



**Organisation for Economic Co-operation and Development  
(OECD)**

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**Managing a diverse public  
administration and effectively  
responding to the needs of a more  
diverse workforce**

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**2015 EUPAN survey**



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Managing a diverse public administration and effectively responding to the needs of a more diverse *workforce* presents quantitative and qualitative data collected through a survey administered by the OECD in the summer of 2015 to EUPAN members. Twenty-six EU member states took part in the survey. The goal of the survey was to provide an improved understanding of the approaches taken by EU member states to manage diversity within their central public administrations. The survey was designed by Daniel Gerson (OECD Secretariat), Danielle Bossaert (Luxembourg Government) and Dr. Beatrix Behrens (German Employment Agency). Mr. Gerson led the analysis of the survey and authored the final report with support from Guillaume Bellinelli, Guillaume Lafortune and Cristina Mendes (OECD Secretariat). For further information, please contact Daniel Gerson ([daniel.gerson@oecd.org](mailto:daniel.gerson@oecd.org)) or Danielle Bossaert ([danielle.bossaert@mfp.etat.lu](mailto:danielle.bossaert@mfp.etat.lu)).

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## Executive Summary

**The role of the public service in EU Member States in ensuring the well-being and prosperity of its citizens is crucial.**

Many countries are still dealing with the legacy of the 2008 crisis, with continuing low growth and persistent unemployment, which are undermining citizen's trust in institutions and markets. Inequalities have risen in most countries. Emerging challenges such as large-scale migration and climate change bring new pressures for innovative solutions, and require high-performing public sectors to implement them successfully. The responses of the public sector to a growing number of multi-dimensional challenges will impact the confidence of citizens in public institutions, political decision makers and civil servants as trustworthy deliverers of public policy. This will require a change in the cultures of many European public sectors - going beyond technical efficiency to the creation of public value where the civil service aims to deliver better services to all and strengthen the legitimacy of, and confidence in, public sector institutions in the eyes of the public. It suggests the need to design more diverse and inclusive policies and services, supported by more diverse and inclusive public sector institutions.

**Workforce diversity can be a strong contributor to innovation, organisational performance, and trust in public institutions, when this diversity is managed in a way that builds inclusion.**

This has been understood in the private sector, where innovation and improvement are necessities for survival. For example, it has been shown in various research studies that diversity at management levels helps to build a culture where outside-the-box ideas are encouraged and nurtured. Similarly, when a member of a team shares traits in common with the end-user of a product or service, they can better understand their needs and drive better performance. A representative public sector workforce also sends a strong message of inclusion, that public sector institutions are serious about taking all of their citizens' concerns to heart and designing policies and programs that meet their needs. As European public sectors look for new ways to solve complex challenges, designing innovative services, restoring trust in public institutions, and implementing policies and practices that promote the diversity and inclusion of their public institutions, diversity management measures are becoming increasingly essential. However, the results of this survey suggest that the majority of EU Member States have a long way to go in this regard.

The short survey, "*Managing a diverse public administration for effectively responding to the needs of a more diverse workforce*", was conducted by the Luxembourgish Ministry of Civil Service and Administrative Reform and the OECD Public Governance Directorate for the EU Public Administration Network over the summer of 2015. It provides a snapshot of the state of diversity management for more inclusive civil services; intends to help governments reflect on their public human resource management in the context of increasing diversity, and to design the diversity strategy or policy packages that best meet their objectives. It benefits from the response of 26 Member States (all except the United Kingdom and Romania). The main findings are the following:

- **While most EU Member States have laws, strategies and policies focused on gender and people with disabilities, a few take a broader perspective.**

Most of the EU Member States target the two same elements in their diversity strategy: gender diversity and people with disabilities. This survey indicates that some EU

governments' diversity strategies are extending beyond these two groups to a wider number of individuals and are thereby adopting a broader view of diversity. These groups include the ageing workforce, LGBT (Lesbian, Gay, Bisexual, and Transgender) groups, employees with migrant background and specific ethnic groups.

- **Most diversity strategies aim to provide equal opportunities and protect from discrimination while some take a more active approach to improve policy-making and service delivery.**

The majority of the EU Member States' diversity strategies are directed towards two main goals that represent two sides of the same coin: provide equal opportunity to employment and advancement for diversity groups, and protect against discrimination. However, a minority of countries aim at other objectives through their diversity strategies such as broadening the talent pool and accessing competencies of underrepresented groups, aiming for a civil service which is representative of the population it serves, improving policy making, improving service delivery or creating and strengthening a value oriented culture.

- **Implementing diversity strategies and tools for diversity management remains a challenge in many EU Member States.**

This survey shows that while a majority of countries report having a diversity strategy of some sort, a smaller number of countries have an action plan to implement their strategy, while fewer have specific targets to meet, and even fewer still hold their senior leaders accountable to achieve these targets. This suggests that strategies may not be followed through to implementation. Furthermore, few countries appear to prioritise competency development for diversity management. In addition, while many countries report providing opportunities for flexible working arrangements, it is unclear whether these are actively promoted and used. More active interventions to support diversity, such as flexible career path, re-entry programmes, mid-career programmes or second career opportunities appear to be much less common. Finally, statistics and employee surveys to monitor diversity and inclusion appear to be under-utilised by most EU countries' central public administrations.

In summary, the typical EU Member States' central public administration appears to have a diversity strategy in order to secure equal opportunities and prevent discrimination against women and people with disabilities. This is important and should be continued and reinforced by putting in place action plans, active programs and some level of Senior Civil Service (SCS) accountability. However at best this only represents a piecemeal approach.

However, a minority of EU countries are taking important steps towards leveraging diversity for better policy and service delivery outcomes and more public innovation. These include, in various ways, **Austria, Belgium, France, Sweden and the Netherlands**. These countries seem to take a broader view of diversity, invest more in active programs to develop competencies, enable flexibility in work and careers, and measure progress with statistics and surveys. However, policies specifically targeting inclusion or innovation appear to be frontiers not yet prioritised by most EU Member States. The report examines a possible multidimensional process that suggests the following elements to build and implement robust diversity management. These include:

- collecting a wider range of diversity data;
- adopting clear diversity targets;
- building an action plan and implementing it;
- including diversity-related elements in leadership competency frameworks and development;

- 
- providing flexible working arrangements and career patterns' to ensure employees' work-life balance and engagement across the life-cycle;
  - assessing the efficiency of the diversity policies implemented:
    - at a regular basis to adjust it if needed;
    - through annual reports;
    - through employee surveys to look in-depth at how inclusion is understood, accepted and seen as an opportunity by employees.

## Introduction

The role of the public service in EU Member States in ensuring the well-being and prosperity of its citizens is crucial. Emerging challenges such as large-scale migration and climate change bring new pressures for innovative solutions and require high-performing public sectors to implement them successfully. The responses of the public sector to a growing number of multi-dimensional challenges will impact the confidence of citizens in public institutions, political decision makers and civil servants as trustworthy deliverers of public policy. This will require a change in the cultures of many European public sectors - going beyond technical efficiency to the creation of public value. It suggests the need to design more diverse and inclusive policies and services, supported by more diverse and inclusive public sector institutions.

Workforce diversity can be a strong contributor to innovation, organisational performance and trust in public institutions, when this diversity is managed in a way that builds inclusion. Diversity in the public sector is nowadays a reality and a necessity. Each individual has different background, knowledge, skills and competencies that can contribute to the success of the public service as a whole and enrich its perspectives over the long-term for both employees and citizens. Evidence<sup>1</sup> suggests that there is a strong relationship between understanding the needs of different groups in society and delivering improved public services.

At the same time, Europe is confronted with demographic change. In the majority of the EU Member States, populations are diverse in terms of, for example, gender, age, national or ethnic origin, religion, disabilities, sexual orientation and each of these groups contain citizens with different socio-economic and educational backgrounds. This phenomenon is reflected in the workforce composition of the private and public sectors. As public examples, European Union (EU) governments are therefore challenged to meet the needs and concerns of every individual of society and to be leaders in implementing diversity management.

### Contextual overview: an increasingly diverse European public workforce

#### ***Increasing diversity of population***

##### **Europeans are living longer than ever before.**

The rapid ageing of the population is a phenomenon known in almost every EU country. Ageing is the consequence of two long-term factors: the increase in life expectancy on the one hand, and the decline of fertility rates and its stabilization to a low rate on the other hand. Life expectancy has been increasing in a continuous trend at the rate of 2-3 months per year and represents the main driver behind the population ageing. Between 1993 and 2009, in every European country, men and women increased their life expectancy by 6 and 4 years respectively. This means that most European men are now living past 75 years, and women past 82 years<sup>2</sup>. At the same time, the fertility rate has decreased between 1980 and 2012: it dropped on average from 1,97 to 1,58. Since the rate is under 2 for the large majority of the EU countries, it is too low for a population to be self-sustaining (a rate

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<sup>1</sup> OECD, *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, 2011, page 177-178.

<sup>2</sup> EUROPEAN COMMISSION, EUROSTAT, Demography report 2010: Older, more numerous and diverse Europeans, March 2011, page 33.



of 2,1 children per woman would be required)<sup>3</sup>. The direct consequences of these two trends are the rise of the population aged 65 and over and the drop in the number of children, young people and those of working age (between 15 and 64): by 2060, there should be more male and female aged above 50 years old, and less male and female aged below 40 years old.<sup>4</sup>

Such demographic trends create pressures on government to provide public services, since the current delivery systems were built to meet the demands of younger societies. The latest prediction from Eurostat is that reducing birth rates and rising life expectancy means that by 2060, the ratio of people of working age (15-64) for every person aged over 65 in the European Union (EU) will halve from 4 people of working age to 1 person over 65 to 2 people of working age to 1 person over 65<sup>5</sup>. The ageing population and declining workforces faced by most of the EU countries establish important challenges to their national economies and social programmes. Fewer workers supporting growing groups of elderly people inevitably increase pressure on economic and social structures.

As a consequence of these trends, a significant proportion of public employees will retire over a relatively short period. Maintaining the capacity of the public service to deliver the same level and quality of public services for all citizens is a complex management task, especially considering new expectations for service delivery in an ageing society (flexible and adaptable delivery, but also efficient, accountable and equitable delivery). Thus, to replace retirees and attract competent new employees, the public service has to be an attractive employer by providing each and every employee with the opportunity to develop. At the same time, the coming retirement of a significant part of the public workforce risks an equally important loss of institutional knowledge and experience. Implementing a sustainable knowledge management and transfer strategy therefore represents another important challenge for public services.

### **The European population's composition is changing due to immigration.**

As a consequence of the population ageing and of the needs of the economy in terms of labour force, Europe's population growth is increasingly fuelled by immigration. According to EU demographic projections, the total European population number should remain stable in 2080 with 500 million people, thanks to the migration trends, while without the migration input, it would sharply decrease to 400 million. Non-EU citizens have been immigrating in EU countries at a rate of 1 to 1,5 million per year since 2010. As a matter of fact, non-EU nationals residing in the EU represent circa 20 million people, that is to say 4% of the total EU population and 5% of the total working age population in the EU. The foreign born population has also increased in recent years. In 2014, the number of people residing in the EU-28 who was born in non-member countries was 33,5 million (i.e. 7% of the total EU population), with an additional 17,9 million EU citizens born in a different EU member state from the one they were resident in<sup>6</sup>. According to some demographic forecasts, by 2060, the proportion of EU residents with migrant background (will have been born in another country, or have parents born in another country)<sup>7</sup> should double to around 25% of Europe's population (see figure 3).

<sup>3</sup> OECD Factbook 2014, Economic, Environmental and Social Statistics, page 17.

<sup>4</sup> Eurostat (database).

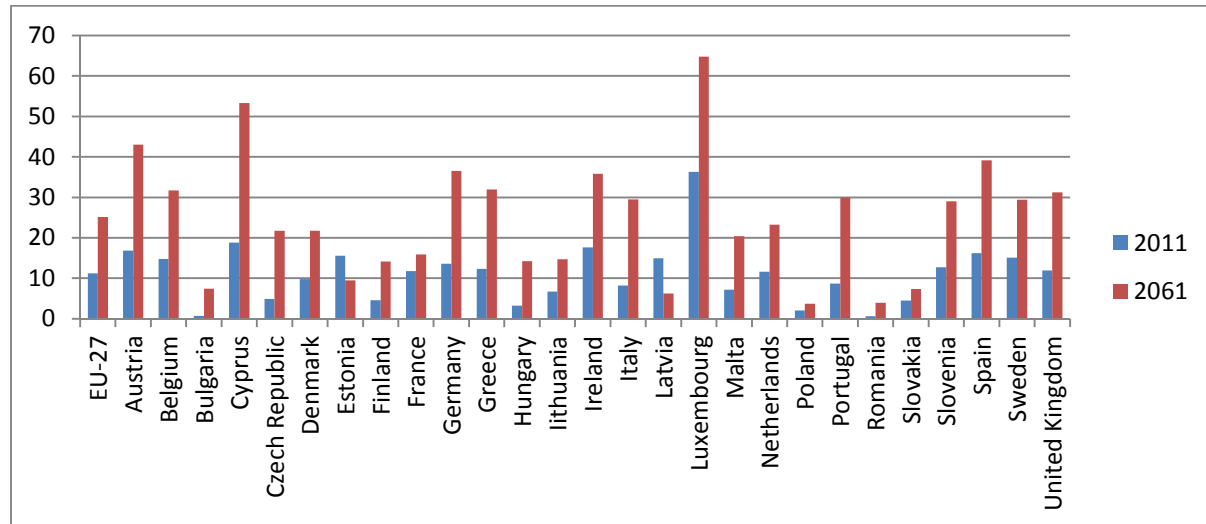
<sup>5</sup> This ratio is sometimes referred to as the "*support ratio*" because the tax contributions of the working population support public services for the retired population. Source: EUROPEAN COMMISSION, ECONOMIC POLICY COMMITTEE, The 2015 Ageing Report: Underlying Assumptions and Projection Methodologies, 2014, page 18.

<sup>6</sup> Eurostat Migration and Migrant Population Statistics: [http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration\\_and\\_migrant\\_population\\_statistics#Migrant\\_population](http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics#Migrant_population)

<sup>7</sup> Lanzieri, Giampaolo. (2010) Fewer, Older and Multicultural ? A Projection Of The Populations Of The European Union Member States By Foreign/National Background. Paper prepared for the European Population Conference 2010. <http://epc2010.princeton.edu/papers/100315>.

For now, small European countries such as **Luxembourg** are more affected than others by changes in population's composition. As a matter of fact, foreign born population represents almost half of Luxembourg's population in 2013 (43,7%) and a bit less in bigger countries like Germany (12,8%) or Spain (13,4%)<sup>8</sup>.

**Figure 1: Projected share of foreign background persons in EU member states, 2011 and 2061**



Source: Lanzieri, 2010

Demographics are thus changing in terms of age and national or ethnic origins in the European population. By extension, such changes can be found in the overall workforce as well, and especially in the public workforce.

### ***Increasing diversity of public workforce***

#### **Women have made substantial progress in labour market participation in most European countries.**

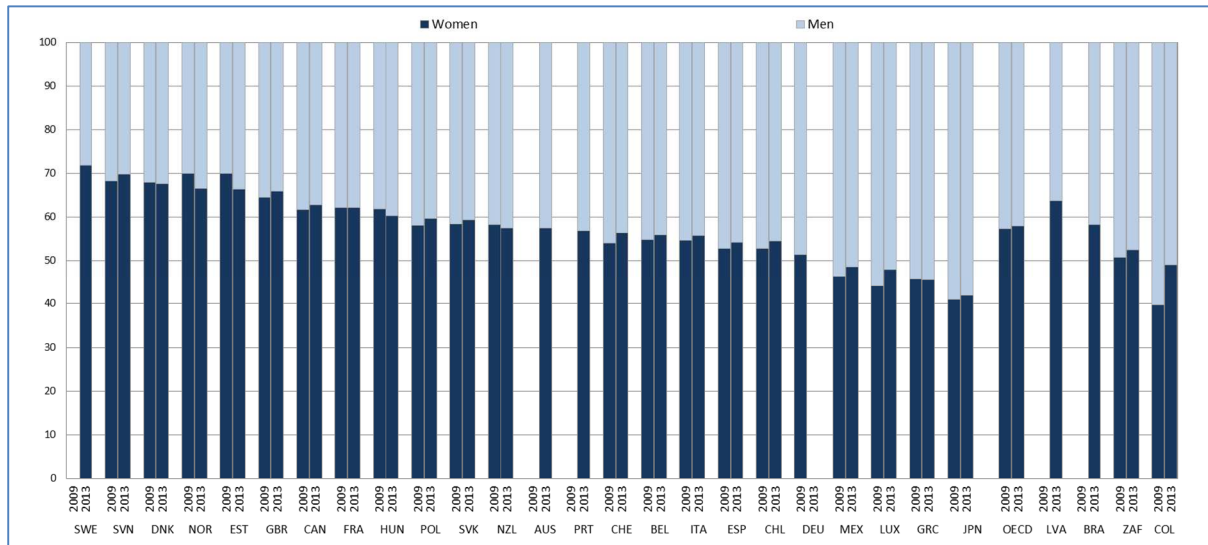
This is mainly due to increased educational attainment and changing cultural expectations, which have led to higher employment outcomes for women. The share of employed women in total employment has been continuously increasing during the last decade: in 2013, and depending on the EU countries, it goes from 40% (e.g. **Greece**) to almost 50% (e.g. **Estonia**)<sup>9</sup>. However, guaranteeing equity in gender representation at all levels of hierarchy and pay remain a major concern for EU member countries. Women's employment is also becoming an important challenge for the European countries due to the ageing workforce. For instance, according to the World Bank Group report of 2012, the European countries can expect a shortfall of nearly 24 million workers by 2040 if the participation rate for women remains constant. If, instead, this rate rises to that of men, the forecasted shortfall drops to only three million<sup>10</sup>.

