Women in Senior Management Positions within Government

A comparison between the Ministry of Home Affairs and Ministry of Regional Development

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By
Shiefania Jahangier

Supervisor
Dr. R. Kurian

Paramaribo, Suriname
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Preface

This thesis is written for the completion of the Master of Public Administration Program in governance with a specialization in public management 2013 - 2014.

Being involved in gender issues for some years I had the opportunity to have an overview of the gender inequalities in practice. One such inequality is the underrepresentation of women in decision – making positions.

Although some progress has been made over the past years, the inequality still exists among other things within government, whereby the percentage of women's participation in senior management is varying between 0% and 80% among ministries. This triggered me to study this phenomenon closely.

I hope that this thesis will contribute to more insights in dealing with this issue.

Paramaribo, 30 April 2015

Shiefania Jahangier

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List of Acronyms

CEDAW – Convention on the Elimination of all Forms of Discrimination against Women

GFP – Gender Focal Point of the ministries

IGAP 1 - Integral Gender Action Plan 2000 – 2005

IGAP 2 – Integral Gender Action Plan 2006 – 2010

NBG – National Bureau for Gender Policy

NGO – Non Governmental Organization

UNDP – United Nations Development Program

1. Introduction

1.1 Indication of research problem

Suriname has ratified several regional and international conventions that have a bearing on the status of women. One of the most important is the United Nations Convention on the Elimination of all forms of Discrimination against Women. Suriname ratified it in 1993, committing itself to reach gender equality in all areas of life. The principle of gender equality is also laid down in the Constitution of Suriname where article 8.2 of the Constitution notes that: "No one may be discriminated on the basis of her / his birth, gender, race, language, religion, descent, education, political belief, economic position or social circumstances, or any other status". The Constitution further states that men and women are equal before the law and can participate in elections and stand as candidates for the people's representative bodies, paving the way for women to participate in politics and decision-making processes in all organizations.

In spite of the stated goals the reality in Suriname is different with continuing significant gender differences in relation to many of these parameters and women continuing to be subordinated to male hierarchy at different levels. The situation of women in government is particularly worrying. As per 2013 only one woman is part of the ministerial cabinet of 17. Among the ministries there are large differences in gender employment in senior management positions varying from 0% to 80% for women. An important concern therefore is to understand the constraints to women's upward mobility in government and to see what measures can be done to ensure that women and men achieve equality particularly in decision-making and seniority positions.

This thesis focuses on the prevailing gender inequalities in the senior management of the Ministries of Home Affairs, and Regional Development. There is a clear difference between these two ministries with regard to women in leadership positions. The senior management of the Ministry of Home Affairs consists only of men (1 minister, 2 permanent secretaries, and 4 deputy directors), while the senior management of the Ministry of Regional Development, with the exception of the minister, constitutes only women (1 permanent secretary and 3 deputy

directors). A comparison of policies and practices with regard to gender differences would therefore give clear ideas on how gender equality and women's empowerment can be promoted.

This thesis also gives an overview of the participation of women in decision-making positions in government since the ratification of the CEDAW by Suriname in 1993 and the efforts that have been made since then to promote the participation of women in control and decision- making positions. An important concept that will be used to understand women's achievements is 'gender empowerment' which, as noted by the United Nations Development Program involves ensuring that "women have a real voice in all government institutions, from the judiciary to the civil service, as well as the private sector and civil society, so that they can participate equally with men in public dialogue and decision making and influence the decisions that will determine the future of their families and countries" [1] .

1.2   Research objectives

- To identify the constraints to women's upward mobility in government.
- To identify the facilitators for career advancement for women in government.
- To determine why there are clear differences in the gender composition of the senior management of the Ministry of Home Affairs and the Ministry of Regional Development.
- To identify the constraints and facilitators that the male and female senior managers have experienced throughout their career.
- To explore the measures that may be taken by the government so that women may participate on equal terms with men in senior management.

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[1]http://www.undp.org/content/undp/en/home/ourwork/womenempowerment/overview.html
accessed 30 July 2014.

1.3 Research Question

The main research question is:

Which are the major influences promoting and constraining gender equality and gender empowerment in Government with regard to senior decision-making positions?

Sub questions
- How does the political appointment of senior positions at the ministries influence the upward mobility of (women) civil servants of these ministries?
- In which ways do the perceptions of policy workers within the government affect the empowerment of women in terms of career development?
- How has the promotion of gender equality been factored in the existing policies for career advancement in the ministries of Home Affairs and Regional Development?
- Which policies and practices have been identified as significant in promoting gender equality and women's empowerment in senior government employment?

1.4 Relevance and justification

While the Government of Suriname has formally committed itself to reach gender equality in all levels and processes, the reality is that women are often less represented in the higher echelons of some ministries, even though more women than men graduate from the university and other high education institutions. This discrepancy motivated me to analyze the constraints women experience to move up the career ladder and also to identify policies and processes that could promote women in order that they form part of the senior management of ministries and occupy at least 50% of the positions. This analysis will form the basis for recommending policies which support the career advancement of women and enable them to hold senior management positions.

