and the supervisory boards in their annual reports and, in case the company does not meet the target figure of 30 percent, should present an approach on how to meet these target figures in their annual report. Finally, there might be a chance that an amendment will be added to this law with regard to the public sector, however there are no concrete plans for this.²

With specific regard to elderly, the previous Dutch cabinet adjusted financial arrangements such as early retirement and pre-pension schemes to motivate people to work until they are 65 years of age. It also seems very likely that the next cabinet will increase the pensionable age to 67.

Agreements and cooperation

Setting up agreements and cooperation are important aspects of Dutch diversity policy. With the Independent Public Employers (ZPW), the Minister of BZK made 'administrative agreements' on improving diversity. The ZPW inform the Minister on a yearly basis about their diversity policy and the progress made. BZK supports initiatives of the 'Vereniging van Gemeentesecretarissen' and the so-called AenO Funds of the municipalities, provinces and water boards to improve both gender and ethnic diversity. With the Police Corps, the Minister of BZK made cooperation agreements as well about the realisation of the diversity objectives of the Police.

The need for support differs between sectors or even between organizations. Some (sector)employers are still at the beginning of diversity policy, while others are already busy with implementing diversity policy. However, the need for support is more and more focused on implementing and carrying out diversity policy, for example on practical tools such as a step-by-step plan and a collection with good practices.

The Netherlands have established partnership networks with recruitment agencies, voluntary organisations, NGOs and/or the private sector to reach a wider audience in advertising

¹ Tweede Kamer, vergaderjaar 2009–2010, 31 763, nr. 14.

² Based on an interview with the project manager Diversity of the Ministry of BZK.

employment opportunities in the public sector; especially those reserved for the target population.

Dissemination and monitoring

The Minister of BZK will actively disseminate the cabinet's vision on diversity and will, wherever possible, support and facilitate sector employers in implementing or carrying out diversity policy.

Furthermore, BZK developed the 'Diversity index', an internet instrument with which organizations could compare the composition of their own organization, with other organizations. The index also contains examples of good practices.

With regard to monitoring, since 2006, the yearly 'Trendnota Arbeidszaken Overheid' ('Trend Memorandum Labour Affairs Government') includes a chapter on diversity in the public sector. This chapter provides figures on the representation and inflow/outflow of women, ethnic minorities and elderly in the public sector and in top positions within the public sector and discusses the measures taken within the public sector.

Stimulating, facilitating en networks

The government supports the National Network Diversity Management (Div) which developed a step-by-step plan. Div is specialized in stimulating awareness about diversity in the Netherlands and supports employers in implementing diversity policy. Div brings actors together and organizes meetings during which ideas and good practices could be exchanged.

In April 2009, the knowledge network Topfocus was installed. The network is intended for private sectors and for all governmental sectors and aims to bring these actors into contact with networks of Dutch ethnic minorities and women networks.

Some of the Cabinet Employers (Army, Police) and the independent public employers developed Action Plans. For example, the 'Vereniging van Gemeentesecretarissen' developed an action plan with the objective to increase the number of female and / or ethnic minority clerks to the council.

Concrete measures

One of the concrete measures is the cabinet's support for the Charter 'Talent to the Top'. The objective of the Charter is to reach a higher inflow, upwards mobility and retention of talented women in top positions. Mobilizing role models and pioneers within the higher management is one of the instruments to stimulate the number of women in top positions.

Moreover, the Netherlands implemented traineeships to provide young people from minorities, ethnic groups and disabled people with work experience to increase their employability in the labour market. This also serves to familiarise them with the working environment in the public sector and create a pool of future candidates to join the public workforce.