<sup>8</sup> OECD (2015), International Migration Outlook 2015, OECD Publishing, Paris. p. 35.

<sup>9</sup> OECD, *Government at a Glance 2015*, 2015, page 87.

<sup>10</sup> OECD, *Women, Government and Policy Making in OECD Countries – Fostering diversity for inclusive growth*, 2014, page 96.

Figure 2: Share of public employment filled by women and men (2009 and 2013)



Source: OECD Government at a Glance 2015<sup>11</sup>

Women are often over-represented in the public sector across EU countries (see figure 2). Women's share in public sector employment has increased considerably and, in many countries, has outpaced men's participation: in **Sweden**, they even represent more than 70% of public sector employment in 2013<sup>12</sup>. On average, in OECD countries in 2010, women represent<sup>13</sup> 57% of the general government workforce and 50% of the central government workforce. However, the share of central government jobs filled by women differs significantly regarding the occupation groups. Thus, the female employees represent 65% of secretarial positions, 27% of top managers, 35% of middle managers and 80% of part-time employees<sup>14</sup> (see figure 4). Senior management positions keep being dominated by men in most countries.

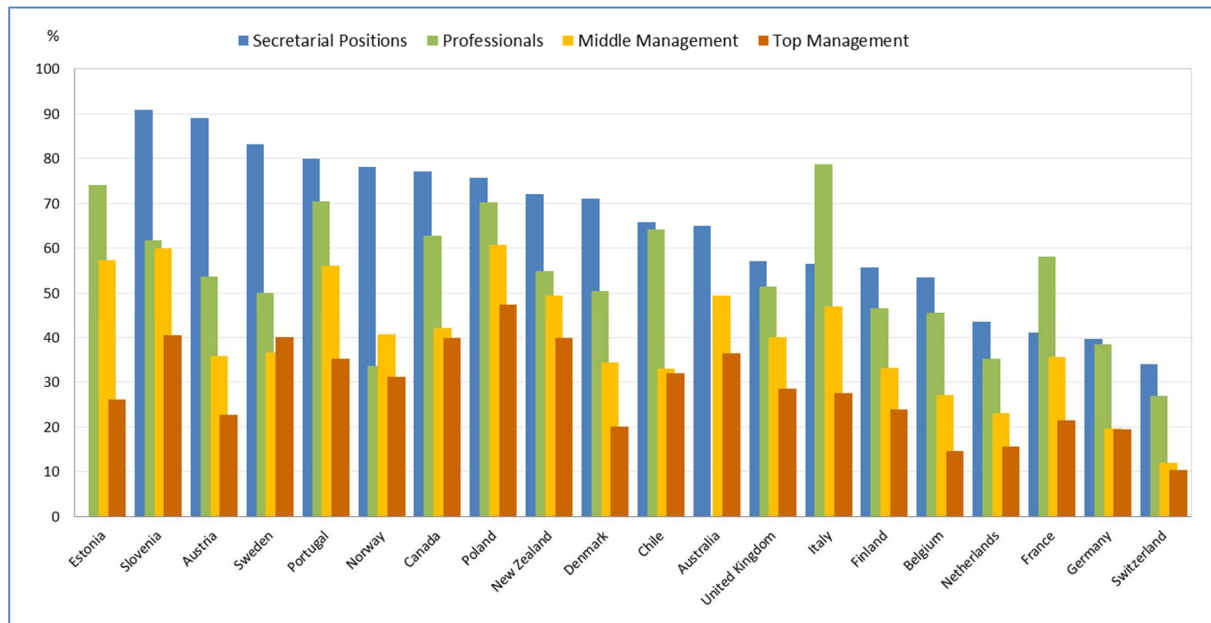
<sup>11</sup> Data for Austria, Czech Republic, Finland, Ireland, Iceland, Israel, Korea, the Netherlands, Turkey and the United States are not available. Data for Australia, Germany, Portugal and Sweden are not included in the OECD average due to missing time series. Data for New Zealand are expressed in full-time equivalents (FTEs). Australia, Greece, Hungary and Slovenia: 2012 instead of 2013. Denmark, Luxembourg and New Zealand: 2011 instead of 2013. Switzerland: 2008 instead of 2009.

<sup>12</sup> OECD, *Government at a Glance 2015*, 2015, page 87.

<sup>13</sup> OECD, *Government at a Glance 2013*, 2013, page 121, 123.

<sup>14</sup> OECD (2014), *Women, Government and Policy Making in OECD Countries: Fostering Diversity for Inclusive Growth*.

**Figure 3: Share of central government employment by occupation groups filled by women (2010)**



Source: OECD Government at a Glance 2013<sup>15</sup>

Gender differences can also be discovered regarding salaries. Salaries for the same post can sometimes be slightly lower for women than for men in countries where women are well represented in the civil service. In **Finland**, for instance, women's monthly earnings reach 80% of those of men<sup>16</sup>.

### The public workforce is aging.

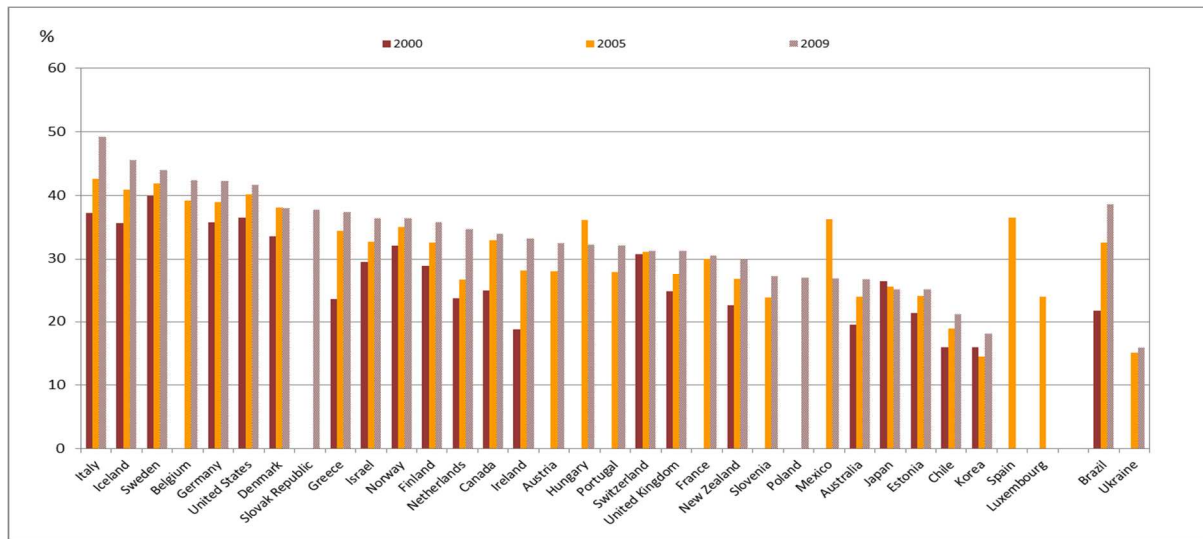
During the 1960s and the 1970s, a substantial growth period for public sector employment, most European states hired an important number of baby boomers (born between 1945 and 1964), who are now retiring or will be retiring within the next fifteen years. As is shown in figure 5, the percentage of employees over 50 years old in most OECD central public administrations has been increasing, in some cases quite significantly. This faster ageing phenomenon can also be explained by the later entry of new employees to the public sector due to generally higher diploma requirements, which decreases the amount of youth employment. In most of the European countries, 30% of civil servants on average will leave during the next fifteen years (even 39% in **Belgium**)<sup>17</sup>.

<sup>15</sup> Data for Luxembourg, Slovenia and Sweden are for 2011 rather than 2010. Data for France are for 2009 rather than 2010. Data for the Netherlands are in full-time equivalent. Data for Switzerland on secretarial positions also include technical positions.

<sup>16</sup> OECD (2014), *Women, Government and Policy Making in OECD Countries: Fostering Diversity for Inclusive Growth*.

<sup>17</sup> OECD, *Government at a Glance 2009*.

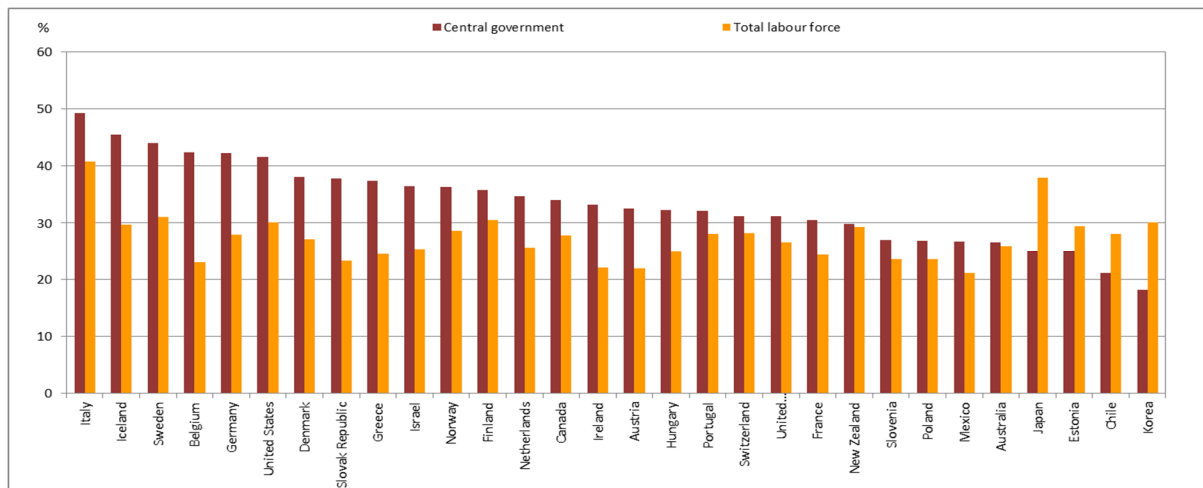
**Figure 4: Percentage of central government employees age 50 years or older (2000, 2005, 2009)**



Source: OECD Government at a Glance, 2011<sup>18</sup>

Workforce ageing is stronger in the public sector than in the private sector. A comparison between the central government and the total labour force (figure 7) shows a significantly higher representation of older employees in most country's central governments.

**Figure 5: Percentage of employees aged 50 or older in central government & total labour force (2009)**



<sup>18</sup> The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law. Data are not available for Austria, Belgium, France, Hungary, Luxembourg, Mexico, Poland, Portugal, Slovenia, Spain and Ukraine for 2000. Data are not available for France, Poland for 2005. Data are not available for Luxembourg and Spain for 2009. Data for Italy are for 2001 instead of 2000. Data for Korea are for 1998 instead of 2000. Data for Switzerland are for 2002 instead of 2000. Data for Austria, Mexico and Norway are for 2006 instead of 2005. Data for Korea are for 2003 instead of 2005. Data for the United States are for 2004 instead of 2005. Data for Brazil, Japan, Italy and Korea are for 2008 instead of 2009. Data for Portugal are for 2010 instead of 2009. For Brazil, Estonia and Hungary, the data represent the percentage of government employees over 51 years old. For Chile, data represent the percentage of government employees over 55 years old.

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Source: OECD 2010 Strategic Human Resources Management in Government Survey and OECD Labour Force Statistics Database<sup>19</sup>

**Despite the fact that hard evidence are lacking in Europe, the public workforce seems to become more diverse in terms of ethnic and national origins, and people with disabilities.**

Generally, European countries do not collect data on their workforce's ethnic background, disability status, sexual orientation or educational background. This lack of evidence could restrain the case for diversity, as there is no solid proof of the rise of certain diversity categories. Tracking diversity is a long-term project that needs a proper legal framework to ensure a strong protection of individual privacy. It should be pointed out that some exceptions exist regarding collecting ethnic background data in public administration. The **United Kingdom** (UK), for instance, has collected data on ethnic background and disability status as part of civil service diversity and inclusion statistics since 1991. In 2014, ethnic minorities represented 10,1% of the overall central civil service and 4% of the central senior civil service. Furthermore, 8,8% of the civil servants were disabled<sup>20</sup>. While the UK case is not representative of other EU member countries, it shows that some countries are collecting a wider range of diversity statistics to actively manage a diverse workforce.

Even without actual workforce statistics, we can assume that European countries' public workforce should be more culturally diverse since European public administrations have to respect and enforce the EU law. In order to be in line with the European principle of the free movement of workers, European public sectors have for example opened their recruitment processes to European citizen. In **France**, for instance, the public administration opened most of the pathways to integrate the French public administration to all EU nationals: 9 public positions out of 10 are legally accessible

to EU nationals<sup>21</sup>. In addition, according to the European legal framework<sup>22</sup>, member countries must fight against discrimination, in both the private and the public sectors, and guarantee for every worker an equal treatment, without discriminating for religion, beliefs, disability, age or sexual orientation.

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<sup>19</sup> The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law. Data are not available for the Czech Republic, Luxembourg, Spain, Turkey and the Russian Federation. Data for Brazil, Japan, Italy and Korea are for 2008 instead of 2009. Data for Portugal are for 2010 instead of 2009. For Brazil, Estonia and Hungary, the data represent the percentage of government employees aged over 51 years. For Chile, data represent the percentage of government employees aged over 55 years. Total labour force data for Israel refer to 2008. Data are not presented for Brazil and Ukraine as total labour force data are not available.

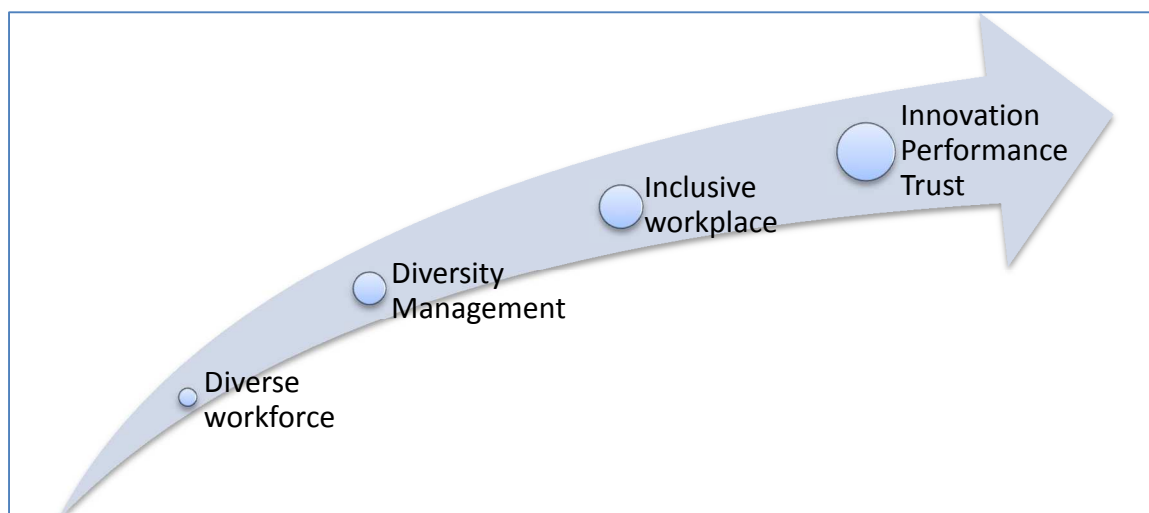
<sup>20</sup> UK office for national statistics: [www.gov.uk/government/organisations/civil-service/about/equality-and-diversity](http://www.gov.uk/government/organisations/civil-service/about/equality-and-diversity)

<sup>21</sup> Journal Officiel de la République Française, Loi n°84-16, 11 janvier 1984, portant dispositions statutaires relatives à la fonction publique de l'Etat (article 19), et Loi n° 91-715, 26 juillet 1991, portant diverses dispositions relatives à la fonction publique (article 5 bis).

<sup>22</sup> European directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation.

## Theoretical Frame: Harnessing Diversity for Innovation

Figure 6: From Diversity to Innovation



Source: Author's design

Many different definitions of diversity exist among the EU countries. As the survey will show, diversity is most often operationalised in terms of gender groups and people with disabilities, but can also include age-diversity, ethno-cultural diversity, and/or diversity of sexual orientations. For the purposes of this study, we include all groups and types of diversity, with the underlying assumption that, regardless of the groups in question, the goal is to produce an environment where all individuals feel supported to express their views, share their opinions and contribute to the improvement of their workplace and the accomplishment of its mission. In this view, diverse workforces, effectively managed in diverse teams, lead to more creative problem solving by drawing on wider sets of skills, information, experience and contacts.

While there have been many studies that point to a great potential for diversity operating in this way, it is not a direct and linear correlation. In fact there is evidence to the contrary, i.e. that diversity can also contribute to lower levels of social integration, worse communication and conflict which can deteriorate performance and lower group members' satisfaction. Hence, diversity is often referred to in the literature as a double-edged sword.<sup>23</sup>

The goal of building and managing a diverse workforce, then, is not simply to recruit a diverse workforce in the sense of countable characteristics (% of women, minorities, etc.) but also to build a workplace culture that ensures that minority views are encouraged and valued; in other words, an **inclusive workplace**. Diversity and inclusion are the two sides of the same coin. But, while closely related, inclusion is a separate concept from diversity. While organizations may strive for diversity as a measurable indicator, this does not necessarily mean that employees perceive that their identities are appreciated and included in the workplace. Inclusive workplaces mean that people feel connected and engaged to the organization. In that way, inclusion can be seen as a culture that:

- connects each employee to the organization;
- encourages collaboration between employees, non-hierarchical behaviours, flexibility and fairness;

<sup>23</sup> For a useful overview, see Mannix and Neale. What differences make a difference? The promise and reality of diverse teams in organisations. In *Psychological Science in the Public Interest* **October 2005** vol. 6 no. 2 **31-55**.

- leverages diversity throughout the organization so that people are able to participate and contribute actively to their full potential<sup>24</sup>.