1.5   Research methods

The field research took place from October 2014 – mid January 2015.

In order to analyze the major influences promoting and constraining gender equality and gender empowerment in government with regard to senior decision-making positions the paper used a qualitative approach and comparative approach. This means that various sources are used to get a better picture of the situation, to better understand the reasons behind the phenomenon of gender inequality in decision – making positions, including available figures on this subject but also interviews with key persons. Besides the careers of female senior managers, the careers of male senior managers are studied in order to identify the promoting factors and the constraints they experienced so that a comparison can be made.

This study was limited to the Ministry of Home Affairs and the Ministry of Regional Development because of the different gender composition of the senior management as stated earlier. The Ministry of Home Affairs was also selected as this ministry has the national responsibility for determination and coordination of gender policy, and is also responsible for the development of the overall policy on Human Resource Management for the government and on the basis of this should be a model ministry.

Primary as well as secondary sources were used to analyze the situation.
Interviews were taken from the senior management of the Ministry of Home Affairs and the Ministry of Regional Development and the head of the National Bureau for Gender Policy, and a questionnaire was done with 36 policy workers and head of divisions of both ministries.
A desk study was conducted which included a review of academic journal articles for the analytical framework, and a study of policy documents, reports, minutes of meetings, news paper articles. A public debate was attended (24 November 2014) and a television live – broadcast of a debate (26 September 2014) was watched in order to gain an impression on the role of political parties in promoting the participation of women in decision – making as political parties in Suriname have a major role in the appointment of senior managers and recruitment of personnel

within government. In these debates prominent male and female members of political parties took part.

As this thesis aims to identify the facilitating and constraining factors which are experienced by the senior women managers within government to climb up the ladder and achieving gender equality in senior management positions, semi structured interviews were taken from the senior management of the Ministry of Home Affairs and the Ministry of Regional Development. Questions were formulated beforehand about their career – the facilitating and constraining factors on personal and organizational level - , how they thought about political appointees at the government, participation of women on equal foot with men, and integrating gender in human resource management policy. Due to busy working schedules of some senior managers a selection of questions out of the original list of questions had to be made. During the interview some questions were added to gain more understanding of issues. The duration of the interviews varied between 35 minutes to two and a half hour. A total of 9 senior managers were interviewed. The total senior management of the Ministry of Regional Development was interviewed and four out of seven senior managers of the Ministry of Home Affairs were interviewed. All the interviewed senior managers agreed to record the interview which made it easy to listen carefully and ask questions, and to include citations out of the interview in the thesis. The reasons that were given for no participation by some managers in the research interviews were no enthusiasm and busy working schedule.

A questionnaire was also handed out to policy workers and head of divisions of policy areas within one directorate of the Ministry of Home Affairs and one directorate of the Ministry of Regional Development. The intention was to do the questionnaire also in two other directorates of the Ministry of Regional Development but as a list of policy workers and heads of divisions could not be made available by the Ministry of Regional Development for these two directorates the questionnaire could not be handed out to these directorates. These directorates were chosen due to logistical reasons and time limitation. The questionnaire was handed out to 44 policy workers and heads of divisions (34 at the Ministry of Home Affairs and 10 Ministry of Regional Development), 36 answered questionnaires were received (30 from the Ministry of Home Affairs, 22 females, 8 males) and 6 from Ministry of Regional Development (4 female, 1 male, 1 unknown). The questionnaire was meant to know how policy workers and heads of divisions

think about the management of career, what are the facilitating and constraining factors for career development, are political appointees undermining the career development of civil servants, and how do they think about the equal participation of women and men in decision-making positions. The questionnaire was except for one question composed only of closed ended questions in order to attract more respondents to answer the questionnaire. Most questions had also the option "other" in case their answer was not listed. With a questionnaire one can mobilize a large number of respondents in a short period. The questionnaire was tested before it was handed out to respondents in order to be sure that there were no disturbing factors such as similar answers, that there were no questions that were open to more interpretations, that a sensitive language was used, and that it was easy to answer. Policy workers and head of divisions of policy areas were selected for the questionnaire as these two groups of officials were working closely with the senior management and are also close for nominations in senior management positions. Due to the number of policy workers and heads of divisions of policy area no selection was made, the questionnaire was handed out to all who were reachable. For getting a maximum number of answered questionnaires, most of the respondents were first reached by phone directly or through their superiors and requested for collaboration.

The intention was also to organize a focus group for policy workers and head of divisions of policy areas in order to gain more insight in their thinking about career development and participation in decision – making positions, but due to time and logistical constraint I had to abandon that idea.

1.6   Limitations and practical problems

Although Suriname has ratified various treaties in which the principle of non-discrimination and gender equality is incorporated, this paper is limited to the CEDAW as this convention specifically focuses on the position of women in various spheres of life. The convention is ratified by Suriname in 1993. As data collection is a weakness within government, data is presented as per 1993 in case available. The field research is limited to the ministries of Home Affairs and Regional Development and covers this government period (2010 – present),

especially the study of career of the current gender composition of the senior management. Available data from earlier periods are also processed.