The policy review on diversity policy provides an overview of measures taken up until 2007 by the central government, mainly with regard to ethnic diversity:

- Appointment of a diversity recruiter at the 'Expertisecentrum Arbeidsmarktcommunicatie Rijk (EC AMC; 'Expertise Centre Labour market communication central government').
- The central government called in a specialized recruitment and selection agency to stimulate the inflow of people with 'bicultural' background.
- Double Click event, for the acquaintance of young higher educated 'allochtonen' with the central government as employer.
- Specific recruitment strategies for young higher educated 'allochtonen' (through websites, mailings, associations, etc.).
- A Knowledge Website on the central government's intranet, on which managers and HRM advisors can find information, instruments, practical examples, networks and experts on diversity.
- More central guidance on diversity policy at other departments and central government agencies, through a network of case managers, exchanging knowledge, experiences and taking actions together.
- Information for managers and HRM advisors on how to prevent bias in recruitment and selection.
- Research on exit motives of employees with an ethnic minority background.
- Diversity embedded in personnel research (e.g. 'employee satisfaction survey').
- Making an inventory of leads for diversity management in management training.
- An approach of the Central Staff towards increasing diversity in top positions.
- Proportional participation of women in the yearly candidate program for the Central Staff.
- Detailed trainee plan, with explicit targets on diversity and agreements with departments on implementation.
- 'Levensfase bewust personeelsbeleid' ('stage of life conscious personnel management) will let employees be as productive as possible during different stages of life and enables them to continue working.

2.3 Sector / organizational level

The Dutch government is of the opinion that for the successful implementation and realization of diversity policy and to reach and maintain sustainable results, it is important that not only sector employers endorse the added value of diversity policy but that all organizational layers do so. Therefore, in this section we highlight some examples of how diversity policy is translated to the sector or organizational level.

First of all, the cabinet's objectives are translated into specific objectives and policy measures for the cabinet sectors which are apart from the central government, the Police, the Army and Judiciary.

With the Police Corps, the Minister of BZK made cooperation agreements as well about the realisation of the diversity objectives of the Police. The objective is that 50 percent of new corps leaders in the period until 2011 are either women or from a non-western ethnic minority group. Besides, the Police developed a training 'multicultural professional skills', to make all employees aware of the demands of working in a multicultural society. The Army

and the Judiciary also developed diversity policy at sector level. In other governmental sectors, such as the municipalities, provincial authorities, water boards, research institutes and university hospitals the responsibility for diversity policy is laid upon the individual organisations. The local labour market, the composition of the workforce, the developmental stage of the organization and, for some organizations the political colour or objectives of the council determines the design of diversity policy. This means that decentral governmental bodies could implement their own diversity policy. Examples of this are:

- In Rotterdam the recruitment of diverse personnel with regard to gender, age and ethnicity is an essential part of participation policy
- Amsterdam employs a Diversity Program and set target figures for proportion of women and ethnic minorities at management level.
- The provincial authorities and the Institutes for Higher Education included diversity objectives in collective labour agreements.

3 Diversity policy: outcomes and results

3.1 Conclusions on outcomes / results

Conclusions on the implementation of diversity policies	
How is diversity in the public sector monitored?	Diversity in the public sector is monitored by publishing yearly on the current state of affairs with regard to women, elderly and ethnic minorities in the public sector in the 'Trendnota Arbeidszaken Overheid ('Trend Memorandum Labour Affairs Government').
What is the current state of affairs in figures with regard to diversity in the public sector (percentages of women, ethnic minorities, elderly (50+) in the public sector and in top positions, developments in these percentages over the last few years).	<p>Between 2006 and 2008:</p> <ul style="list-style-type: none"> ▪ the proportion of women in inflow increased from 57 to 59 percent ▪ the proportion of women in inflow in top positions increased from 31 to 43 percent ▪ the proportion of ethnic minorities increased from 5.5 to 5.9 percent ▪ the outflow of employees over 50 years of age decreased from 4.4 to 3.6 percent
What are the experiences with the implementation of diversity policy in the public sector on strategic level? What are worst practices and good practices concerning policy initiatives?	<p>Research in 2008 showed that only 36 percent of respondents in managerial positions experience active diversity policy within their organization. It might be that though the importance of diversity is acknowledged it is insufficiently translated into concrete actions or the policy at sector or organizational level is not translated to middle-management.</p> <p>A risk factor is that employers occasionally associate diversity policy with the former affirmative action, which does not fit with the overall wishes of employees. This could be dealt with by clear communication targeted at both current as well as future employees.</p>
What are the results and effects of diversity policy? (both quantitative, developments in figures, as well as qualitative, e.g. changed views on diversity)	<p>See above for the quantitative results. Three out of four objectives of the government are within reach. The increase of the percentage of ethnic minorities, however, is insufficient. Therefore, the Minister of BZK announced additional measures.</p> <p>The Central Government, the Police and the Army are busy with implementing and carrying out diversity policy. The independent public sector employers are busy as well, but started more recently.</p>
What are the success and fail factors of diversity policy (context, problem analysis, objectives, policy instruments, and implementation)	<p>Success factors are:</p> <ul style="list-style-type: none"> ▪ A clear vision on diversity in relation to organizational objectives ▪ Support at top level ▪ A tolerant organizational culture in which all employees feel respected and appreciated ▪ Measurable objectives that could be targeted at ▪ Embedding and evaluation of diversity policy <p>There are doubts about formulating target figures. Putting emphasis on target figures puts too much emphasis on the principle of discrimination and fairness. Downside could be a lack of emphasis on the potential power of diversity and an insufficient incorporation of diversity in the organizations.</p>