Transitioning from a diverse workforce to an inclusive workplace requires significant effort from those who lead organisations, establish HRM policies and practices, manage teams, recruit employees and contribute to organisational culture. This implies the need for a different kind of management – a diversity management.

Diversity management steps away from traditional management to take into account the evolution of the workforce, promotes equal opportunities, reconciles private and professional life, includes all cultural backgrounds and the disabled in the organization, and prevent from discrimination. All those aspects need to be considered at each step of the career (recruitment, trainings, child or family care, appraisal/development interviews, etc.).

Diversity management will be understood here as the comprehensive organizational and managerial process for leveraging diversity and achieving inclusion that maximizes the potential of all employees in terms of job and career opportunities regardless of their competencies and aspirations. Different approaches to diversity management have been taken by different organisations at different phases of their development. Three groups are often identified in the literature<sup>25</sup>:

- **Diversity as equal opportunity, fairness and anti-discrimination:**

This is likely the dominant approach in EU Member States. It guarantees the neutrality of Human Resource Management (HRM) processes to prevent discrimination of all kinds. The underlying assumption is that prejudice risks limiting employment of certain demographic groups in public organizations. As a matter of fairness and to comply with EU statutes, Member States make efforts to rebalance the composition of their workforce to more closely reflect that of their society. This requires transparent, merit-based managerial processes that ensure equal and respectful treatment for all employees to ensure that some are not given unfair advantage over others.

- **Diversity as a resource:**

This approach is driven by an appreciation that diverse populations have skills and knowledge that can be put to use to improve public sector performance, particularly in the context of tight labour markets where public sectors compete for skills with private sector companies. As private companies may use a diverse workforce to help gain access to diverse market segments, so too can the public sector leverage employees with multilingual skills and cultural awareness in order to understand and serve them better and to gain legitimacy with them. While applicable to all public organisations, this approach to diversity may be increasingly found in front-line services, for example, in policing and schooling.

- **Diversity as an inclusive enabler:**

Whereas diversity as a resource seeks to use diverse skills to contribute to organisational impact, this approach stresses diversity's contribution to a learning culture, and therefore leverages diversity to rethink organisational structures, working methods and culture. This requires creating an environment, which connects workplace values with employees'

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<sup>24</sup> U.S. Office of Personnel Management, *Office of Diversity and Inclusion, Government-Wide Diversity and Inclusion Strategic Plan*, 2011, page 5.

<sup>25</sup> Adapted from Thomas and Ely, *Making Differences Matter: A New Paradigm for Managing Diversity*, Harvard Business Review 1996: <https://hbr.org/1996/09/making-differences-matter-a-new-paradigm-for-managing-diversity>



underlying identities and outlooks, and allowing people's differences to influence and contribute to the organization's vision and strategy. This kind of self-reflection suggests that learning and innovation are more likely to occur.

The concept of diversity management should here be understood in each of these three senses: as a reaction against discrimination, as a means to renew the skills of the public sector workforce, and as a source of innovation and organisational renewal. *"It describes not only a mixture of skills, competencies, perspectives, experiences, backgrounds, but also a valuing and use of that diversity to improve government's efficiency and effectiveness and to meet public servants' professional expectations. Diversity should be seen not as an end in itself but as a mechanism to achieve broader social and economic policy goals"*<sup>26</sup>.

### ***Implications of diversity management***

**The increasing diversity of EU populations and their public workforces suggests an increasing diversity of needs regarding Human Resource Management (HRM), employment patterns and working arrangements.**

If the public sector's goal is to remain an attractive employer and effectively engage employees and retain them, employers should take these different needs into account. Such evolutions challenge leaders as well as human resource departments to modernize their HRM policies to use as best as possible the full potential of a changing workforce composition. Indeed, the success of diversity policies especially depends on its integration into all steps of the HRM process, from recruitment, selection and training to career development, competency development and retiring, including flexible working patterns and arrangements. At the same time, HRM processes must be able to ensure equal opportunities, avoid or limit discrimination of any kind while privileging merit.

**Diversity management combines two complementary approaches: recruiting diversity while implementing skills development and work flexibility.**

Recruiting diversity may require a rethinking of employer branding and recruitment strategies, in order to target certain underrepresented groups. It may also require putting in place more adaptable recruitment and selection mechanisms to enable a broader participation of diverse groups in the process. Diversity training for selection committees can help to ensure that all groups have an equal opportunity to be considered on an even playing field.

Once civil servants are recruited, public HRM needs to develop skills and structures to sustain diversity. Building a diverse workforce implies the acquisition of new skills and competencies (e.g. intercultural skills, leadership, etc.) that were previously not considered as essential for public service work. This means placing special emphasis on leadership and management skills. HRM also needs to adapt towards more flexibility, as a one size fits all model no longer brings added value to new challenges. Diverse employees need the possibility to adapt their career and working patterns to their private life. Creating and sustaining a diverse workforce is a long-term process that can only be set up by a modern HRM which sets the employee's engagement as its final goal. Flexible working conditions may attract more applicants and retain them, especially if they come from potentially underrepresented groups.

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<sup>26</sup> OECD, *Women, Government and Policy Making in OECD Countries – Fostering diversity for inclusive growth*, 2014, page 171.

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## **Diversity management needs to be sustainable in order to show results.**

As every long-term goal, achieving diversity in public administration entails risks in terms of sustainability. The annual recruitment of civil servant is marginal in comparison to the existing number of employees. Thus, building a diverse public workforce takes time and this is why diversity policies and management must be sustained over a long period to produce tangible and visible effects.

## **Diversity management's final objective must be inclusion.**

A civil servant who feels satisfied according to the above-mentioned criteria is a civil servant who feels included into his public organization. The existence of prejudice, discrimination and harassment of any kind towards employees because of their characteristics can strongly hamper the progress of diversity policies and damage the inclusiveness of the public sector. Thus, introducing a cultural management based on tolerance and inclusiveness can contribute to attracting talented applicants from the widest possible backgrounds into the public service and retaining them. People must feel valued for who they are, represent and bring to the workplace in terms of knowledge and experience.

## **Diverse and inclusive workplaces are increasingly needed because they allow employees to perform and innovate better<sup>27</sup>.**

A satisfied and included employee, who feels valued for his identity and his work, should logically be more productive. In addition, a diverse and inclusive workplace should also drive to innovation because it is an environment where:

- it is safe to suggest novel ideas;
- new ideas ("*outside the box ideas*"<sup>28</sup>) are heard and possible to implement;
- decision making authority is given to team members;
- feedback is regularly given and implemented;
- credit for success is shared.

Diversity alone will not achieve the above benefits. It needs to be carefully managed to avoid social or emotional conflict due to cultural differences, lack of communication, and an overall tense atmosphere in the workplace which may reduce organisational performance<sup>29</sup>. Consequently, a proper managerial leadership and a strong and sustained HR diversity management are essential steps that need to be implemented while building a diverse workplace. Public organisations that pursue diversity in the workplace and strive to reap its benefits must look beyond their workforce numbers and make investments in their workplace quality, leadership and HRM.

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<sup>27</sup> HEWLETT Sylvia Ann, [MARSHALL](https://hbr.org/2013/12/how-diversity-can-drive-innovation) Melinda and SHERBIN Laura, "How diversity can drive Innovation", *Harvard Business Review*, December 2013: <https://hbr.org/2013/12/how-diversity-can-drive-innovation>

<sup>28</sup> HEWLETT Sylvia Ann, [MARSHALL](https://hbr.org/2013/12/how-diversity-can-drive-innovation) Melinda and SHERBIN Laura, "How diversity can drive Innovation", *Harvard Business Review*, December 2013: <https://hbr.org/2013/12/how-diversity-can-drive-innovation>

<sup>29</sup> Pitts and Jarry, 2007.

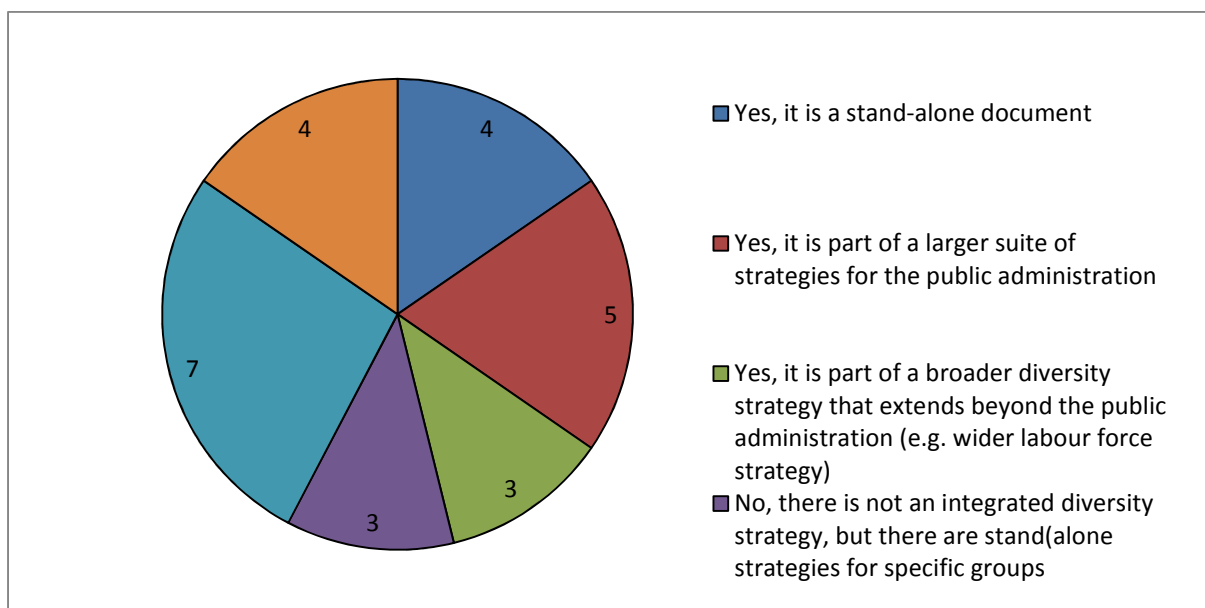
## Description of the evidence: organization and management of a diverse public administration

The survey results present an overall picture of the state of diversity management in 26 EU Member States through an analysis of diversity in strategy, targets and objectives, recruitment, accountability, flexible working arrangements and career patterns, adapted knowledge management and policy assessment. The results highlight the path that EU Member States take towards more inclusive public administrations.

### Diversity strategies, targets and objectives

The survey shows that diversity awareness and management appears to be a stated priority in many EU countries as most of them reported having a diversity strategy and/or a Diversity Charter. However, fewer of those countries that have a diversity strategy (19)<sup>30</sup> also have an action plan (11) to implement it. Finally, only a minority of EU countries (8) that have an action plan specifically mention diversity targets.

Figure 7: Diversity strategies in EU member states

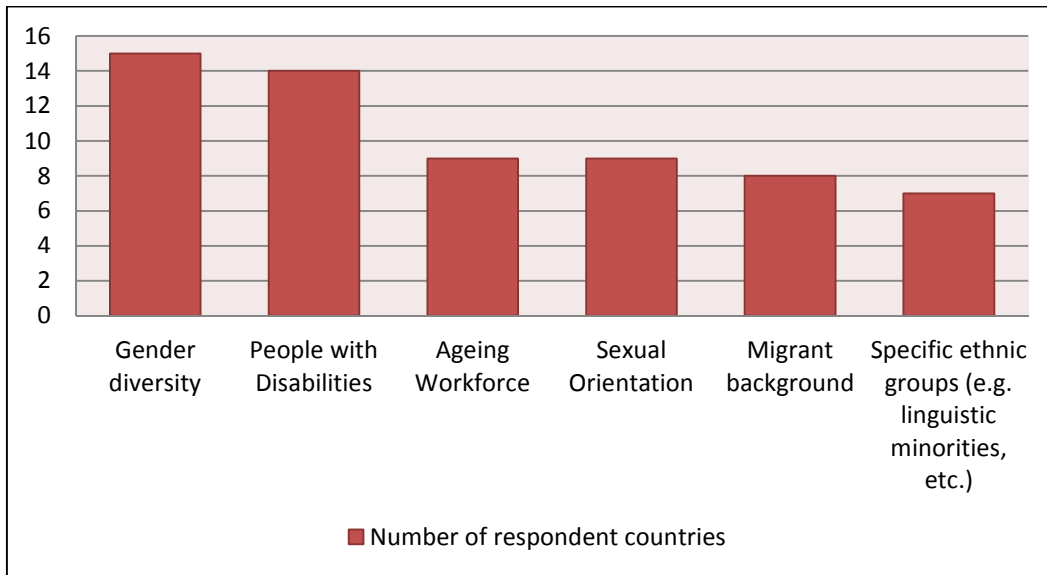


Source: OECD 2015 Survey on managing a diverse public administration Q.1

Diversity strategies usually target two main underrepresented groups: gender diversity and people with disabilities, but a smaller group of EU countries prioritise additional groups, such as ageing workforce, sexual orientation, and migrant background.

<sup>30</sup> The numbers in brackets refer to the number of EU respondent countries having such strategies, objectives or policies.

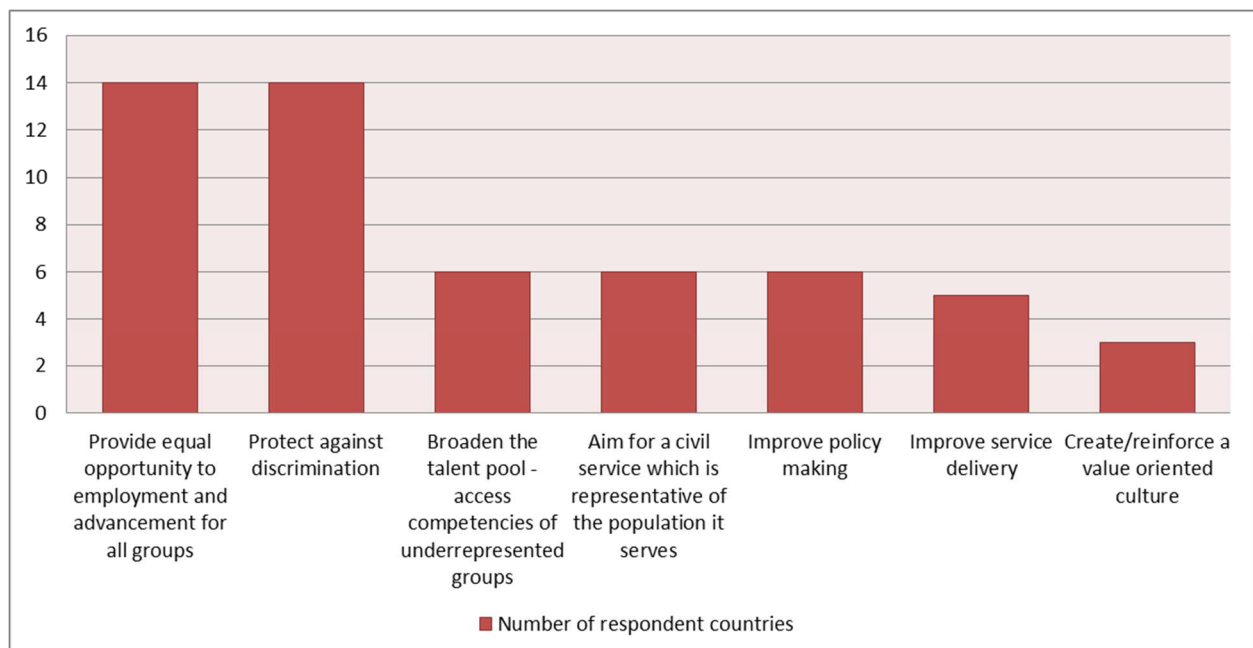
Figure 8: Groups targeted by countries in their diversity strategies



Source: OECD 2015 Survey on managing a diverse public administration Q.1a

Most European countries' diversity strategies aim to provide equal opportunity to employment and advancement for all targeted groups and to protect against discrimination (14). At the same time, some countries' strategies aim to broaden the talent pool (6), achieve a representative civil service workforce (6), and/or improve policy making (6) and service delivery (5). Aiming at a value oriented culture in the civil service through diversity, inclusion and innovation is a stated objective for only 3 countries (**Croatia, France, and Sweden**).

Figure 9: Objectives of diversity strategies adopted by EU Member States

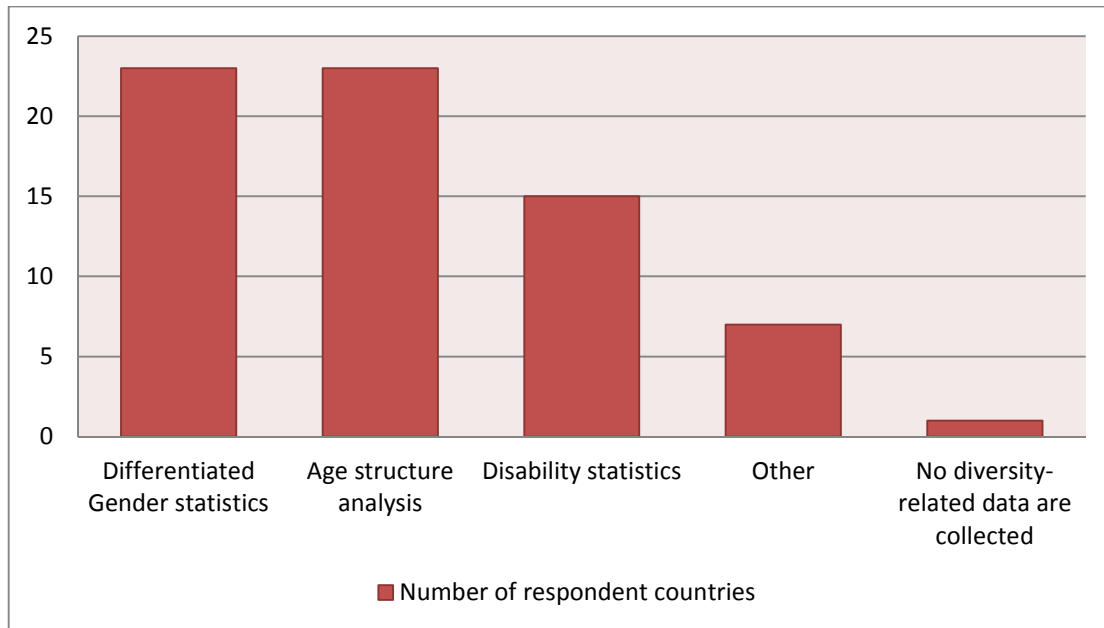


Source: OECD 2015 Survey on managing a diverse public administration Q.1b

## Diversity data and assessment

In support of diversity strategies and targets, most of the EU countries collect diversity data. Almost all EU Member States collect age (23) and gender (23) statistics by countries, while disability statistics are only collected by just over half (15). Some countries collect ethnic/migrant background diversity data on a voluntary basis and at an aggregated level (e.g. **Cyprus and Sweden**).