 As the ministry of Home Affairs is the leading ministry in organizing the elections for 2015 and is currently busy with the preparations for this and a lot is happening in December like holidays, closing activities at the ministries and it is known that government officials are not fully available during this period, I expected that I would experience delays of interviews and provision of data. I have tried to overcome this by starting already in October 2014 with reaching the ministries for their cooperation to do the research. I have also used my networks to get access to the management of especially the Ministry of Regional Development. I have also informed some of the senior managers of the Ministry of Home Affairs at occasions about the research and requested for cooperation before sending the official letters. As a result I succeeded in interviewing 9 out of 12 senior managers. Another practical problem that I assumed that would occur is that due to time constraints I would not be able to cover all questions, or will forget to ask some questions. To overcome this I requested my colleagues to give me feedback on the questionnaire. Further to have at least a fair response on my questionnaire in December I phoned the respondents directly or through their superiors for their cooperation, and succeeded finally in receiving 36 questionnaires out of 44.

1.7   Structure of Paper

- Chapter 1 presents the introduction.
- Chapter 2 provides the Literature Review.
- Chapter 3 gives an overview of the state of affairs with regard to gender policy in relation to control and decision –making and career development policy and presents the research findings at the Ministry of Home Affairs.
- Chapter 4 presents the research findings at the Ministry of Regional Development.
- Chapter 5 provides the conclusions and recommendations.

2. Literature Review

2.1 Introduction

This chapter reviews the theoretic literature on gender equality in decision-making to understand the importance of facilitating policies and programs as well as the barriers that women encounter in the processes and at different levels. In doing so the chapter develops an analytical framework to examine the problems experienced by women at different levels in the ministries in Suriname, and what needs to be done to empower and promote their careers in senior management.

2.2 The importance of having women equally in decision- making

Several justifications have been given for the importance of involving women equally in decision-making.   Fuszara (2010:372) argues that "justice" demands that women should be equally represented in decision-making as they form 50 % or more of the population. A similar justification is also given by Kabir (2013). Another justification for involving women in decision-making is because women will stand up better for their own needs and rights than men will do (Fuszara 2010, Kabir 2013). The third justification that is given is that women also bring human capital to the table benefitting also the needs of men and society (Fuszara 2010). The involvement of women in decision-making has also been linked with "validity and trustworthiness of democracy as half of the population consists of women" (Kabir 2013: 428, Panday 2008: 49). The composition of the population seems to be an important justification for having women in decision-making.

2.3 Facilitators for equal representation of women in senior management

For enabling women to participate on equal foot with men in management positions attention is needed on two levels namely on the personal and the organizational level (Ilhaami et al. 2014). On the personal level women have to work on the variables of the human capital theory; they have to invest in themselves and in the traits for a management position. Dreher and Ash (as cited in Ilhaami et al., 2014) argue that access to informal networks and delivering excellent

work will help women to hold a management position. Apart from investment in themselves, support from family members is essential for women in advancing their career especially when married and having children (Caceres - Rodriguez 2013, Vert and Metz, as cited in Ilhaami et al., 2014). Naff and Thomas (as cited in Ilhaami et al. 2014: 169) have another opinion and argue that "postponing marriage or remain childless could help women to advance in their career". Lewis (as cited in Ilhaami et al., 2014) states that having no objections for moving from one place to the other for work is an essential facilitator for career advancement. Olson and Pringle (as cited in Ilhaami et al., 2014) stress that being related to a political party will lead to career success.

At the organizational level the organization is a very important factor in advancing the career of women. Especially gender should be integrated in the human resource practices of the organization (Ilhaami et al. 2014). "Having male mentors facilitate women to advance their career" (Naff as cited in Ilhaami et al. 2014: 170). This because men are in the majority in management and through them access for women to these positions is possible.
I agree with the view of Ilhaami et al. that investments at both the personal and organizational level are important for the career advancement of women as the person and organization in question need each other for their advancement and therefore study of both levels is relevant for this thesis.

2.4   Constraints equal representation of women in senior management

Various authors (Caceres – Rodriguez 2013, Newman 1993, Park and Choi 2014) have used different theories to explain the underrepresentation of women in management positions and the impediments for career development of women within public organizations. The most used theories are the human capital theory, the socio-psychological theory and the systemic model and the use of these theories depends on the extent to which gender equality is integrated in the practices of the organization (Caceres – Rodriguez 2013).
According to the human capital theory (Caceres – Rodriguez 2013), women do not grow in their career because of their low education level, low capacity and expertise, and low dedication for work. In fact women themselves are the cause for not being in decision-making positions as they

themselves decide not to get educated or put more hours into work (Newman 1993). Some authors are against this explanation as according to them the view of society and employers (Lips as cited in Park and Choi, 2014) regarding women determines the choices women make. As women nowadays have high education in most cases more than men and also have the other requirements the human capital theory cannot fully be applied. Other theories have been used to cover the gaps of the human capital theory.