What are good practices or interesting initiatives at the sectoral, local or organizational level?	Two good practices are the Dutch Tax Administration and the city of Amsterdam. See the case description in this report for more details.
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3.2 Results

In the table below an overview is provided of the current state of affairs of the proportion of women, elderly and "allochtonen" in the public sector.

	2006	2007	2008	Objective 2011
Proportion of women in inflow	57	58	59	50
Proportion of women in inflow in top positions	31	31	43	30
Proportion of 'allochtonen'	5.5	5.6	5.9	8.4
Outflow of employees over 50 years of age	4.4 ¹	3.7	3.6	5.0

Source: Tweede Kamer der Staten Generaal. Trendnota Arbeidszaken Overheid 2010. Vergaderjaar 2009-2010, 32 124, nrs. 1-2.

Three out of four objectives of government are within reach. The inflow of women in 2008 was 59 percent. With 43 percent, the objective of 30 percent inflow of women in top positions was amply exceeded. Pushing back outflow of employees aged over 50 years of age to 5 percent at most was with 3.6 percent on course as well. However, the objective to increase the percentage of 'allochtonen' in the public sector with 50 percent to 8.4 percent in 2011 is behind schedule. The slight increase of 5.9 percent in 2008 is insufficient.

More specifically, it interesting to have a look at the percentages of women per level in the Dutch civil service. It becomes apparent that the proportion of women decreases depending on function level.

¹ The outflow to inactivity in 2006 and 2007 is lower than the target figures for 2006 (7 percent) and 2007 (6 percent). For 2006 and 2007 there is a downwards distortion, because of extra early outflow as a result of the task with regard to cutting back on staff set by the prior cabinet.

Table 2 Percentage of women per level in the Dutch civil service

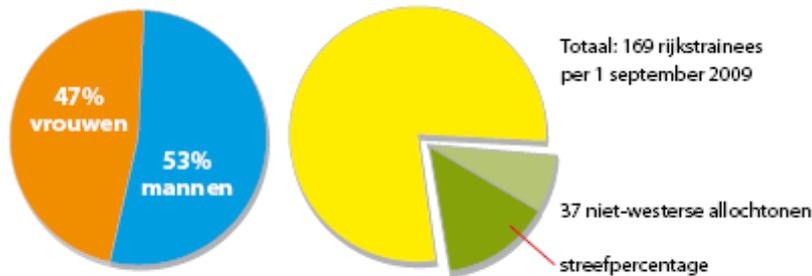
Level	Year	% of women
Junior administrative officers	2007	39.5%
	2008	39.4%
	2009	39.3%
Senior administrative officers	2007	48.1%
	2008	48.6%
	2009	49.0%
Junior policy officers	2007	35.6%
	2008	36.1%
	2009	36.5%
Senior policy officers	2007	21.6%
	2008	22.5%
	2009	22.9%
Senior civil servants (management)	2007	16.1%
	2008	18.2%
	2009	18.9%

Source: Presentation given by Bonita Kleefkens from the Dutch Ministry of Interior and Kingdom Relations at the OECD MENA meeting on *Addressing gender in public management* on 2 October 2009.