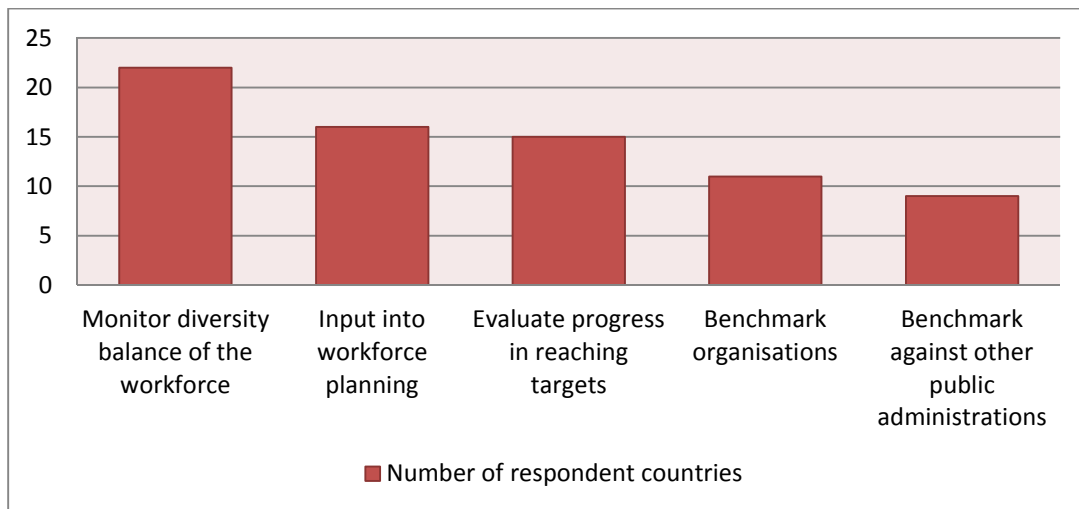
**Figure 10: Diversity data collected by EU Member States**



Source: OECD 2015 Survey on managing a diverse public administration Q. 3

Diversity data are generally used for monitoring the diversity balance of the public workforce (22). In addition, a majority of countries also use diversity data as inputs into the workforce planning strategy (16) but also to assess the progress in reaching the diversity targets (15). Finally, some EU public administrations use diversity data to benchmark organisations against each other (11) or against other public administration (9), usually other national governments (7).

**Figure 11: Use of diversity data by EU Member States**

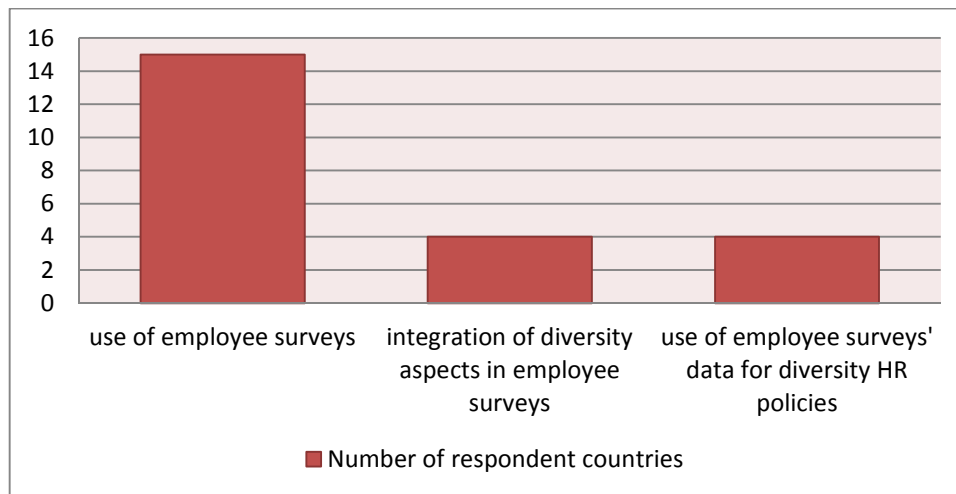


Source: OECD 2015 Survey on managing a diverse public administration Q.3a

Diversity strategies need to be monitored and assessed to ensure the implementation of diversity policies, learn from their success or failure, and make necessary adjustments to improve impact. Most EU Member States produce annual reports on the state of diversity in the public administration (23), but surveys (10) and benchmarking processes (6) represent other tools that some countries may use in order to have a more detailed understanding of the situation. Reports on diversity aspects are in most cases annually prepared (17) and addressed to a wide range of entities, depending on the countries: Government or National/Federal Ministers (10), the Parliament (4), central/federal administration (4), consultative body (3) or trade unions (1). The reports are often published (9) and available publicly.

The use of employee surveys to monitor inclusion in central public administrations appears to be used more seldom. While 15 of the countries report using surveys in some form, only 5 report using the same survey tool across the entire central administration. Furthermore only a few of the EU Member States report using this tool in a way that highlights diversity issues. In fact, only 4 countries (**Austria, Finland, France and Portugal**) integrate diversity aspects in their central employee surveys, or use the diversity data collected through the employee surveys for the improvement of human resource policies.

**Figure 12: Use of Employee surveys by EU Member States**



Source: OECD 2015 Survey on managing a diverse public administration Q.4, 4b

### Recruitment procedures and selection practices

If EU Member States intend to build more diverse public workforces, specific attention is required at the recruitment and selection phase. The survey shows an uneven approach to diversity-oriented recruitment and selection processes. For example, diversity aspects are included in only 11 countries' employer branding strategies. However, recruitment procedures seem to be influenced by diversity strategies in various ways. For example, most of the countries (18) report that recruitment processes are adaptable to people with special needs, which can be interpreted as a result of the fight against discrimination.

#### Box 1: Policies for a diverse recruitment in the Senior Civil Service: the case of France

While diversity's positive impacts in the performance of the public sector benefit from growing recognition, research suggests that the Senior Civil Service seems to be facing specific challenges in this area. In France, recent research (namely Edel 2015 and Larat 2015) confirm that the former students of the prestigious *Ecole nationale d'administration* (ENA), who hold some of the highest positions in the French administration, share certain characteristics that suggest the existence of unequal access opportunities among people from different socio-economic backgrounds.

Indeed, despite the existence of an open merit-based competition whose main aim is to "democratize access to the senior civil service" since its foundation in 1945, a candidate from an upper-income class should have 1 chance out of 11 to pass the extremely selective entrance competition, while the chance would drop to 1 out of 43 for a candidate from a lower-income class. Successfully preparing for an exam such as ENA's requires outstanding educational performance and is considered a financial investment. In this regard, a "cultural insider trading" bias, related to previous access to good high schools and higher education institutions could explain some of the socio-economic background similarities among ENA's students.

To address the unrepresentativeness of lower social classes in ENA, it established in 2009 a specific training class (CPI - *Classe préparatoire intégrée*) that aims to respond to a double need: to compensate the unequal opportunities of lower social class students in accessing ENA, and to

promote diversity in recruitment so that the Senior Civil Service can be more efficient and more representative of the population. The selection of students for ENA's CPI is income and merit-based, and specific financial support and pedagogical resources are allocated to improve the chances of these students being admitted into ENA. So far the aggregated results show that although none of ENA's CPI were admitted to ENA, 44% of the students were selected into other French public sector high level competitions. This example suggests not only issues related to entrance exams, but also systemic issues related to social mobility, and access and quality of education in OECD countries.

Sources: EDEL, Frédéric (2015), « La classe préparatoire intégrée de l'ÉNA mise au défi de compenser les inégalités des chances devant le concours externe », *Revue française d'administration publique*, 2015/1 (N° 153), p. 141-163

LARAT Fabrice (2015), « Le dernier maillon dans la chaîne des inégalités ? Les particularités du profil des élèves de l'ÉNA », *Revue française d'administration publique*, 2015/1 (N° 153), p. 103-124

Additionally, a majority of EU member states report having mentoring programmes for all new recruits (15), which can help to integrate new recruits into the organization upon arrival. On the other hand, only a minority of countries report requiring gender-balanced committees (11) or increasing selection committees' awareness of diversity-related issues through trainings on diversity (11). Finally, some countries report enabling multilingual recruitment processes (mostly in countries with more than one official language) (8), diversity trainings for all new recruits (8) or, ahead the recruitment process, communications targeting underrepresented groups (9).

**Figure 13: Recruitment procedures and diversity in EU Member States**



Source: OECD 2015 Survey on managing a diverse public administration Q. 14

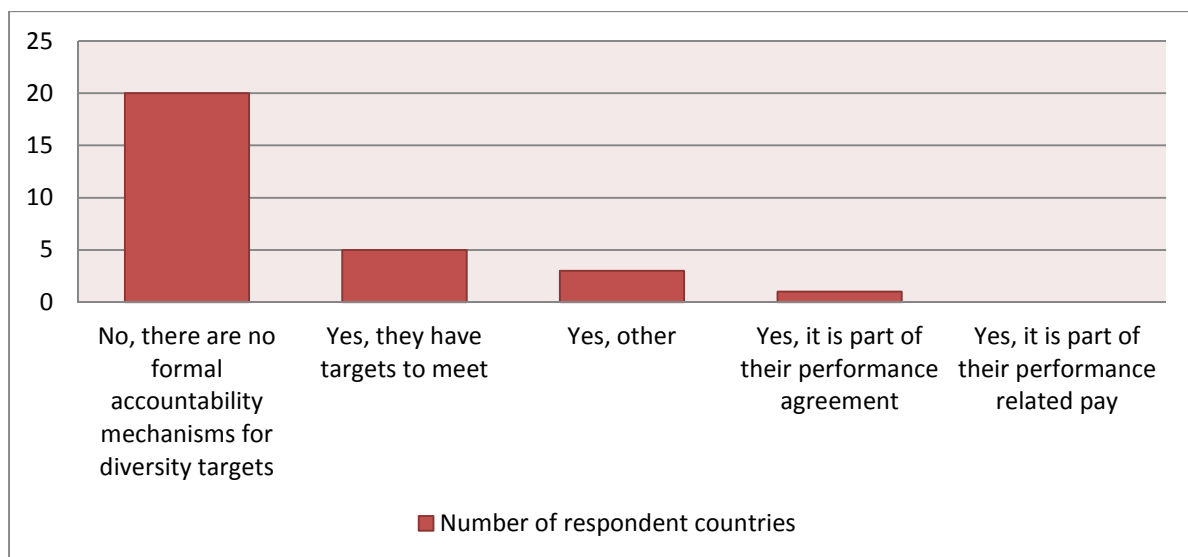


## Career management and competency development

### *Diversity and leadership*

The commitment of top management to any strategy is generally seen as a prerequisite for that strategy's success. Indeed, a number of EU Member States listed "*leadership skills*" as one of the essential competencies needed to effectively manage diversity in public administration (6). However, according to the survey's results, diversity issues integrated in leadership competency frameworks in only 11 countries and in almost every country senior civil servants are not held accountable for diversity targets (20). Nevertheless, some countries did implement systems where senior civil servants are accountable for diversity targets. In **Austria**, it is part of their performance agreement.

**Figure 14: Senior Civil Servants' accountability for diversity targets in EU Member States**

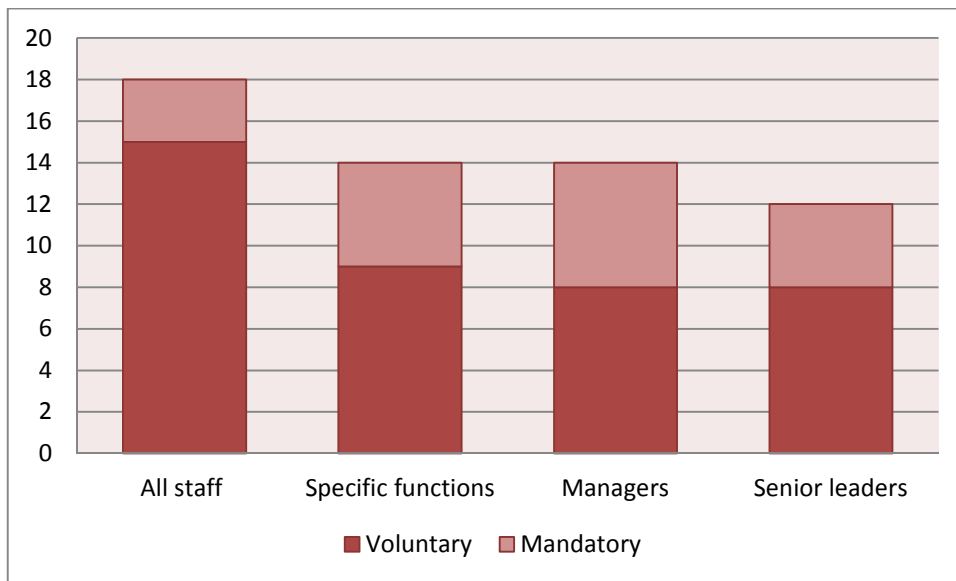


Source: OECD 2015 Survey on managing a diverse public administration Q.7

### *Diversity competencies and training*

Building a more inclusive public workforce requires new competencies, and this implies some need for training. The snapshot given by the survey results show that 18 countries provide this trainings to all staff, but mostly on a voluntary basis (15). A few more countries provide mandatory training in diversity awareness to specific functions, especially to managers (6) and senior civil servants (4), which spread diversity awareness to a wider number of employees. However even for these essential groups, most of the trainings provided in a diversity perspective are voluntary.

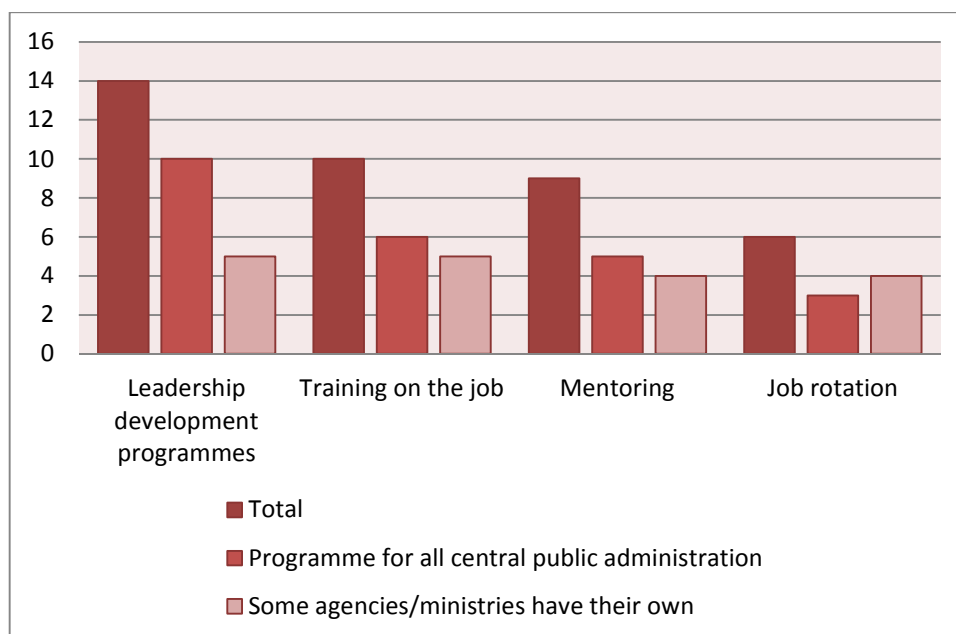
**Figure 15: Training in diversity awareness in EU Members states' public administration**



Source: OECD 2015 Survey on managing a diverse public administration Q.8

Targeted programmes to enhance competencies for specific groups are provided in a small number of countries. This most commonly means leadership development programmes (10) targeted to specific groups (e.g. women) to boost their representation in leadership positions. Less often, these interventions included specific training on the job (6), mentoring (5) or job rotation opportunities (3).