The socio-psychological theory takes also into account the "social norms" (Caceres – Rodriguez 2013: 676, Park and Choi 2014) which also determine the outcome of the career choice. Women are considered by the society for not having the right qualifications for a management position while men are considered to posses these ("sex stereotypes"). The consequence is that women are less nominated for these positions and when they are in these positions they have to work twice hard in order to be valued. Women are further considered by society primarily to deal with taking care of the family ("sex roles"), which often makes that women can't work on the requirements for a management position. As social norms are fully integrated in daily life it has also its impact on the practices of organizations meaning that these are supporting men and thus not supporting the career development of women.

Through the systemic model (Caceres – Rodriguez 2013) the unequal participation of women may also be explained. This model looks at "organizational structures, distribution of opportunity, power, and the social composition of groups" (Newman as cited in Caceres – Rodriguez 2013: 678). According to this model the organization may be a product of what lives in society the so called social norms and thus not supporting women in their career development; men are nominated for management positions. Kanter's theory "homosocial reproduction" (as cited in Caceres – Rodriguez 2013: 678) also reveals that social norms have influence on human resource practices meaning that men are promoted in management positions as they are considered to only have the specific requirements.

Another theory of Kanter (as cited in Caceres – Rodriguez 2013: 679) is "tokenism". This theory is according to Caceres – Rodriguez (2013) an addition to the systemic model that focuses on the "numerical representation". As women are less in management positions, they are noticeable and therefore are their efforts highly criticized and they have less access to resources making it difficult for women to employ a management position. The lack of women in management

positions does not encourage women to work towards these positions as according to Newman (1993) the lack of women expresses that women are not welcome in these positions.

I agree with the argumentation that the human capital theory can't fully be applied due to the high education level of women today and the dedication they have in their work which is for example expressed in the high participation of women in workshops and seminars that are after official office hours and international meetings. The socio-psychological theory and the systemic model are more relevant and thus fitting better as organizations are part of the society and practices of the society will have its influence / reflection on the functioning of an organization. The extent of influence on the practices of the organization will depend on the level of gender awareness of the decision-makers and the ones who develop and execute policy in this regard human resource management as is argued by Caceres – Rodriguez that not all the theories are equally applicable for all organizations as organizations have different views regarding gender equality.

Apart from the abovementioned theories, other theories have also been used to explain the barriers for women in their career and these theories also can't be equally applied to all organizations. According to the population ecology theory women are scarce represented in management positions because the respective organization has not translated external developments into the organization like the principle of gender equality in all spheres of life (Caceres – Rodriguez 2013). The resource dependency theory like the population ecology theory has to do with external pressure which influences the practices of the organization. Scarce representation of women in management means according to the resource dependency theory that the supporting institutes that determine to a high extent the existence of the organization do not see the importance of gender equality in management positions and therefore have not such an influence on the practices of the organization (Caceres – Rodriguez 2013). The institutionalization theory explains that the low representation of women exists in organizations that are successful and therefore less to no questions are raised by support organizations about the various practices including recruitment or promotion practices in which gender equality is taken into account or not (Baron et al. as cited in Caceres – Rodriguez, 2013). I do not agree with Baron as there are organizations where there are few women appointed and are not successful and even then no questions are raised on the gender composition by support organizations.

The leadership theory states that having women in the management of the organization will have a positive impact on working towards an equal participation of men and women at all levels of the organization and women are also given more chances to grow in their career (Caceres – Rodriguez 2013). Park and Choi (2014: 123) argue that the underrepresentation of women in management may be a consequence of "masculine organizational culture". The masculine organizational culture shows strong similarities with the systemic model and "refers to organizational cultural norms and attitudes that exclude women from power, resources, and opportunities in the organization and maintain inequitable power relations between men and women" (Park and Choi 2014: 123). As there are low numbers of women in management positions they are not supported by men who are in the majority in these positions making it difficult for women to gain experience and knowledge from them. These women do not have authority and are forced to work according the views of men. This environment is then not supportive for encouraging women to work towards management positions (Park and Choi 2014).

The population ecology and resource dependency theory are very interesting as these theories take the external developments into account for explaining the underrepresentation of women and the role of institutions for pressuring the government to take into account these developments. These theories are relevant for this thesis as various developments are taking place at the national level such as the growing number of female graduates, the international pressure for states to act in conformity with the gender equality principle and it is important to know whether these developments are taken into account by the government. The role of the National Parliament in pressuring the government to translate the gender equality principle into organizational practices is in this regard also crucial. The institutionalization theory will not be taken into account in the analysis as it is difficult to measure whether the success of an organization was on the basis of a certain gender composition. The leadership theory will also not be taken into account in the analysis as information is not at hand to show whether indeed more women in leadership have led to more gender equality at the workplace.

2.5 Political appointees and civil servants

My search for literature on how political appointments undermine the career development of civil servants delivered no results. As political appointments in the civil service are a given in Suriname context I deem it necessary to shed some light on the relationship between political appointees and civil servants and the reasons behind political appointees. Initially the view was that there were separate roles for a political appointee and a civil servant. The political appointee is in charge of giving direction to policy development which is responsive to the needs of society and the ruling party, while the civil servant is responsible for the implementation of this responsive policy (Carboni 2010). This view changed later on. The contemporary view is that the roles are to some degree overlapping with one another meaning that civil servants have some interference in policy development and the political appointees have also their part in policy execution (Ban and Ingraham 1990, Carboni 2010). According to Svara (as cited in Carboni, 2010) both groups of functionaries need each other to fulfill their respective roles. The main reason behind the appointment of politicians is the trust that their superior has on them and in following his directions for developing policy (Fesler 1983). This reason is also used by Ban and Ingraham (1990) for explaining the appointment of politicians in civil service.