The table above shows that the increasing percentage of 'allochtonen' in the public sector is insufficient. Therefore, in June 2009 the former Minister of BZK announced additional measures because of the observation that the government would not reach the target figure for the percentage of 'allochtonen' in the public sector. Additional measures are:

- Specific attention within recruitment for increasing (cultural) diversity, which led to more trainees with an ethnic minority background.
- Central government's higher management united in an Ambassadors Network. The members of this network employ at least two concrete actions within their own organizations.
- As sector employer, the Minister of BZK stimulates and supports government divisions on knowledge sharing, cooperation and professionalization, which led to websites, publications and a conference.
- Diversity will be incorporated in learning objectives for employees, trainees and managers.
- Moreover, there are several initiatives at decentral level.

With regard to the earlier mentioned central government traineeship the figures are promising as 22 percent of new trainees in 2009 is of foreign background, largely above the target percentage of 14 percent. Moreover, the men-women proportion is almost balanced.



Source: Groeiboek Diversiteit Rijk - Deel III Bloeien. Stand van Zaken.

Research in 2008 showed that only 36 percent of respondents in managerial positions experiences active diversity policy within their organisation and almost a fifth is not aware of any policy. The same holds true for employees. An explanation might be that policy at sector or organizational level is insufficiently translated to middle-management. Moreover, it might be possible that the importance of diversity is acknowledged though insufficiently translated into concrete actions. The same research shows that there is clear basis for diversity policy. On average, on a scale of 1 to 10, public servants in managerial positions and employees rate the importance of diversity within their organization with a 7.2. Concerning instruments, both managers and employees value guidance for upwards mobility to managerial positions and 'diversity-proof' recruitment and selection most. Affirmative action and anonymous application procedures are the least popular instruments. Interestingly, this last point changed in 2009. The most recent 'flitspanel research' by BZK showed that employees and managers would favour affirmative action in their organization the most.

In the 2008 policy review it was noticed that instruments and activities are mainly small-scale, project-like and temporary, while the causes for the problem are structural and complex. As a result, the instruments and activities could only provide a small contribution to solving the problem. However, this is explicable because part of the causes for the problem is outside the sphere of influence of the government as employer.

An overall finding, according to the Trendnota Arbeidszaken Overheid 2010 is that the central government, the Police and the Army are busy with implementing and carrying out diversity policy. However, the independent public sector employers (ZPW) are not that far. In many cases, an overarching vision and subsequent policy are lacking, although many sectors do recognize the importance of diversity policy.

3.3 Success and fail factors

In a recent advice on diversity policy, The Social and Economic Council of the Netherlands (SER) identified some 'critical success factors' for diversity policy.

- A clear vision on diversity in relation to organizational objectives;
- Support at top level;
- A tolerant organizational culture in which all employees feel respected and appreciated;
- Measurable objectives that could be targeted at;
- Embedding and evaluation of diversity policy.

Moreover, the council highlights the importance of support for initiatives in the sphere of self-regulation, paying attention to the stimulating effects of such initiatives. In reaction to this advice, the cabinet emphasizes that it supports such initiatives, such as the earlier mentioned National Network Diversity Management (Div) and the Charter Talent to the Top. Moreover, the cabinet supports initiatives of the 'Vereniging van Gemeentesecretarissen' and the 'AenO' Funds of municipalities, provincial authorities and water boards to stimulate both gender and ethnic diversity.

The council is divided when it comes to introducing legislation with regard to women at top positions. Part of it considers it advisable to start with the preparation of legislation, in case the governmental objectives are not reached. Another part of the council rejects such legislation. The cabinet does not intend to prepare legislation, but will analyse the reasons if the objectives are not reached and will reconsider the instruments.

Employers still often associate diversity policy with the former affirmative action. This is a risk factor for the success of diversity policy, as affirmative action does not fit with the wishes of employers. Therefore, clear communication targeted at both current as well as future employees is important. Organisations will employ a more welcoming attitude towards diversity when employees have the feeling that people are hired and move upwards based on their competences rather than because it adds to realizing the diversity targets.