**Figure 16: Targeted programmes to enhance competencies for specific groups in the EU Member States**



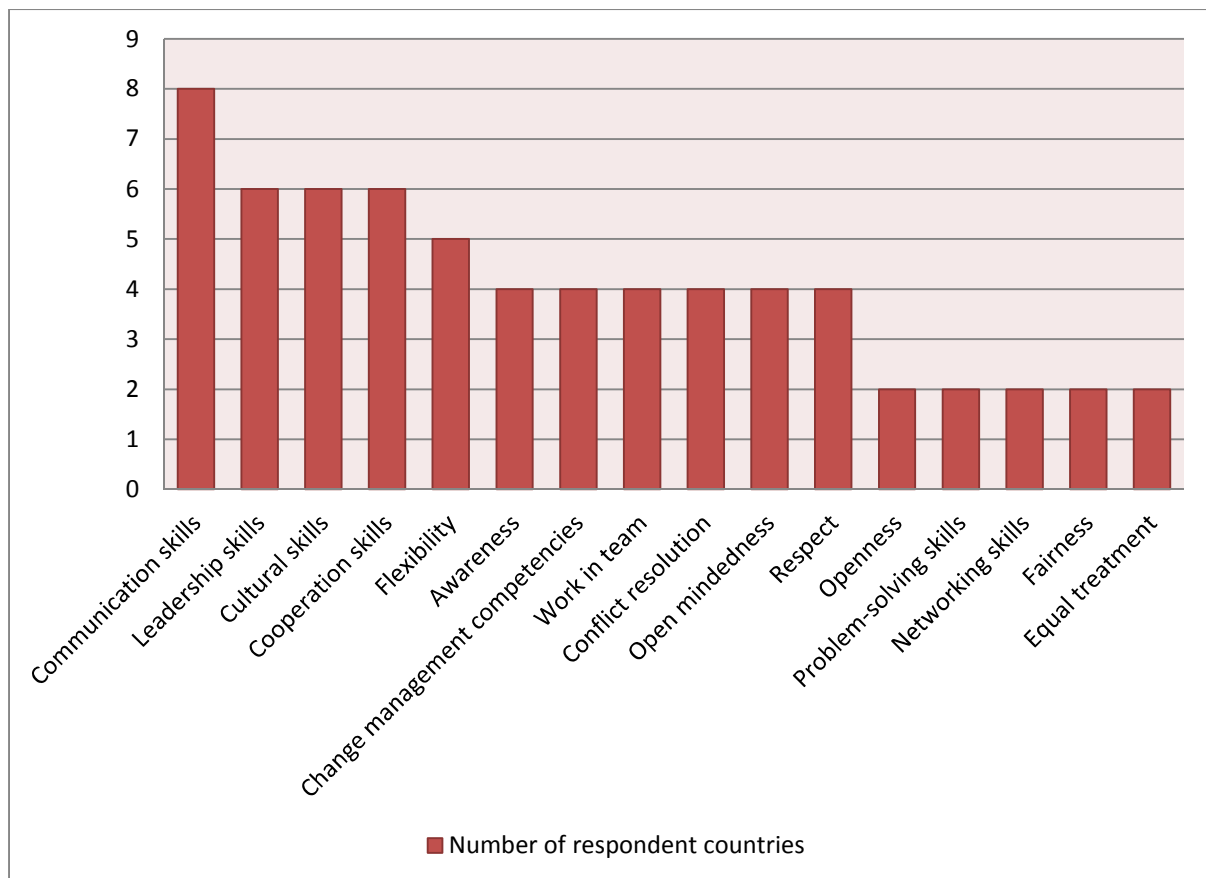
Source: OECD 2015 Survey on managing a diverse public administration Q.9

It has to be noted that education training is in most countries also available for part-time employees (22).

At the same time, only a minority of countries (12) use language skills and specific cultural skills of staff with migrant background for better public services. Having a representative workforce is an important sign of an inclusive workplace. This is increasingly understood in front-line services, such as policing and social work. In **Denmark** for example, efforts are being made to have a composition of employees which reflects the ethnic composition of society in the police administration (See also the box below regarding the Vienna police department).

While there is a shortage of diversity trainings in most of the EU public administrations' training? strategies, a similar problem seems to exist regarding highlighting diversity competencies in diversity documents to both acquire diversity skills in a public administration, such as cultural skills (6), flexibility (5) or open-mindedness (4), and adjust every employee's perspective with the new framework. In fact, the majority of the countries do not highlight specific competencies in their diversity documents (19). The only competencies suggested are usually general (communication (8), leadership (6) open mindedness (4), cultural (6) skills) and do not refer to a particular and necessary set of competencies to have in order to fully develop its capacities in a diverse and inclusive workforce.

**Figure 17: Competencies considered by EU Member States as being important to effectively manage diversity in a public administration**



Source: OECD 2015 Survey on managing a diverse public administration Q.18

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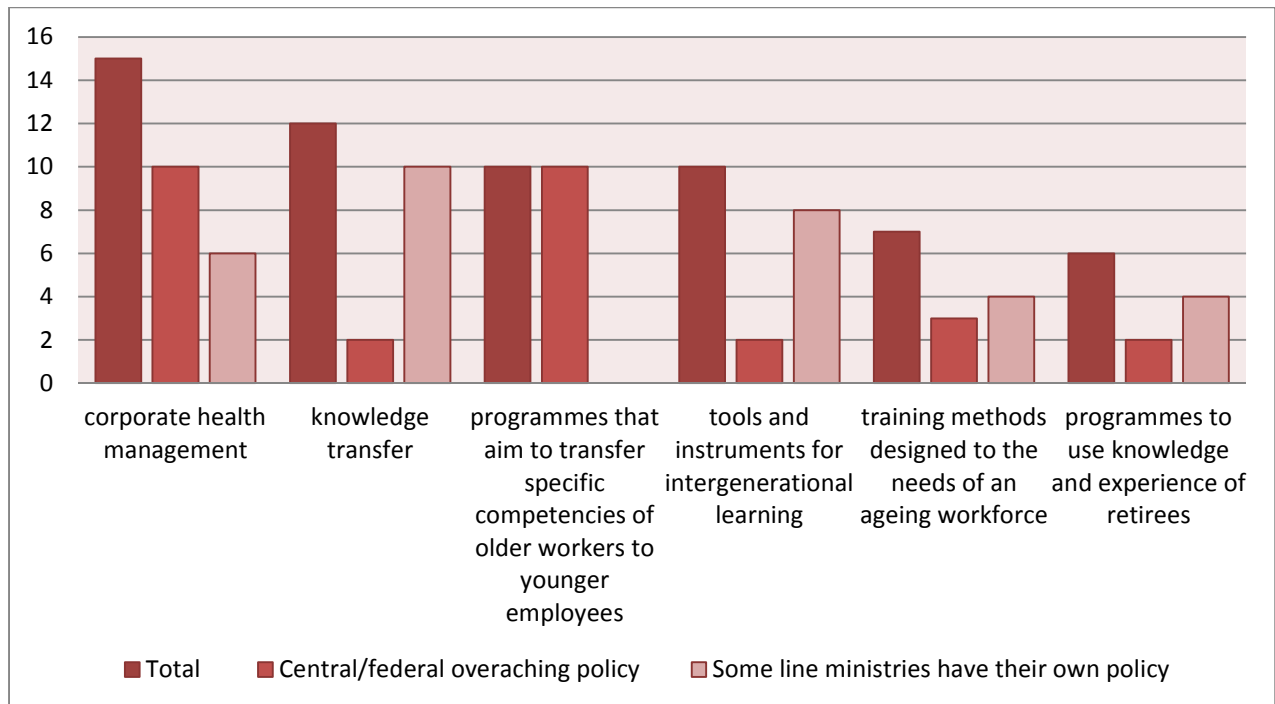
## ***Facing the consequences of an ageing workforce***

An ageing and more mobile workforce presents particular challenges regarding the maintenance of institutional knowledge and expertise in European public administrations, as well as the necessary flexibility and supports to ensure workability of older employees. This would suggest a need to consider knowledge management strategies to counteract a possible loss of knowledge as well as corporate health management and learning and development opportunities for an ageing workforce. However, this survey suggests that most of the EU public administrations do not yet have the policy arsenal required to address this issue. For example, the majority of the countries do not have specific programmes that aim to transfer specific competencies of older workers to younger employees (16).

However, a minority of countries did implement, either at the central/federal or the ministry level, several policies related to knowledge transfer. These include intergenerational learning (10), knowledge transfer (12), programmes to use knowledge and experiences of retirees (6), and corporate health management (15). These policies usually exist at the individual ministry level; they are the results of specific public organizations' initiative and not of a national policy or action plan.

The concept of lifelong learning takes on increased significance in the context of an ageing workforce, as longer careers implied considering approaches to learning that enhance all employee's capacities, not only those at the beginning of their career. The potential positive consequences of lifelong learning are to create more career opportunities for every individual on the one hand, and to increase the workforce's engagement towards the organization on the other hand. Two indicators adopted in the survey were "*training and career opportunities for all ages to promote lifelong learning and engagement*" and "*training methods designed to the needs of an ageing workforce*". The results show that the first indicator is present in more than half of the countries (18) while the second is used by a smaller number of countries (7).

**Figure 18: Implementing policies to face the consequences of an ageing workforce in EU Member States**

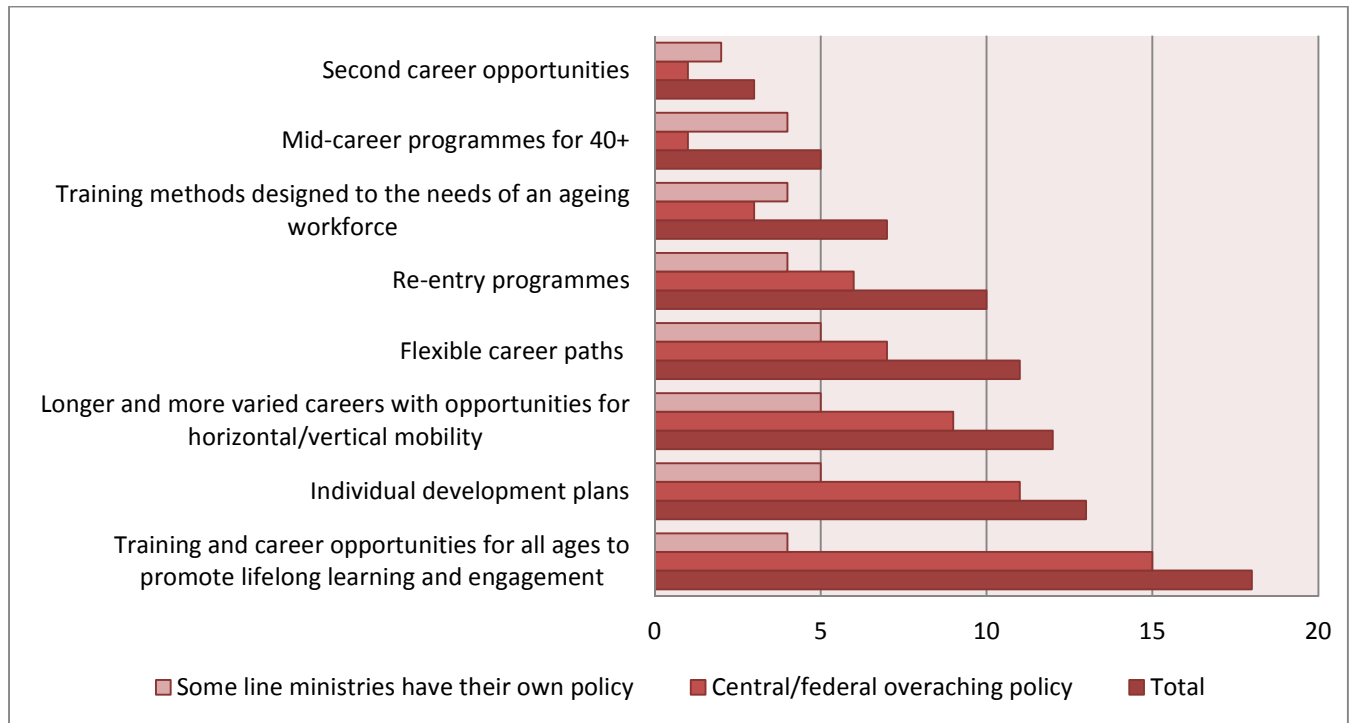


Source: OECD 2015 Survey on managing a diverse public administration Q.15

### ***Flexible career patterns***

Flexible career patterns are an essential component of diversity management and an inclusive workplace, as they recognise that different employees have different competencies and different needs, and present flexibility to accommodate for these and enable greater employee engagement and contribution to organisational objectives. Policies like individual development plans, flexible career paths, re-entry programmes, mid-career programmes or second career opportunities appear to be the most used options in EU countries. The survey's results show that a number of countries are putting in place such policies, but they still represent a minority. Both vertical and horizontal mobility policies are in place in almost half of the countries. For the rest of the policies such as re-entry programmes, mid-career programmes or second career opportunities, only a few countries have implemented them.

**Figure 19: Making career patterns more flexible in EU Member States**



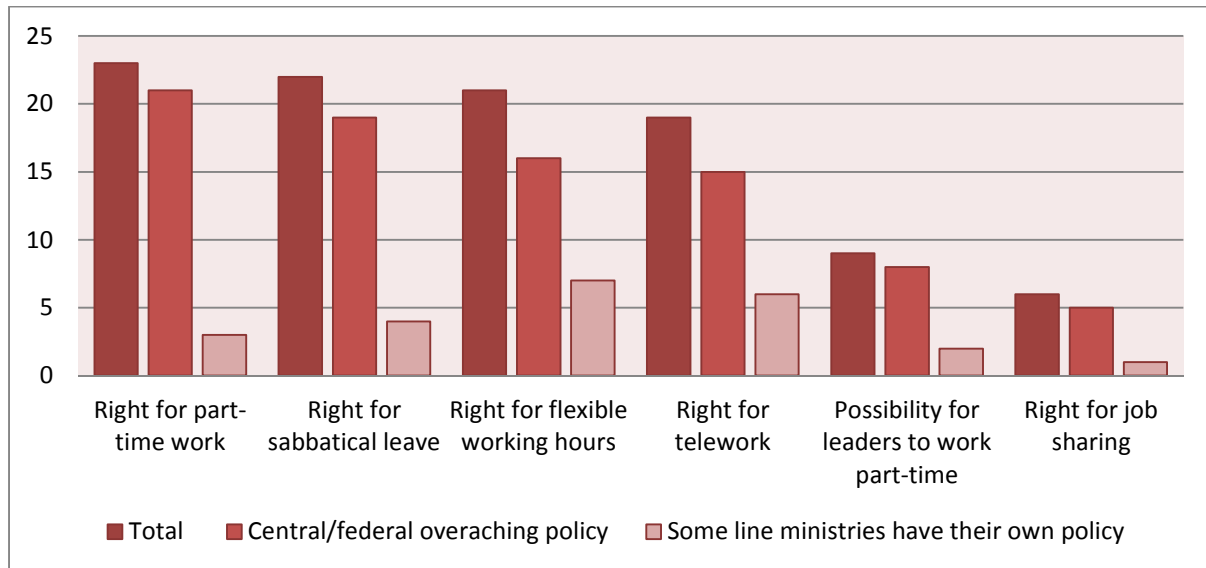
Source: OECD 2015 Survey on managing a diverse public administration Q.16

### Working arrangements and work-life balance

Flexible working patterns are another essential feature of success of diversity management. More flexibility in working time and space means that more employees are able to better coordinate work with the demands of their private life. A focus on higher work-life balance doesn't necessarily mean working less, but working in ways that enable different fits. Providing more opportunities to ensure private life stability is a particular concern of diversity management.

Creating flexible working patterns can be done through diverse options: providing new rights or new procedures to civil servants. Rights for part-time work (for both all staff, even leaders), for sabbatical leave, for flexible working hours, for telework are rather common in the EU Member States, according to the data collected. However job sharing remains marginal. It should also be noted that it was beyond the scope of this survey to test whether these rights are being used and promoted. There is indication, however, that among leaders, these rights may be diminished.

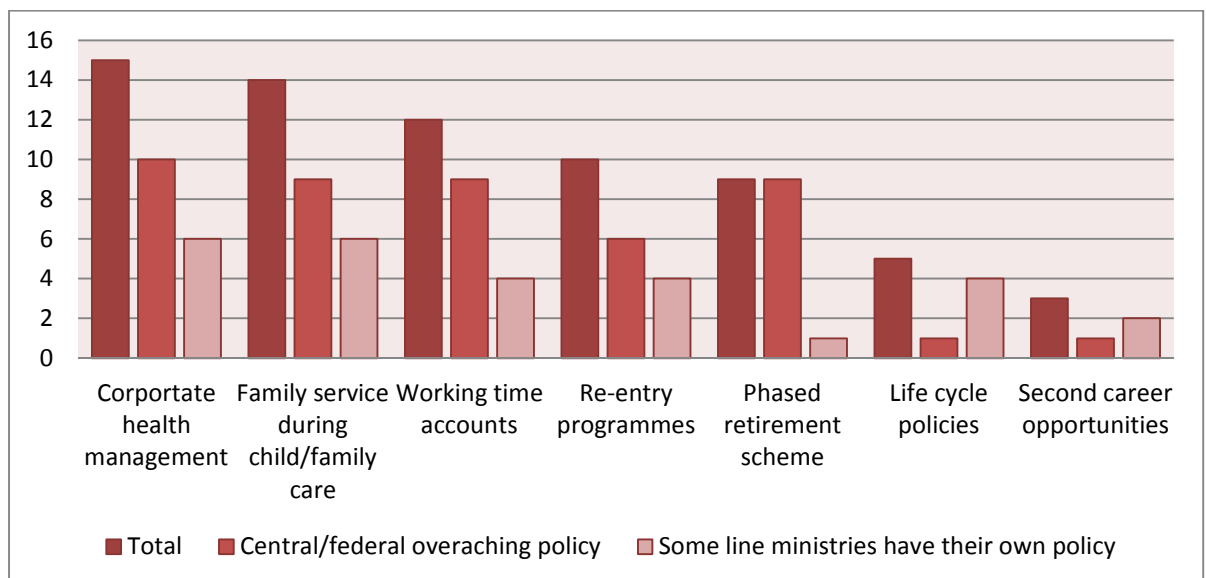
**Figure 20: Making working arrangements more flexible in EU Member States (1)**



Source: OECD 2015 Survey on managing a diverse public administration Q. 16

Work flexibility can also be achieved by providing more active measures to support civil servants at each step of their career in order to improve their engagement in the organization. Providing programmes and services such as corporate health management to secure longer active employment, family service during child/family care, possibilities for working time accounts, life cycle policies, or flexible career opportunities (re-entry programmes after maternal leave or second career opportunities) seems to be a less common concern for European public administration’s human resource management.