2.6 Conclusion

The constraints for the career advancement of women have been explained through various theories. Except for the institutionalization and leadership theory all other theories will be used for explaining the barriers which women face in climbing up the ladder and as such in the appointment of a management position. And thus the constraints are approached from several perspectives such as the person itself, the society, and the employer. Apart from the constraints, the facilitating factors for career advancement have also been addressed from the personal and organizational level. For a comprehensive understanding both levels will be taken into account in the research. The barriers and facilitators which the male senior managers have experienced throughout their career will also be explained through these theories and variables.
As political appointments within government are a given in the Suriname context, this will also be taken into account in the research.

3. State of affairs gender policy and career development policy and Research Findings of the Ministry of Home Affairs

3.1 Introduction

This chapter gives insights into the state of affairs of the role of the ministry of Home Affairs and other stakeholders in promoting gender equality in decision-making positions and career development and identifies the factors that have contributed to and hindered the career development of senior managers including civil servants.

3.2 Gender policy with regard to control and decision-making

The Ministry of Home Affairs has a leading role in the development, execution and communication of the national policy on gender. Through its National Bureau for Gender Policy (NBG) which was established in 1997, the Ministry of Home Affairs develops, implements, coordinates, and monitors gender policy. The ministry has also set up a gender management system, consisting of the NBG (as the manager) and gender focal points (GFP) within the ministries, for integrating gender in all policy and programs of the government. In the past period, since 2001 the Ministry of Home Affairs has addressed the topic of participation of women in control and decision-making in her gender policy plans (Ministry of Home Affairs 2001a, 2001b, 2006a). But these plans have not been fully implemented including the actions listed under the topic of control and decision-making. During the research and field work, the following issues were identified as bottlenecks to the implementation of these plans. These included the following:

- For the implementation of the IGAP 1 :lack of cooperation between the Ministry of Home Affairs and other stakeholders, the capacity weakness of NGOs to carry out the activities, lack of capacity and coordination of the Gender Management System, and lack of funds (Ministry of Home Affairs 2006a).
- For the implementation of IGAP 2: the position of the GFP within the respective ministry which made influencing policy-making challenging, lack of capacity and motivation, lack of clarity on who is responsible for the funding of activities, which organization is the

leading executor in case of multi – executing partners, the fact that many of the activities were of a far – reaching nature and their feasibility was not examined, and the management of ministries were not gender minded as a consequence they gave priority to other issues (National Bureau for Gender Policy 2008).

- A part of these bottlenecks may be the result of a set of circumstances such as lack of responsibility by ministries for gender mainstreaming and lack of capacity of the different stakeholders (Head NBG, personal communication, 06 January 2015).

- The place of the NBG within government. The former minister of Home Affairs, Mr. Moestadja[2] believes that as the NBG is a division within a ministry it cannot fulfill its role and argues for a special ministry for gender affairs so that a thorough gender policy may be implemented and that the NBG will be better able to fulfill her role and he further argues that as not enough funds are allocated for the implementation of gender policy the implementation of gender policy in practice ends up in a crush (Bruce 2014).

A great part of the bottlenecks still exists, meaning that not much have been done structurally by the ministry of Home Affairs and other stakeholders to remove these bottlenecks in the past and therefore gender inequalities continue to exist.

3.3   Policy on career development

The Ministry of Home Affairs is responsible for personnel policy for the government and the functioning of the apparatus of the government. For carrying out this responsibility, the under – directorate Personnel Policy was established in 2001. Although in the past fourteen years career development of civil servants is mentioned in several documents, in practice this is insufficiently elaborated, no policy document is specifically developed for this issue, and little actions have been undertaken in this regard. In the period 2000 – 2005 attention was mostly paid to the establishment and or institutional strengthening of the various institutions in order to be able to develop and implement policy (Ministry of Home Affairs 2006b). Some other bottlenecks for the absence of a concrete policy on career development have been found during the field work:

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[2]Mr. Moestadja was the Minister of Home Affairs from August 2010 – April 2014

"bureaucracy and a complex of visible and diffuse resistances against change" (Ministry of Home Affairs 2012: 4), "lack of conception, lack of knowledge, and other several factors" (Deputy Permanent Secretary General Affairs of the Ministry of Home Affairs, personal communication, 01 December 2014).