There are doubts about formulating target figures. In a memo on the effectiveness of the central government's diversity policy, the Institute for Integration and Social Efficacy (ISW), states that by putting emphasis on target figures, the government puts too much emphasis on the principal of discrimination and fairness. Downside of such an approach could be a lack of emphasis on diversity and the potential power of diversity and fear and resistance against diversity. A possible result is that 'allochtonen' will be recruited but will leave the organisation again within a short time-span because diversity is not fully incorporated in the organisation

3.4 Interesting initiatives

In this section, two interesting initiatives are described. These should not be regarded as evaluations of good practices, but are meant as a source of inspiration.

The Dutch Tax Administration has been working on diversity within its workforce since the 1980s. The focus is on ethnicity, gender and age. The motivation has always been a combination of economic interest and agreements at central level following political goals and/or legislation. The Tax Administration endeavours to be a mirror image of Dutch society, believing that implementation/service is only optimal if an organisation has maximum affinity with society (or: when society is represented correctly within the organisation). Ultimately, the Dutch Tax Administration wishes to mainstream diversity management in all HRM processes, making affirmative actions superfluous.

The approach consists of:

- Putting this subject on the agenda, centrally initiating activities (networking day)
- Infrastructure/network building: sponsor group (higher management), diversity network (middle management), interculturalisation forum, central coordinator
- Programme Interculturalisation Tax Administration (until 2004) with several activities like offering modules in intercultural communication and neutralising selection procedures with respect to diversity.
- Stimulating regional initiatives by giving positive attention and offering opportunities for sharing knowledge/experiences
- Specific project for boosting the inflow of women and ethnic minority staff (participation in EU programme Mixed, management development programme "Talent in motion")
- Participating in the "Fair play for older workers" with the goal of implementing life-phase orientated personnel policy

A biannual personnel study provides insight into labour perceptions and conditions and annual research measures the satisfaction of the Dutch citizen with the quality of service provision. Specific research measures work satisfaction among ethnic minority staff, exit reasons among women, and career development of non-Western employees (compared to Western colleagues). The insights from this research are used to further improve the diversity policy.

Source: The State Employer's Authority, Danish Ministry of Finance (2007). Diversity through Equality in public administrations in Europe.

The city of Amsterdam is an interesting example. Already in the beginning of the 1980s, the Amsterdam administration formulated a personnel policy with the purpose that the staff of that the staff of all municipal institutions and companies on all levels would reflect the diversity of the city's population. At national level, the 'Wet Samen', which was effective from 1997 to 2003, forced all institutions and companies to publish their results on the number of immigrants among their staff. The municipality of Amsterdam was ahead of other organisations, since registration and positive action were already taking place. After this law was abolished, the municipality pursued its personnel policy, independent of the national policy; municipalities are not obliged to follow any national lines in their personnel policy.

The current personnel policy of the Amsterdam administration has two central objectives:

- a diversity policy is necessary because the municipality has to be recognisable for its citizens – a multicultural city should have multicultural authorities;
- because of ageing and diversification in the labour market in general, it is in the interest of the city to become attractive for a diverse group.

Instruments include:

- Special meetings with recruitment agencies about finding personnel with a foreign background
- Alternative recruitment channels are being developed. In addition to the regular channels, such as printed media and websites, relevant platforms are approached and network relations are established. For instance, the municipality has approached Moroccan, Turkish and multicultural student unions.
- Amsterdam monitors the results of the diversity policy on employment within the municipal organisation. The data are published in a social year report, which is part of the annual report of the municipality.
- Internal management training to encourage foreign nationals to move upwards
- Rules on qualifications and employment conditions are the same for all employees.
- There are confidentiality persons within the administration with who victims can talk in case of discrimination and harassment.
- The Amsterdam administration accommodates religious needs such as a prayer room in the building.

Source: CLIP (2009). Diversity policy in employment and service provision. Case study: Amsterdam, the Netherlands.

4 Overview of literature / sources and contact persons

4.1 Methodology

The Dutch country study is mainly based on extensive desk research. Partly, the literature was provided to us or it was pointed out where to find it by the Dutch Ministry of the Interior and Kingdom Relations, partly the literature was collected through an internet search. Moreover, a short telephonic interview was carried out with Janine Schreck, project manager diversity within the Ministry of the Interior and Kingdom Relations. Finally, the report was sent for feedback to the Ministry and this feedback was processed in the final draft of the Dutch country report.

4.2 Literature and sources

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