**Figure 21: Making working arrangement more flexible in EU Member States (2)**



Source: OECD 2015 Survey on managing a diverse public administration Q.16

## Discussion: from diversity to inclusion

### Focus of diversity strategies: from gender and disability to a broader diversity view

**While most EU Member States have laws, strategies and policies focused on gender and people with disabilities, a few take a broader perspective.**

These groups include the ageing workforce, LGBT (Lesbian, Gay, Bisexual, Transgender) groups, employees with migrant background and specific ethnic groups. A common theme that emerged from discussions with EUPAN delegates was that, regardless of the group in focus, diversity management means understanding the individuality of each employee and finding ways to manage their unique sets of experiences, competencies and needs. This implies that the most advanced diversity management may go beyond diversity groups altogether, to valorise the unique individuality of each employee. Sweden's inclusive approach (box 2) is an example of this.

#### **Box 2: "An Inclusive Approach" to HRM in Sweden**

**Sweden** goes beyond a diversity group perspective by adopting skills and backgrounds as global targets. In the inclusive approach, educational background and experiences coming from diverse positions, or situations are seen as assets and enable and guarantee the right fit between a job position and civil servant. The approach sets out three steps:

1. Work against discrimination: The responsibility of every government agency since 1980 and 1999.
2. Appreciate the importance of a "mixture of background and competence that is of importance for the work, quality and customer orientation" (diversity).
3. Strategic long-term development work to lead and accomplish operations that are characterised by diversity.

The joint approach to accomplish diversity and inclusion includes the following concrete responsibilities:

- Government agencies shall act within the principle of legal security, be efficient, provide good service with high accessibility and be citizen-oriented with an inclusive approach.
- To achieve success in this regard, a strategic competence management is required that, in both the short term and the long term, makes use of different background and competence that are of importance for work, quality and customer orientation (diversity).
- A prerequisite for this is to use clear management and flexible agreements and solutions to create inclusive workplaces with working environments that are free of discrimination.

Source: Swedish Agency for Government Employers, An inclusive approach: a strategy for diversity in the central government sector:

<http://www.arbetsgivarverket.se/globalassets/avtal-skrifter/skrifter/an-inclusive-approach.pdf>



## Objectives of diversity: from equal opportunities to inclusive innovation

**Most diversity strategies aim to provide equal opportunity and protect from discrimination while some take a more active approach to improve policy-making and service delivery.**

Providing equal opportunity to employment and advancement for diversity groups and protecting against discrimination are objectives, which are directly in line with EU legislation promoting equal opportunity and are essential first steps towards a more inclusive civil service. A number of countries aim at other objectives through their diversity strategies such as broadening the talent pool and accessing competencies of underrepresented groups, aiming for a civil service which is representative of the population it serves, improving policy making, improving service delivery and/or creating and strengthening a value oriented culture. While broadening the talent pool or building a value oriented culture represent two features of an inclusive diversity management process, improving both service delivery and policy making or aiming for a representative civil service are intents closer to performance and innovation objectives: they would embody potential results of diversity management. Diversity objectives are being expanded to a more multidimensional view. As Russian dolls, equality would be the first objective of a wider objective (inclusion), which in turn contributes to a wider objective (performance and innovation). One example of this approach is in the Netherlands where diversity issues address labour market challenges and enable more inclusion (box 3).

### **Box 3: HR Strategy 2020 and Inclusive Redesign of Work Processes**

**The Netherlands** promotes a diverse and complementary workforce in its central public administration human resource strategy for 2020. Diverse on the one hand, because a diverse workforce is the answer to recent labour market developments. Complementary on the other hand, because the public organization's process must be modernized through the recruitment of all the competences of different people available (intercultural skills, leadership skills, etc.). Beyond the guarantee of equal treatment and the fight against discrimination, the strategy aims to use diverse and complementary competences in a more connected network of skills and employees, which would lead to the improvement of both public organizations' performance and quality of the services provided.

As one example, the method 'Inclusive Redesign of Work Processes' (Dutch abbreviation: IHW-method) aims to create non-complex work for people with limited capabilities. This concerns in particular low-qualified or low-educated people often as a consequence of mental illness, psychological or developmental disorder or a learning disability. The IHW-method is based on an extensive analysis of work processes in organizations and subsequently adjusting these processes in such a way that non-complex jobs can be created for people with a large distance to the labour market. The underlying principle is called 'task differentiation' and allows making optimal use of all the existing work capacity and talent in the labour market.

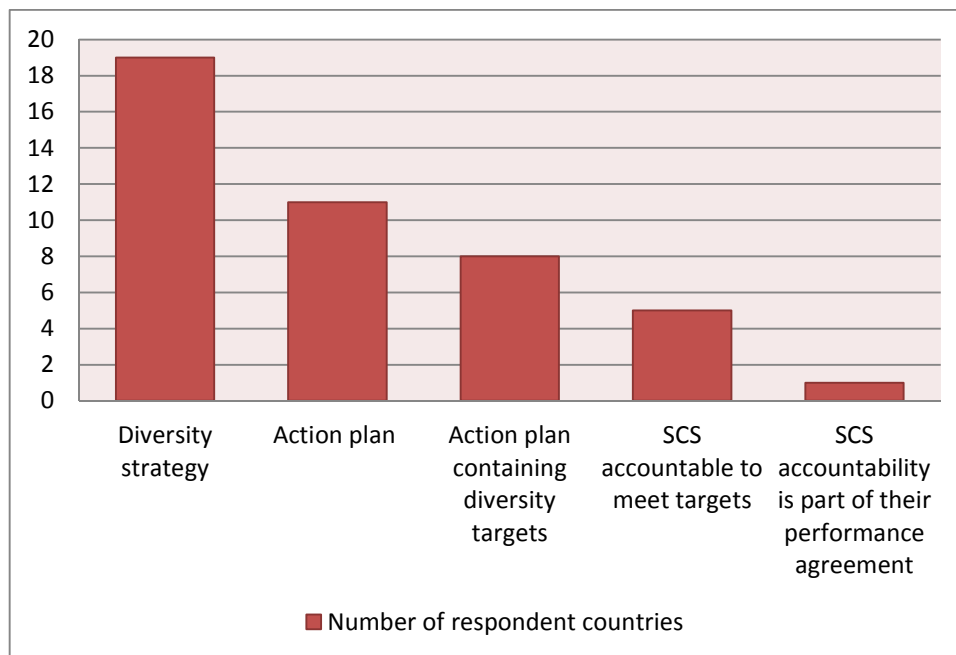
Source: 'Inclusive Redesign of Work Processes', Centre of Expertise for Inclusive Organizations, Maastricht University, (provided by the Dutch delegation).

## From strategy to action: transforming a diversity strategy into sustained diversity management

### Implementing diversity strategies and tools for diversity management remains a challenge in many EU Member States.

A common theme of discussions with EUPAN members was that diversity strategies need to be carefully implemented and monitored. This would usually be done by translating the strategy into an action plan, which coordinates various actors in the public administration and contains targets and accountability structures. While a majority of countries report having a diversity strategy of some sort, collect some data and report on the diversity of their workforce, systematic implementation of diversity management appears to happen in fewer countries. For example, whereas 19 EU countries report having a diversity strategy, only 11 of these have an action plan to implement the strategy. Most of these action plans concern gender position equality or quota systems for disabled employees. Of those countries, only 8 have specific targets to meet in their action plans and even fewer hold their senior leaders accountable to achieve these targets. Finally, only **Austria** reports having specific diversity targets linked to senior managers' performance agreements. This suggests that strategies may not be followed through to implementation.

**Figure 22: Diversity strategies vs implementation in EU Member States**



Source: OECD 2015 Survey on managing a diverse public administration Q.1, 1c, 1d, 7

Managing a diverse workforce doesn't end with strategy, action planning and target achievement. Effectively transforming a diverse workforce into an inclusive workforce requires active diversity management. Here we look at various components of this, including:

- Attracting and recruiting a diverse workforce
- Building competencies for diversity management
- Active measures to manage flexible working arrangement and careers
- Using statistics and surveys to monitor progress

## ***Recruiting a more diverse workforce***

**Building a more diverse workforce requires first attracting a broader set of applicants.**

Obtaining a future diverse workforce demands long-term policies in order to replace the existing workforce composition by a more diverse one. As a first step, the employer branding strategy needs to consider diversity aspects in order to attract new and diverse talented groups. In that perspective, recruitment communication can target specific population groups such as women, senior or junior applicants, or ethnic groups for example. According to the data collected through the survey, only 11 EU Member States have an employer branding which includes diversity and 9 target specific groups in their recruitment communications.

### **Box 4: Diversity for a representative and informed workforce in Austria**

**Austria** has been developing diversity policies in the Vienna Police Department for example (as part of the Ministry of the Interior). Having a more diverse workforce in terms of gender and migrant background recently became an important concern for frontline administration services like the police. The objectives are to obtain a more representative workforce and an easier access to the different ethnic minorities composing the national population, to increase institutional knowledge about different religions and mind-sets, and to increase intercultural skills. Over the last 8 years, the Ministry of the Interior has thus been developing several measures to attract a wider range of applicants:

- A communication campaign has been launched with an attractive slogan ("*Vienna needs you!*") specifically targeting migrant background citizens;
- The ministry has been providing mentoring programmes and diversity trainings to all new recruits at a decentralized level.

Since the policy was launched in 2007, the proportion of police employees whose first language suggests a migrant background has risen from 3% in 2009 to 7% in 2015.

Source: Survey response.

As a second step, the selection process itself can be diversity-oriented. In most EU countries, selection processes are adaptable for people with special needs. Similarly, selection committees can themselves reflect a certain level of diversity (e.g. gender balance) and receive training in diversity sensitivity to ensure a variety of views are reflected in the hiring process. This is the case in about 11 countries, and may be particularly helpful in key areas where representation is trying to be addressed, such as in selection processes for senior managers. The UK presents an example of how reviewing recruitment and selection can be an important element of a broader talent strategy (see box 5).

### **Box 5: More Balanced Selection of Senior Civil Servants: The UK's Refreshed Talent Action Plan**

The United Kingdom's 2015 Talent Action Plan sets out an ambitious agenda for addressing and improving diversity management based in a solid foundation of talent. The plan coordinated action from the centre including background research to properly identify barriers faced by

underrepresented groups. By basing action on solid evidence and effective coordination, the UK seeks to improve its representativeness of its senior management group in particular. A number of the actions are directly related to recruitment and selection. These include:

- **Review and address recruitment practices that can act as barriers to some groups.** The UK must value ability and relevant skills above generic experience. The UK will review a random selection of SCS job advertisements to ensure their requirements and specifications reflect this.
- **All-male shortlists for SCS recruitment should be by exception only.** Where exceptions are made, a note should be sent to the relevant permanent secretary and departmental diversity champion setting out what efforts were made to reach out to a more diverse applicant field. The overall position will be reported to Civil Service Board.
- **Clamp down on all-male selection panels.** All-male selection panels again should be by exception only. Where exceptions are made, a note should be sent to the relevant permanent secretary and departmental diversity champion setting out what efforts were made to find a more balanced panel. The overall position will be reported to Civil Service Board.
- **Reconsider the panel interview processes.** Panel interviews may not always provide the best assessment of an individual's skills and capabilities. So the UK will examine the merits of the panel interview process and consider industry best practice. If evidence supports it the UK will consider moving to consecutive interviews.

Source: UK Cabinet Office (2015) Refreshed Talent Action Plan: Removing the barriers to Success:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/418050/TAP\\_Template\\_260315.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/418050/TAP_Template_260315.pdf)

### ***From perception to concrete development: building the competencies of a more diverse workforce***

**The construction of a more diverse and inclusive workforce requires the development of new competencies.**

In order to take full advantage of the benefits of diversity in the public workplace, some challenges must be overcome. First, cultural and communication barriers need to be overcome for diversity programs to succeed. A lack of teamwork or an ineffective internal communication of the key objectives can result in confusion and introduce silo-mentality between diverse groups. Providing to employees trainings or mentoring programmes to enhance intercultural skills, language skills, open-mindedness or team-building skills and conflict resolution skills is essential. Second, the resistance to change is another threat that can hamper the development of a diversity management. The direct impacts of building a more diverse workforce is to change the social and the cultural makeup of employee's workplace on the one hand, and to change employee's work rhythm and career patterns on the other hand. Promoting openness, awareness, respect, and flexibility among the employees is therefore crucial. Beyond the multiplication of new trainings and the creation of new competencies, the objective of such competence development policies is to build a culture of diversity that permeates every employee levels or positions, and administrative entities. Create such a culture is the only way to sustain the cohesion of the workforce towards better performance and innovation.

However, while such policies appear to be vital, only a small number of countries have implemented a concrete competence development policy. Every country listed several competencies which they perceive as important to effectively manage diversity in public administration. These include communication, leadership skills, cultural skills, and cooperation skills, among many others. But, at the same time, only a minority of the countries in the survey appear to integrate diversity

aspects in competency frameworks, provide mandatory trainings in diversity awareness. Where trainings are provided, they are most often targeted to managers. Just over half of the countries responding to this survey provide trainings in diversity awareness to managers (6 on a mandatory basis and 8 on a voluntary basis) and senior leaders (4 on a mandatory basis and 8 on a voluntary basis). This focus is understandable given the importance of managers in setting and maintaining organisational culture and in leading effective diverse teams. Poland is one country that has taken specific steps to train managers and senior leaders in diversity management.

**Box 6: Poland: Raising senior civil servants' awareness on diversity issues and preventing discrimination**

In 2010 and 2012, **Poland**, through the Government Plenipotentiary for Equal Treatment, conducted a project promoting equal treatment as a standard for good governance in the central government. This project included training to improve the skills and competences of public employees by training 400 civil servants in the implementation of the principles of equal treatment, diversity issues and preventing all kinds of discrimination. The programme specifically targeted senior civil servants from different public ministries and agencies. The trainings were directed at:

- The directors general or their deputies;
- The directors in charge of human resource management departments;
- The employees from other public institutions, including top managers, especially those dealing with legal affairs, human resource management, social policy and national minorities.

Source: Survey response.

***From rights to active programs for more flexible working conditions and career paths***

Pursuing diversity in the public service is only possible when equal opportunities are generally part of the organizational culture. However, there seems to be an increasing awareness among countries that equal opportunities and fairness do not have to mean that everyone must be treated in exactly the same way. On that perspective, treating people differently regarding their needs is sometimes a way to ensure equal opportunities of employment in the public service.

**Box 7: France: A label to promote diversity and fight against discrimination**

In **France**, The "Label Diversité", owned by the state, aims at preventing discrimination and promoting diversity in the public and private sectors. It allows the candidate or labelled organization to assess its HR processes and modify them if necessary. This certification is delivered by AFNOR and helps recognize and know the good recruitment practices and career development valuing diversity in the sphere of work.

The "Label Diversité" in the public service covers all types of employers: companies, administrations, local authorities, public institutions, associations, etc. It evaluates HR devices to prevent or correct the mechanisms of discrimination, by examining all the discriminatory criteria defined by law, including age, disability, origin, gender, sexual orientation and identity, trade union or religious opinions, etc.

Each ministry should candidate to obtain the label by the end of 2016 and thus verify that HR management procedures (recruitment, personnel management, promotion...) are compliant with the non-discrimination obligation. Local authorities are also encouraged to obtain this certification.

The Directorate General of Administration and Civil Service (DGAFP) and the Delegation General for Employment and Vocational Training (DGEFP) co-chair the commission that develops the label; the other members are representatives of ministries (Interior, Civil Service, Employment, Labour, etc.), employer organizations, trade unions and experts.

The candidatures to the labelling process are on a voluntary approach. The candidates propose the scope of certification, which is subject to an audit and evaluation based on a 6-point procedure (prior diagnosis, definition and implementation of a diversity policy, internal communication, management, external communication and relationships, evaluation and improvement).

If it meets the criteria defined by AFNOR, the candidature is subject to the approval of the commission. The label is granted for four years.

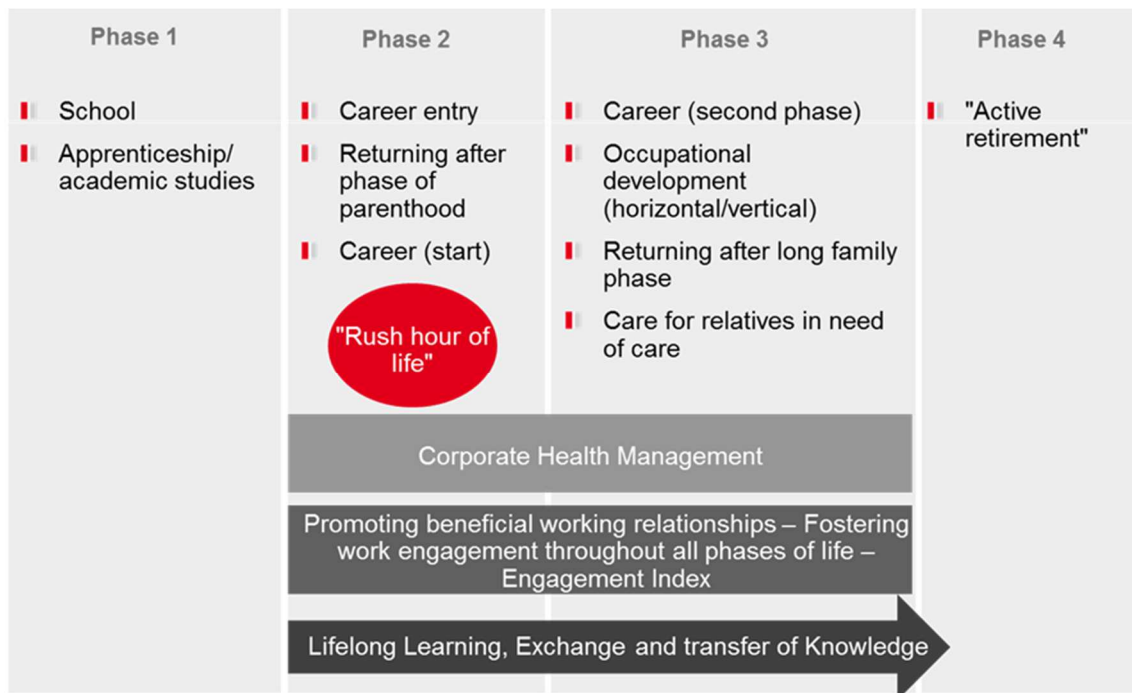
Source: Information provided by the French delegation.