3.4 Overview of participation of women in various decision-making positions.

Although not much has been done structurally to promote the participation of women in decision – making an increase has been noted for some positions during the years. Some positions have reached 50/50 share and others not. The participation of women in the council of ministers is during 1987 and 2010 fluctuating between 0% and 12%. An increase has been observed for the position of permanent secretaries of the ministries (Ministry of Home Affairs 2014). Although data not have been gathered adequately over the past years the following can be presented. Till 2002 the number of female permanent secretaries was 3 (Ministry of Home Affairs 2000, 2005) and currently women hold around 40% of this position. Data for the position of deputy directors of ministries have also not been gathered over the past years, but currently women hold around 40% of this position. Among ministries there are great differences. For the position of district commissioners the percentage of women in 1991, 2005, and 2010 was respectively 13, 25 and 27 %. A considerable increase is also notable for the positions of high organs of State, the diplomatic service and the judiciary. The increase at the Court of Justice is a result of the high number of women that are applying for the course for judge and subsequently the high number of women that finish the course successfully resulting that more women are selected for nomination for substitute judge (Official at the Court of Justice, personal communication, 20 February 2015). Although an in-depth study has not been done on this subject at the public prosecutor's office, a similar situation as at the Court of Justice is observed for public prosecutor's office (Chief public prosecutor, personal communication, 05 March 2015). For the diplomatic service the increase has taken place because the Ministry of Foreign Affairs is taking into account the gender aspect in delegating personnel and in practice women are given a preferential treatment even though this is not laid down in the policy of the ministry (National Bureau for Gender Policy 2014). The tables of the above presented data are shown in the annex of this thesis.

3.5   Actual situation of career development and gender on the work floor

Career development

As stated earlier the Ministry of Home Affairs currently has no concrete formal policy on the career development of her personnel. Women and men have developed their own careers with some support of the ministry. Generally the ministry has not provided for mentors for its personnel nor has the ministry special policies in place like family friendly policies such as parental leave, child care facilities, flexible working hours, or working from home. Informally personnel are generally given the opportunity to do family obligations during office hours. The concept of gender is not integrated in current personnel policy, but the management deems it important that it is taken into account and two managers have the opinion that the NBG should promote that. So far the NBG has only advised on the elimination of gender discriminatory provisions in the Personnel Law. The NBG acknowledges the promoting role but due to lack of expertise with regard to gender in relation to human resource management policy and lack of personnel it is not able till date to fulfill this role (Head NBG, personal communication, 06 January 2015).

Composition of senior management

As mentioned earlier the senior management of the Ministry of Home Affairs consists of only men and this picture (for the positions of permanent secretary and deputy directors) exists for quite a long time. Only for 2010 -2011a female senior manager was appointed. According to the management the male composition is not intentionally established. One of the managers stated that in the past (somewhere in 1997) efforts were made to have at least one female in the management by guiding the person, but the person could not meet the requirements. Another manager believes that it is a further fulfillment of tradition and that women are scarce or not available in political parties and therefore for the appointment of positions that are politically determined, women are not or less nominated. Another manager stated that due to the fact that high educated women were later recruited than men at the ministry of Home Affairs, men had an advantageous position for nomination in management positions.

Perceptions equal participation in management

Three managers stated and 96% of the questionnaire respondents believe that it is important that women on equal foot with men participate in management positions because they can come up for their interests, they have the same management qualities as men, they have human capital which would be useful for society, and of democracy reasons. One manager has no objection that women participate on equal foot with men in management positions. It does not matter to him as long as the goals of the organization are reached. All managers think that having more women in management positions will not automatically lead to equal representation of women and men on the work floor. This standpoint is supported by 35% of the questionnaire respondents. What matters for the managers is having the right qualifications when recruiting. Generally all senior managers have taken into account family responsibilities in their career planning and 93% of the questionnaire respondents believe that is important to do so. Generally the senior management and the questionnaire respondents have recommended the following measures for advancing the career of civil servants including women:

- Policy that balances work and family responsibilities for both sexes (the management added under the condition that it does not reduce the performance of the civil servant).
- Policy that forbids discrimination (equal rewards for equal performance, equal opportunities for equal qualification).
- Incorporate gender in human resource practices.
- Concrete and transparent career development policy.
- A transparent appraisal system and promotional structure.
- Equal training opportunities for both sexes.

In my view it is indeed important that men and women participate on equal foot with each other in senior management positions as both sexes possess the same qualifications and both should have equally the opportunity to participate in decision-making and therefore policies as above suggested should be in place to support the careers of both sexes equally and prevent arbitrary and as the senior managers and policy workers themselves think in this direction implies that there is already support for these policies which will make implementation and empowerment of women in career advancement less challenging. The ministry of Home Affairs has not made

adequate efforts to appoint women in senior management and thus has not act according to the gender equality principle.

3.6   Facilitators

Personal level

All male senior managers have invested in themselves for being able to hold current position. The questionnaire respondents believe that investment in oneself is an important factor contributing to career development. Hard work, perseverance, self confidence, eager to learn, inter personal skills, be well informed, sacrifice family and free time for hard work, make yourself noticeable, creativity, loyalty and education were some of the factors that were mentioned in this regard. Besides the investment in one self, all managers got strong support from their partner, children and or parents throughout their career. Three managers stated that the willingness to travel for work also contributed to success. One manager said that the willingness to travel contributed to gain experience and broaden his knowledge. All managers had the opportunity to show their talent and competence to their superiors. This was also experienced by 50% of the questionnaire respondents.

One manager said:

> *"I had the freedom to develop policy according to my own perception and to carry it out after approval and further adjustment".*

As stressed by Olsen and Pringle (as cited in Ilhaami et al., 2014) being related to a political party will facilitate career advancement. Three managers stated that their connectedness with a political party has contributed to success in their career. Around 40% of the questionnaire respondents believe that political connectivity contributes to growth in career.

The majority of the senior management and the questionnaire respondents believe that the organization and the individual are responsible for career success. This implies that both the individual and the organization have to make efforts so that the individual is able to advance in career. I agree with this view because finally both will have benefits from these efforts. The perception of civil servants that the individual has also the responsibility to work on its own career implies that the individual is aware that investment in one self is necessary for

contribution to its own empowerment and career advancement and will act accordingly in order to advance in career.

Organizational level

In the literature having access to mentors is considered important for career advancement (Naff (as cited in Ilhaami et al., 2014). Access to mentors was not equal for all. Two male managers stated that they had no access to mentors, while other 2 male managers and 10% of the questionnaire respondents stated they had mentors throughout their career. All managers have stated that they are mentors to others irrespective of gender. The majority has indicated that having a mentor is important.

One manager stated:

> *"It is very important. Especially when you are new or you have to carry out new activities. It is very useful if you have someone with experience, because not everything of the job is written in a book and it is very important for your advancement".*

Although there is no formal policy on career development, opportunities for training and to show talent and competence have been provided to the managers. This was also the case for the majority of the questionnaire respondents. Family friendly policies were also not in place. One manager stated that despite the absence of family friendly policies at the ministry of Home Affairs his superiors took into account family responsibilities. One manager who spent the majority of his career at the Ministry of Defense stated that at that ministry family friendly policies were present. Two managers stated that they haven't experienced family friendly policies at all. As family friendly policies are lacking at the ministry of Home Affairs it may be stated that gender is not overall taken into account in the practices of the ministry of Home Affairs as argued by Ilhaami et al. (2014) that gender should be integrated in the human resource practices of the organization in order to facilitate career advancement.

Three managers stated that the traditional role of men has not influenced their career. Only one manager stated that to some extent the traditional role influenced his career in the sense that as a man you are responsible for some matters such as you have to take care that your family has food every day. According to the managers the traditional role of men has not its impact on the

practices of the organization, as women as well as men were given training opportunities, and women were stimulated to come to the fore. About 70% of the respondents stated that the ministry has given them training opportunities.

One manager believes that the traditional role of women influenced positively on his career as he could spend more time on his ambitions. Another manager stated that the traditional role of women did not influence his career, but believes that it has its impact on the career of women. He experienced that within the organization some women were given the opportunity to hold high positions within the organization but due to family responsibilities they haven't accepted the offer. So social norms have influenced the decision these women have made as argued by Caceres – Rodriguez (2013) and Park and Choi (2014) that social norms also determine the outcome of career choice. The stereotype view that men have better management traits than women has not influenced the career of the management nor had it its impact on the practices of the organization. All managers stated that both men and women posses the same management traits. The requirements for a management position that were stated were among other things: posses technical knowledge, have management skills, communication skills, have knowledge of the total organization, be patient, act boldly, able to network, and be loyal.

According to one manager the first line management of the ministry consists only of men, but the second line managers and the policy officials consist for the majority of women. He explains that men have a leading position in the first line management as the women were recruited later at the ministry and on the basis of that men were given preference for the first line management positions, they were qualified. Further he argued that the majority of the policy workers that are working for him are women and actually they are taking the decisions as they come with arguments.

The male senior managers have invested in themselves to be able to advance in career. Strong support from their partner also contributed to their advancement. Although some level of gender awareness is present among the male senior management, this is poorly translated in the practices of the organization as for example family friendly policies are not in place to support the career development of women and men, and women are still in subordinated positions.

3.7　Barriers

Human capital barriers

No clear human capital barriers were identified as all managers have invested in themselves for being capable to perform in current position. Still one manager stated that continuous upgrading is needed and one manager stated that at the beginning of his career lack of experience and management skills played a role.48% of the questionnaire respondents believe that lack of human capital may hinder career growth. Human capital seems to be an important factor in advancing career growth and when lacking it may be a constraining factor. So in my view it is important to invest in one self in order to be appointed in decision-making positions as argued in the human capital theory that investment in one self is crucial for career growth (Ilhaami et al. 2014). But as all the managers invested in themselves it did not have a constraining influence.

Sociopsychological barriers

Some of the male managers have experienced to some extent sociopsycological barriers throughout their career, but these did not affect their career growth as they have strong support from their family. Two managers stated that balancing household, family responsibilities and work was not a challenge. One stated that it is rather an issue of time management and the other stated that his wife supported him. The other two managers stated that it is a challenge. One stated:

> *"the challenge exists as you go to work for having success and simultaneously you want that your household and private life prosper".*

Another stated:

> *"It is a challenge, because on the one hand your wife wants to make also career in life and what I know is that solely good communication and understanding internally have worked positively on my career".*

Around 20% of the questionnaire respondents, from which the majority is women, believe that sociopsycological barriers may hinder career growth as for example it is difficult to balance family life and work and the ministry does not have family friendly policies in place.