The survey asked about the existence of various tools and programmes to manage flexibility and diverse competencies. The majority of the countries have extended several rights to employees which allow for flexible working schemes or arrangements (e.g. right for flexible working hours, right for part-time work, right for sabbatical leave, and right for telework, but most of them did not indicate other current programmes in place to strengthen such rights. However, some countries seem to have an arsenal of measures in place. While corporate health management, family service during child/family care and working time accounts appear as the emerging policies, life cycle policies only exist in a limited number of EU public administrations. Finally, re-entry programmes and second career opportunities are rare. Some agencies combine various offerings into a life-cycle perspective which enables a holistic view of different HR interventions at different phases of an employee's career. **Germany's** Employment Agency (Bundesagentur für Arbeit) provides one advanced example (box 8). **Belgium's** new ways of working also embeds flexible working practices into a new working culture with a final focus of improving staff productivity and citizen orientation (box 9).

### **Box 8: The Life-Cycle Oriented HR Policy of the German Employment Agency**

The life-cycle oriented HR policy of the Bundesagentur für Arbeit (see figure 25) as a single case in Germany is an intergenerational approach that seeks to enhance the work ability of its staff focusing on competencies, health and engagement to promote life-long learning and well-being in the workplace. These are requirements to promote life-long learning and therefore to also support all measures of fostering sustainable change and innovation. It is also embedded in an overall strategy to deliver customer-oriented services effectively and efficiently. With its life cycle- oriented HR policy, the BA pursues a strategy that has high flexibility and the best possible reconciliation of work and private life in comparison with employer interests. The promotion of equal opportunity and gender mainstreaming are also included. As a result 61% of the employees rated their personal reconciliation of work and private life in an internal survey as good or very good. For almost 80 % of staff equal opportunity policies are very important. Services and tools in the BA's intergenerational management approach deliberately target employees at the beginning, in the middle as well as at the end of their professional careers and beyond. The BA considers this policy which includes corporate health management as well as knowledge management as providing significant leverage to enhance engagement and motivation - This is known to have a high correlation with customer satisfaction and individual and organizational performance as mentioned before.

**Figure 23: The Life-Cycle Oriented HR model of the German Employment Agency**



Flexible working arrangements such as part-time, mobile working, teleworking, a family service to support employees in organizing child care as well as care of relatives, on-the-job training and a job-re-entry programme after longer periods of absence following parental leave are specific measures to bring organisational and individual needs together.

Source: Information provided by the German Employment Agency to the OECD.

Furthermore, while some countries choose to extend the rights for flexible working arrangements (e.g. **Latvia** added to the previously mentioned rights, new rights for job sharing or teleworking), others decided to treat such questions at a ministry level. In **Denmark**, most of the rights and policies mentioned are available by individual agreement between the employee and the employer. It should be noted that it was beyond the scope of this survey to test to what extent these rights are actively used and/or promoted as a means of diversity management.

**Box 9: Motivating staff: Belgium's New Ways of Working Initiative**

**Belgium's** New Ways of Working initiative is about the creation of a more dynamic workplace where new ways of working have been implemented to promote practices such as desk sharing, home working, increased focus on results and more flexible ways in which teams are structured and work. Our business objective was to become a sexy and sustainable federal public service in order to achieve three main HR challenges: to find talented people, to retain the right people and to make our people happy.

Five programmes were implemented:

- Culture shift and result orientation with a focus on motivating staff members and promote team spirit, initiative taking and personal development. This programme integrated the concept of team objectives through enhanced accountability of supervisors and optimised evaluation methodology.
- Dynamic office created modular working and living areas. Offices are no longer assigned to people; the agent chooses the working place that is best suited to the assignment he is carrying out (dynamic office). He totally vacates the working station at the end of the day to allow a colleague to use it the following day (clean desk). Special attention to the concepts of welfare and design.
- Digitalising and e-working to provide FPS staff members with ergonomic, reliable, high-performance tools to enable them to work efficiently together and well as concrete solutions to better manage the lifecycle of paper and electronic documents.
- Client orientation to provide quality services and increase accessibility and responsiveness, for the public's greater satisfaction.
- Communication and change management to support all programmes and themes. Better communication facilitates greater clarity, transparency and participation.

Source: OECD Observatory of Public Sector Innovation:  
<https://www.oecd.org/governance/observatory-public-sector-innovation/innovations/page/newwayofworking.htm>

While the idea of having flexible working arrangements seems to become more common in many countries, having flexible career patterns is still an emerging practice. Previous research on the ageing workforces of EU member states suggested the need for “zig zag” career paths and flexibility would enable maximizing workability of an increasingly age-diverse public administration<sup>31</sup>. Only half of the EU countries or less are building and implementing policies related to such process. In fact, while many countries have training and career opportunities for all ages and, to a certain extent, individual development plans; more advanced practices such as horizontal and vertical mobility, flexible career paths, re-entry programmes, mid-career programmes or second career opportunities appear to be rare at a central or federal level. Some countries are taking active measures to apply such policies to their public administrations.

### **Box 10: Austria’s strategies for knowledge management and staff development**

**Austria** has implemented a federal strategy of knowledge management in public administration. A guideline and a toolbox combined with a collection of instruments are in the final stage of development. All these tools aim to support the line manager in her/his task to organize the communication process within the department, the storage and the quality assurance of knowledge and the further training in such a way that knowledge is available and saved for the whole organization and not only by every employee.

Additionally, as part of the Federal Civil Service’s staff development programme, a cross-mentoring scheme is available as a tool for the promotion of women’s careers. The mentors pass on their experience and know-how, give advice on career planning and facilitate access to professional networks. In the course of a cross mentoring year the mentee and the mentor have to agree upon goals to be attained during their mentoring relationship. Mentees may also have their potential analysed in order to define goals even more precisely. After setting up their goal(s) mentor and

<sup>31</sup> D. BOSSAERT, DEMMKE C., MOILANEN T., The impact of demographic change and its challenges for the workforce in the European public sectors (working paper), European Institute of Public Administration, 2012.



mentee have to meet at least four times.

To become familiar with their roles as mentor or as mentee participants are invited to take part in accompanying workshops which are followed up by supervision sessions. Within the supporting programme several networking meetings open to all mentors, mentees and personnel developers take place. To engage even more in networking mentees may organise peer groups dealing with different relevant topics.

In order to develop and amend the programme on a regular basis it is evaluated every single year. Since 2005 about 800 mentors and mentees have taken part in the programme.

The programme is coordinated by the Department for Personnel Development and Mobility in DG III - Public Administration and Administrative Innovation within the Federal Chancellery.

Source: <https://www.jobboerse.gv.at/aufstieg/crossmentoring/index.html>  
[https://www.jobboerse.gv.at/aufstieg/crossmentoring/was\\_ist\\_mentoring/was\\_ist\\_mentoring.html](https://www.jobboerse.gv.at/aufstieg/crossmentoring/was_ist_mentoring/was_ist_mentoring.html)

The coming retirement of an important part of the public workforce will lead to an equally important loss of institutional knowledge and experience. Implementing a sustainable knowledge management strategy in their public administration represents therefore another important diversity-related challenge for EU governments. However, building knowledge management is still a challenging process in almost all EU countries. Only a very small number of countries have begun to put in place intergenerational learning, knowledge transfer, training methods designed to the needs of an ageing workforce, or programmes to use knowledge and experience from the retirees. Austria addresses some of these challenges through knowledge management and cross-mentoring (Box 10).

### ***Measuring for success: from workforce segmented statistics to employee engagement and inclusion through employee surveys***

Finally, almost all EU countries collect diversity data, usually on gender, age and disability, in order to monitor diversity balance of the workforce or evaluate progress in reaching targets. However, only a minority of the countries use it to benchmark against other organisations or other public administrations, suggesting a lost opportunity for comparison and cross organisational learning.

Only a few countries appear to use employee surveys to assess diversity-related issues. Employee surveys can be a powerful tool for understanding the view point of employees. Surveys not only show organisational commitment and job satisfaction but can be used to highlight perceptions of equal treatment, discrimination, inclusion and innovation. Employee surveys can be cross-analysed by demographic information to highlight differences among groups in different places. This can enable a fine-grained view and ensure that management interventions are targeted effectively. In **Portugal**, for example, employee surveys data are analysed, among other things, by seniority, legal employment relationship, and disability to better understand the viewpoints of these groups.

## Conclusions: towards a multi-step approach to implement diversity management

The typical EU Member States' central public administration appears to have a diversity strategy in order to secure equal opportunities and prevent discrimination against women and people with disabilities. This is important and should be continued and reinforced by putting in place action plans, active programs and some level of SCS accountability. However this only represents a piecemeal approach at best.

A minority of EU countries are, however, taking important steps towards leveraging diversity for better policy and service delivery outcomes and more public innovation. These include, in various ways, **Austria, Belgium, France, Sweden and the Netherlands**. These countries tend to take a broader view of diversity and invest more in active programs to develop competencies, enable flexibility in work and careers, and measure progress with statistics and surveys.

As few countries mentioned policies specifically targeting inclusion or innovation, these appear to be frontiers not yet prioritised by most EU Member States. This paper, however, highlights a number of opportunities for countries to actively transform a diverse workforce into an inclusive workplace. These include:

- **Collecting a wider range of diversity-relevant data:**  
Many countries appear to avoid collecting diversity related data under the assumption that collecting such data may enable discrimination. The counter argument is the old public management maxim: What gets measured gets managed. Without relevant workforce data it is challenging to get an accurate snapshot of the diversity of the workforce and to target interventions effectively. Furthermore, workforce data can only measure diversity in numbers. Employee surveys can better address inclusion. Balancing useful diversity-related data with privacy considerations is a challenge that should not be underestimated. Countries could explore options for collecting such data voluntarily and ensuring that it is only made available at aggregated levels, as is often done in North America.
- **Building an action plan and implementing it:**  
A strategy is a starting point but without implementation it won't lead to any organisational change. Building an inclusive workforce will require a coordinated and sustained effort across multiple actors within an organisation and across the civil service. This implies a particular role for central HRM agencies, HRM departments in each entity, public leaders and managers at all levels, among others. An action plan needs to lay out clear time-bound deliverables and accountability for those charged with ensuring their success.
- **Including diversity-related elements in leadership competency frameworks and development:**  
Moving from diversity to inclusion is first and foremost a management task. Leading teams and organisations which aim to recruit a diverse workforce requires a different set of skills and competencies, particularly soft skills related to emotional intelligence, conflict management, transformational and healthy leadership. These skills need to be prioritised in leadership competency frameworks and thereby incorporated into leadership recruitment, selection and development.

- **Providing flexible working arrangements and career patterns to ensure employees' work-life balance and engagement across the life-cycle:**

Mobility and agility for employees in their working arrangements and career paths can have positive benefits for organisations and for employees. However managing this requires a different approach to HRM and distance management. Many countries suggested that they provide a right to various flexible working conditions, but making this available isn't the same as actively using them as enablers for inclusion. Countries should look at the suite of flexible methods provided and ask themselves whether these are being used as much as expected. If not, actively promoting their use may require management intervention and ultimately a culture change.

- **Assessing the diversity policies implemented:**

As with any policy, diversity policies need to be regularly assessed and adjusted as needed. Many countries do this through annual reports. This is a useful mechanism and these reports should be made public to ensure open accountability and transparency. Employee surveys can also be used to look in-depth at how inclusion is understood, accepted and seen as an opportunity by employees.

EU Member States have much to gain from diversity management including, but not limited to, more innovative solutions to the governance challenges of the day, more effective and efficient service delivery, and more legitimacy and trust in the eyes of an increasingly diverse population. But to capitalise on this potential, investments need to be made at all levels of an organisation, beginning with a commitment from the top, followed by a new way to build workforce management from the bottom up. An increasingly diverse Europe is already a reality. It's time for Europe's public sectors to follow suite.

## Annex 1: Tables

**Table 1.1: Implementing policies to face the consequences of an ageing workforce in EU Member States**

	Corporate health management (Q15)	Knowledge management measures:				Training methods designed to the needs of an ageing workforce (Q16)
		Programmes that aim to transfer specific competencies of older workers to younger employees (Q12)	Programmes to use knowledge and experience of retirees (projects, consultancy, and training expertise) (Q16)	Tools and instruments for intergenerational learning (Q16)	Knowledge transfer (Q16)	
	-					-
Austria	•	•	▪	•	•	▪
Belgium	▪	○	▪	▪	▪	▪
Bulgaria	○	○	○	○	○	○
Croatia	○	○	○	○	•	○
Cyprus	○	○	•	○	▪	•
Czech Republic	○	○	○	○	○	○
Denmark	○	•	▪	▪	▪	▪
Estonia	○	•	○	•	○	○
Finland	•	•	▪	▪	▪	▪
France	• ▪	○	○	○	○	○
Germany	•	○	○	○	○	○
Greece	○	•	○	○	○	○
Hungary	○	○	○	○	○	•
Ireland	•	○	○	○	○	○
Italy	▪	○	○	○	○	○
Latvia	▪	•	○	▪	▪	○
Lithuania	○	○	○	○	○	○
Luxembourg	○	○	○	○	○	○
Malta	•	•	•	▪	▪	○
The Netherlands	• ▪	•	○	▪	▪	○
Poland	•	•	○	▪	▪	○
Portugal	•	○	○	○	○	○
Slovakia	▪	○	○	○	○	○

Slovenia	○	○	○	○	○	●
Spain	○	○	○	○	■	○
Sweden	●	●	○	■	■	○
<b>Total</b>	<b>15</b>	<b>10</b>	<b>6</b>	<b>10</b>	<b>12</b>	<b>7</b>
Centralized	10		2	2	2	3
Decentralized	6		4	8	10	4

- Yes, central/federal overarching policy
- Yes, some line ministries have their own policy
- No

**Table 1.2: Making career patterns more flexible in EU Member States**

	Mobility		Mobility					
	Individual development plans	Training and career opportunities for all ages to promote lifelong learning and engagement	Longer and more varied careers with opportunities for horizontal and vertical mobility	Flexible career paths with possibilities to switch for instance between expert and managerial careers	Re-entry programmes	Mid-career programmes for 40+	Second career opportunities	Training methods designed to the needs of an ageing workforce
Austria	○	●	■	■	●	○	○	■
Belgium	● ■	●	● ■	■	■	■	■	■
Bulgaria	○	○	○	○	○	○	○	○
Croatia	○	●	●	○	○	○	○	○
Cyprus	○	●	●	○	○	○	○	●
Czech Republic	○	○	○	○	○	○	○	○
Denmark	■	■	■	■	■	■	■	■
Estonia	■	●	○	○	○	○	○	○
Finland	●	●	●	●	○	■	○	■
France	● ■	● ■	● ■	● ■	■	■	○	○
Germany	○	○	○	○	○	○	○	○
Greece	○	○	○	○	○	○	○	○
Hungary	●	●	○	○	○	○	○	●
Ireland	○	●	○	●	●	○	○	○
Italy	○	■	○	○	○	○	○	○
Latvia	●	○	○	○	○	○	○	○
Lithuania	○	○	○	○	■	○	○	○
Luxembourg	●	●	●	○	●	○	○	○
Malta	○	●	●	●	●	○	●	○
The Netherlands	● ■	●	○	●	●	●	○	○
Poland	●	●	○	○	○	○	○	○
Portugal	●	○	○	●	○	○	○	○
Slovakia	○	●	●	○	○	○	○	○
Slovenia	●	○	●	●	○	○	○	●
Spain	○	●	○	○	●	○	○	○
Sweden	●	■	■	■	○	○	○	○
<b>Total</b>	<b>13</b>	<b>18</b>	<b>12</b>	<b>11</b>	<b>10</b>	<b>5</b>	<b>3</b>	<b>7</b>
Centralized	11	15	9	7	6	1	1	3
Decentralized	5	4	5	5	4	4	2	4

- Yes, central/federal overarching policy
- Yes, some line ministries have their own policy
- No

**Table 1.3: Implementing flexible working arrangements in EU Member States (1)**

	Right for flexible working hours	Right for sabbatical leave (Q15)	Right for part-time work	Right for telework	Right for job sharing	Possibility for leaders to work part-time
Austria	•	•	•	•	○	•
Belgium	▪	•	•	•	○	○
Bulgaria	•	•	•	○	○	○
Croatia	•	•	•	•	•	○
Cyprus	•	○	○	○	○	○
Czech Republic	▪	○	▪	▪	○	○
Denmark	▪	•	○	•	○	▪
Estonia	○	○	○	○	○	○
Finland	•	•	•	•	○	○
France	• ▪	• ▪	• ▪	• ▪	○	• ▪
Germany	•	•	•	•	•	•
Greece	○	○	▪	○	○	○
Hungary	○	•	•	○	○	○
Ireland	•	•	•	▪	•	•
Italy	•	▪	•	•	▪	○
Latvia	•	•	•	•	•	○
Lithuania	•	•	•	○	○	○
Luxembourg	○	•	•	•	○	○
Malta	• ▪	▪	•	•	○	•
The Netherlands	•	•	•	• ▪	▪	•
Poland	•	•	•	•	○	○
Portugal	○	•	•	•	○	○
Slovakia	▪	•	•	•	○	•
Slovenia	•	•	•	○	•	○
Spain	•	▪	•	▪	○	○
Sweden	▪	•	•	▪	○	•

Total	<b>21</b>	<b>22</b>	<b>23</b>	<b>19</b>	<b>6</b>	<b>9</b>
Centralized	16	19	21	15	5	8
Decentralized	7	4	3	6	1	2

- Yes, central/federal overarching policy
- Yes, some line ministries have their own policy
- No

**Table 1.4: Implementing flexible working arrangements in EU Member States (1).**

	Family service during child / family care (Q15)	Corporate health management (Q15)	Working time accounts (Q15)	Life cycle policies	Phased retirement scheme	Re-entry programmes after maternal leave (Q16)	Second career opportunities (especially for women) (Q16)
Austria	▪	•	○	▪	•	•	○
Belgium	▪	▪	▪	○	•	▪	▪
Bulgaria	○	○	○	○	○	○	○
Croatia	○	○	○	○	○	○	○
Cyprus	○	○	•	○	○	○	○
Czech Republic	○	○	○	○	○	○	○
Denmark	○	○	•	▪	•	▪	▪
Estonia	○	○	○	○	○	○	○
Finland	○	•	•	○	•	○	○
France	• ▪	• ▪	• ▪	▪	○	▪	○
Germany	•	•	•	•	•	○	○
Greece	○	○	○	○	○	○	○
Hungary	○	○	○	○	○	○	○
Ireland	•	•	○		○	•	○
Italy	▪	▪	▪	○	○	○	○
Latvia	○	▪	○	○	○	○	○
Lithuania	•	○	○	○	○	▪	○
Luxembourg	○	○	○	○	○	•	○
Malta	•	•	•	○	•	•	•
The Netherlands	•	• ▪	•	▪	•	•	○
Poland	▪	•	○	○	○	○	○
Portugal	•	•	○	○	•	○	○
Slovakia	▪	▪	○	○	○	○	○

Slovenia	•	○	•	○	○	○	○
Spain	○	○	•	○	○	•	○
Sweden	•	•	▪	○	•	○	○
<b>Total</b>	<b>14</b>	<b>15</b>	<b>12</b>	<b>5</b>	<b>9</b>	<b>10</b>	<b>3</b>
Centralized	9	10	9	1	9	6	1
Decentralized	6	6	4	4	1	4	2

- Yes, central/federal overarching policy
- Yes, some line ministries have their own policy
- No

**Table 1.5: The combined implementation of an arsenal of diversity management measures in EU Member States**

	Employer Branding	Recruitment	Flexible working arrangements	Work-life balance	Knowledge management	Flexible career patterns	Diversity policy assessment
	Communications are targeted to specific groups	Selection committees must reflect diverse (e.g. gender balanced)	Phased retirement scheme	Life cycle policies	Programmes that aim to transfer specific competencies of older workers to younger employees	Flexible career paths with possibilities to switch for instance between expert and managerial careers	Use of employee surveys
Austria	•	•	•	▪	•	▪	○
Belgium	•	•	•	○	○	▪	•
Bulgaria	○	○	○	○	○	○	○
Croatia	•	○	○	○	○	○	○
Cyprus	○	○	○	○	○	○	•
Czech Republic	○	○	○	○	○	○	•
Denmark	○	○	•	▪	•	▪	○
Estonia	○	○	○	○	•	○	○
Finland	○	○	•	○	•	•	•
France	•	•	○	▪	○	•	○
Germany	○	○	•	•	○	○	•
Greece	•	•	○	○	•	○	○
Hungary	•	○	○	○	○	○	○
Ireland	○	•	○	○	○	•	○
Italy	○	•	○	○	○	○	•



Latvia	•	○	○	○	•	○	•
Lithuania	○	•	○	○	○	○	○
Luxembourg	○	○	○	○	○	○	○
Malta	○	•	•	○	•	•	○
The Netherlands	○	•	•	▪	•	•	•
Poland	•	○	○	○	•	○	○
Portugal	○	○	•	○	○	•	○
Slovakia	○	○	○	○	○	○	•
Slovenia	○	○	○	○	○	•	○
Spain	○	•	○	○	○	○	○
Sweden	•	•	•	○	•	▪	•
<b>Total</b>	<b>9</b>	<b>11</b>	<b>9</b>	<b>5</b>	<b>10</b>	<b>11</b>	<b>10</b>
Centralized			9	1		7	
Decentralized			1	4		5	

- Yes, central/federal overarching policy
- Yes, some line ministries have their own policy
- No

## Annex 2: Glossary

- **Corporate health management:** Organized efforts and procedures for enhancing the health and well-being of the workforce to secure longer and active employment. This may include health and wellness services in the workplace, identifying workplace hazards, reducing accidents and preventative interventions. It may also include organised efforts to promote work-life balance and reduce stress in the workplace.
- **Diversity aspects:** In employee surveys, diversity aspects are sometimes integrated through questions related to the acceptance of cultural and religious beliefs or lifestyle, and/or the perception of discrimination and harassment.
- **Diversity charter:** The Diversity Charter is a written commitment that can be signed by any company or administration of one country, regardless of its size, that wishes to ban discrimination in the workplace and makes a decision to work towards creating diversity. It expresses an administration's willingness to improve the degree to which their workforce reflects the diversity of the country's society.
- **Employee surveys:** Employee surveys are tools used by organizational leadership to gain feedback on and measure employee engagement, employee morale and performance. Usually answered anonymously, surveys are also used to gain a holistic picture of employees' feelings on such areas as working conditions, supervisory impact and motivation that regular channels of communication may not.
- **Employer branding:** Employer branding is the process of promoting a company, an organization or an administration, as the employer of choice to a desired target group, one which a company needs and wants to recruit and retain. The process facilitates the administration's ability in attracting, recruiting and retaining ideal employees – referred to as Top Talent in recruitment – and helps secure the achievement of the administration's business plan.
- **Engagement:** Employee engagement illustrates the commitment and energy that employees bring to work and is a key indicator of their involvement and dedication to the organization. Employees who are engaged are more productive, content and more likely to be loyal to an organization. When organizations put sound human resource practices in place, they are more likely to discover that employees feel satisfied, safe and will work to their full potential.
- **Family service:** During child or family care, the administration or the company can help the employee in caring for the children or elderly people especially by providing a financial support or advices.
- **Individual development plans:** An individual development plan is a document that states what an employee wants to achieve in the future (e.g. in the next year), and gives a plan for developing their skills so that they are able to achieve their aims.
- **Job rotation:** Job rotation is a job design technique in which employees are moved between two or more jobs in a planned manner. The objective is to expose the employees to different experiences and wider variety of skills to enhance job satisfaction and to cross-train them.

- **Job sharing:** Job sharing is an alternative work schedule in which two employees voluntarily share the responsibilities of one full time job, and receive salary and benefits on pro-rata basis. Job sharing creates regular part time (half days, alternative days, alternative weeks, etc.) where there was one full time position, and thus avoids a total loss of employment in a layoff.
- **Leadership competency frameworks:** A leadership competency framework identifies specific competencies which support the enhancement of leadership and management skills. It is a document which leads to structured processes to help staff develop their skills.
- **Life-cycle policies:** Life-cycle policies is a concept in human resources management that describes the stages of an employee's time with a particular company or administration and the HR supports and policies that plays an essential role at each stage.
- **Life-time accounts better working time accounts:** Employees are allocated a certain amount of required working time on an account, which is reduced throughout a working life. This concept allows employees to work less during the '*rush hour of life*' (raising children, caring for parents) and more during other periods or also to make use of phased retirement. Different models exist in different European states.
- **Mid-career programs:** Mid-career programs concern employees at mid-point in their careers (often between 35 and 45 years old) and supports intergenerational policies and the promotion of workability. These programs can be embedded in life phase oriented policies to promote engagement and motivation and the willingness to change jobs as well as the promotion of mobility. These programs are about tapping potentials and supporting the individual and institutional talent management. Seminars for self-reflection are offered. These programs are based on training and mentoring inside the administration or the company and help the employee to acquire the skills and competencies of his/her new work. The program supports the transition from one work (first career) to another one (second career) for an employee.
- **Phased retirement or flexible retirement schemes:** A concept that focuses a broad range of different employment arrangements during the period of retirement age. Employees can continue working with a reduced workload and gradually transition from full-time work to full-time retirement.
- **Re-entry programs:** Programs which support an employee to reintegrate into the workforce after a leave or an absence (maternity, paternity, home-care, family-care, health-care, etc.).
- **Sabbatical leave ( $\neq$ accounts):** a limited period (can be granted from up to 3 months to 2 or even 4 years) of unpaid leave from the public service with the right of the employee to return after this period. It can be allocated for any purpose such as care of family or children, higher studies etc.
- **Second career opportunities:** They are mostly embedded in strong Gender and Diversity policies having the focus on reconciliation of work and family and the increase of females in leading positions in mind. Employees (men and women) are afraid of having a knock-out in their career considering a maternity or paternity leave (rush hour of life). For these employees second career opportunities in a later phase of their lives are provided in the context of modern HRM considering the individual life and career planning. This sort of

transition requires systematic HR-Development and HR-Planning, competency training and opportunities for lifelong learning, mentoring in the new or old area of work available after re-entry at work. It can be done in the same administration/company or between two different administrations/companies. These opportunities therefore concern especially women.

- **Senior civil servants:** Management levels at the top of ministerial hierarchies but usually below ministers, sometimes below deputy ministers, and sometimes one more level down. Usually only secretary general/director general and directors in ministries, and the head and deputy in agencies.
- **Telework:** Information and communications technologies are applied to enable work to be done at a distance from the place where the work results are needed or where the work would conventionally have been done. It includes Home-based telework, mobile telework and / or telecentres (providing local office facilities for people who prefer not to work at home but wish to avoid the cost, time and inconvenience of commuting).

## Annex 3: Methodology and Questionnaire

This report is primarily based on a survey “Managing a diverse public administration and effectively responding to the needs of a more diverse workforce” with the aim of assessing the state of diversity management in EU Member States.

The Survey was carried out in co-operation with the European Public Administration Network (EUPAN) which is a network composed of senior managers from Ministries responsible for public administration in the European Union Members States.

The survey was designed in consultation with Member States and experts in the field of diversity management in public sector organisations. The Authors specifically acknowledge the help of Dr. Beatrix Behrens from the German Employment Agency who helped guide the survey design. At the EUPAN DG Troika Secretariat Meeting in Luxembourg, which took place on 7th July, the survey design was reviewed and approved.

The survey, which consisted of 18 core questions (see the survey below) was distributed in July 2015 to the EUPAN network electronically. Overall, 26 of the 28 member states responded to the survey (the UK and Romania did not answer the survey).

After completion of the questionnaire, the research team cleaned the data, analysed and filtered all answers and identified those which were either still missing or unclear. In those cases, the respective countries were contacted on a bilateral basis.

Initial results of the survey were presented and discussed at the EUPAN working group meeting on 15<sup>th</sup> and 16<sup>th</sup> October in Luxembourg. It was further discussed at two interactive workshop sessions which enabled lots of exchange on good practices and further data collection for good practices found mostly in boxes throughout the report.

### Questionnaire - Managing a diverse public administration and effectively responding to the needs of a more diverse workforce

#### A. Strategy (If possible, refer to a relevant link or website or add a case(s), or an example etc.

Q1. Does your public administration have a diversity strategy? (choose one)

- Yes, it's a stand-alone document
- Yes, it's part of a larger suite of strategies for the public administration
- Yes, it's part of a broader diversity strategy that extends beyond the public administration (e.g. wider labour force strategy)
- No, there is not an integrated diversity strategy, but there are stand-alone strategies for specific groups.
- No, there is no diversity strategy
- Other \_\_\_\_

Q1a. If so, is diversity defined in terms of... (or do you have individual strategies for...?) (Choose all that apply)

- Gender Diversity

- Ageing workforce
- Migrant background
- Specific ethnic groups (e.g. linguistic minorities, etc)
- Sexual Orientation
- People with Disabilities
- Others \_\_\_\_

Q1b. What is the stated intent of the strategy? (Choose all that apply)

- To provide equal opportunity to employment and advancement for all groups
- To protect against discrimination
- To broaden the talent pool – access competencies of underrepresented groups
- To create/reinforce a value oriented culture
- To aim for a civil service which is representative of the population it serves
- To improve service delivery
- To improve policy making

Q1c. Is there an action plan to implement the strategy? (y/n)

Q1d. Does the action plan for the diversity strategy contain specific diversity targets?

Q2. Does your country have a Diversity Charter? (y/n)

Q2a. If so, did the public administration sign it? (Choose one)

- Yes, for the entire public admin
- Yes, individual agencies/ministries (which ones? How many?)
- No.

## **B. Data**

Q3. What diversity-related workforce data is collected? (choose all that apply)

- Differentiated Gender statistics
- Age structure analysis
- Disability statistics
- Others \_\_\_\_

Q3a. Is this data used to: (choose all that apply)

- Monitor diversity balance of the workforce
- Benchmark organisations
- Benchmark against other public administrations
  - Sub national (Q3b)
  - Other national
- Input into workforce planning
- Evaluate progress in reaching targets

Q4. Are employee surveys conducted?

- Yes, one central survey is conducted at regular intervals
  - Every \_\_\_\_ years. (Q4a)
- Ministries conduct their own
- No

Q4b. If yes, are... (choose all that apply)

- diversity aspects integrated (e.g. questions about feelings of discrimination)
- results analysed by socio-demographic aspects
  - Age, (Q4c)
  - gender,
  - other\_\_\_

Q4d. Are data used to enhance diversity-oriented HR policies?

Q5. How are diversity policies assessed? (choose all that apply)

- Surveys
- Benchmarking (comparison of diversity indicators across departments)
- Annual reports
  - To whom? (Q5a)
  - Frequency?
- Other\_\_\_

### C. Leadership

Q6. Are diversity issues integrated in leadership competency frameworks?

- If yes, please provide a pdf or a link to the framework

Q7. Are Senior Civil Servants Accountable for diversity targets? (choose all that apply)

- Yes, it is part of their performance agreement
- Yes, it is part of their performance related pay
- Yes, they have targets to meet
- Yes, other \_\_\_
- No, there are no formal accountability mechanisms for diversity targets

### D. Competency development

Q8 To whom are specific trainings in diversity awareness/competence provided to?

	Mandatory	Voluntary
All staff	<input type="checkbox"/>	<input type="checkbox"/>
Specific Functions (please specify)	<input type="checkbox"/>	<input type="checkbox"/>
Managers	<input type="checkbox"/>	<input type="checkbox"/>
Senior Leaders	<input type="checkbox"/>	<input type="checkbox"/>

Q9. Are there targeted programmes to enhance competencies for specific diversity groups

	program for all central public administration	Some agencies / ministries have their own	I am unaware of any program	Target group (please list)
a) mentoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
b) leadership development programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
c) job rotation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
d) training on the job	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

e) learning tandems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
f) Other____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Q10. Are education and training opportunities also available for part-time employees? (Y/N)

Q11. Do you use the language skills and/or the specific cultural skills of staff with migrant background for better public services? (If yes, please describe briefly)

Q12. Are there specific programmes that aim to transfer specific competencies of older workers (e.g. experience, expertise, networking skills) to younger employees? (If yes, please describe briefly)

### E. Recruitment and selection practices to respond to different needs

Q13. Is Diversity and Inclusion part of Employer Branding to attract and retain new talent groups?

Q14. Are diversity issues considered in recruitment procedures in the following ways:

- Recruitment processes are adaptable to people with special needs.
- Recruitment processes can be conducted in more than one language
- Communications are targeted to specific groups
- Selection committees must reflect diverse (e.g. gender balanced)
- Selection committees must be trained in diversity sensitivity
- Mentoring programs for new recruits
- Diversity training for all new recruits
- Others

### F. Working patterns and arrangements to respond to different needs

Q15. Are there policies on the following, to respond to the needs of a more diverse workforce?

	Central/ federal overarching policy	Some line Ministries have their own policy	No Existing policy	Please provide the name of the policy, a web link to access more information and/or please forward by Email any relevant information
a) A right for flexible working hours (e.g. from 7am to 3 pm or 12-8pm or 4 longer days with the 10 <sup>th</sup> day off)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
b) A right for part-time work (e.g. 50%)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
c) A right for sabbatical leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
d) A right for job sharing (sharing of work between 2 employees)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
e) Family Service during child or family care?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



f) corporate health management to secure longer and active employment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
g) A right for telework (e.g. alternation between home/office working)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
h) Possibilities for working time accounts (e.g. possibility to save time for leave of absence for reasons of family duties such as child care or elderly care)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
i) Possibilities for leaders to work part-time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
j) Life cycle policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
k) Phased retirement or flexible retirement schemes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

### G. Career management and competency development to respond to different needs

Q16. Are the following policies in place to respond to the needs of a more diverse workforce?

	Central/ federal overarching policy	Some line Ministries have their own policy	No Existing policy	Please provide the name of the policy, a web link to access more information and/or please forward by Email any relevant information
a) individual development plans to support horizontal and vertical career development during the whole career for all staff and all ages	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
b) Tools and instruments for intergenerational learning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
c) knowledge transfer (e.g. from young to old),	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
d) longer and more varied careers with opportunities for horizontal or vertical mobility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
e) flexible career paths with possibilities to switch for instance between expert and managerial careers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

f) Re-Entry Programs after paternal leave or other absences	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
g) Training and career opportunities for all ages to promote lifelong learning and engagement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
h) Mid-career programs established for employees 40+	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
i) Second career opportunities established especially for women	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
j) Training methods designed to the needs of an ageing workforce	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
k) Programmes to use knowledge and experience of retirees (projects, consultancy, and training expertise)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
l) Networking of different target groups to promote inclusion and innovation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**G. New competencies needed in a more diverse context.**

Q.17 Are specific competencies highlighted in your diversity documents (e.g. strategy, training material, competency frameworks, etc)

Q17a. If so, please name them \_\_\_\_\_

Q18. Please name some competencies which you consider as being important to effectively manage diversity in your PA?

New competencies needed in a more diverse context.

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