Three managers stated that throughout their career they have not been in a position that they had to make a choice between work and family. Only one manager stated clearly that he gives preference to work. Two managers stated that their superiors have understanding for family responsibilities, while the other two have stated the contrary. One of these added that the superior also delayed his promotion. Overall no facilities were provided to bring a balance between work and family responsibilities, but some understanding was present.

Social norms are impacting the practices of the ministry of Home Affairs as argued by Caceres – Rodriguez (2013) and Park and Choi (2014) and thus not only hindering the careers of women, but also that of men who take care of family and household responsibilities. This is evident as no family friendly policies were in place balancing between household / family responsibilities and office work so that careers of personnel may be supported.

Systemic barriers

Systemic barriers were experienced to some extent by the senior managers throughout their career. The experience was not equal for all. Around 28% of the questionnaire respondents believe that systemic barriers may hinder career growth. This belief is shared by both men and women. All managers stated that they had equal access to training and informal networks throughout their career. Two managers stated that they had access to mentors from the organization, while two others had not such access. All managers stated that preference was given to experienced people irrespective of gender for nomination in management positions, in some cases length of tenure played also a role. Two managers and around 70% of the questionnaire respondents stated that political influence may hinder career advancement. Two managers stated that both men and women were given equal chances and rewards. None of the managers have experienced personally sexual harassment. The majority of the managers has the impression that sexual harassment takes place at the work floor. Systemic barriers are present within the organization that hinders career development not only for men but also for women. As a policy on career development in which the gender perspective is incorporated is lacking, the

career development of civil servants – males and females –equally within the organization is not guaranteed as it may be subjected to arbitrary decisions. Access to power is limited for women as the senior management is in hands of men. This is also evident as preference was made for experienced personnel and these were men. Men were earlier recruited than women at the ministry and had therefore more space to gain experience with the consequence that women were excluded systematically from these positions as they were inexperienced. Lack of mentors which is also mentioned by policy workers as a constraining factor implies that opportunities to grow and access to power for women is limited. A concrete policy on career development would cover all these issues and empower women to grow in career.

Population ecology theory, resource dependency theory, and masculine organizational culture

As argued in the population ecology theory (Caceres – Rodriguez 2013) women are scarce in management positions because the organization has not implemented the gender equality principle in its practices. This is indeed the case within the ministry of Home Affairs as the gender equality principal is not mainstreamed in its human resource practices resulting in total absence of women in senior management.

The resource dependency theory (Caceres – Rodriguez 2013) relates to supporting organizations which have a pressuring role in the implementation of gender equality. I will limit to the national parliament, political parties (as these mostly determine who will hold a senior management position within government), and women's / gender related NGOs.
The role of the national parliament in promoting the advancement of women in senior management positions within government and integrating gender equality in personnel policy was in the past and still is very poor. This is evident as the Personnel Law still contains discriminatory provisions against women, although in practice the majority is not applied. The ministry is further not questioned specifically about integrating gender in human resource management policy and sometimes casual observations were made about the gender composition of the senior management of the ministry.
Although currently political parties acknowledge the importance of women participating on equal foot with men in politics and decision –making, in practice the nomination of women for

high positions in government is not equal with men, meaning that these parties are not acting according to the principle of gender equality. According to Mrs. R. Wijdenbosch the structures of the political parties are generally adequately occupied by women, but when it comes to nomination for positions then you notice that men are pushed forward as candidates (Ook Zij debate[3], 26 September 2014, Tori Oso). According to Mr. Breeveld, chair of the political party Doe one of the reasons of inequality is that men and women are not equally supporting each other as a consequence that men and women have not equally the chance to participate in public life and he argues that parental leave will provide women more space to make career (Ook Zij debate, 24 November 2014, Tori Oso).

The role of NGOs in pressuring the government for taking into account gender equality in its practices is also poor. The NGOs had in the past more success in increasing the participation of women in the people's representative bodies than in the senior management of government. For example the Vrouwen Parlement Forum has played an important role in promoting more women in politics. During the elections of 1996, 2000, 2005 this NGO executed an awareness campaign on getting more women in decision-making positions and this led indeed in an increase of the number of women in Parliament (Ministry of Home Affairs 2006a). For the upcoming elections in 2015 this NGO requested political parties to appoint more women in leadership positions not only for the people's representative bodies but also for senior management positions within government. This NGO stated that political parties argue that they are democratic and to fulfill this, they better prove it by enhancing the participation of women. This NGO also argued that attention also needs to be given to the barriers that women experience and therefore argues that besides a quota policy, women friendly policies should be promoted (VPF 2014).

The role that stakeholders such as the parliament, NGOs and political parties till date have played in pressuring the government to take into account gender equality in its practices is very poor and therefore the ministry has not seen and felt the urgency to integrate gender equality in all its practices with the consequence that women are absent in senior management positions and scarce attention is paid to the career development of civil servants including women.

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[3]The Ook Zij debates are part of the project "More women leadership in 2015" which is initiated and carried out by Stas International. In these debates politicians are invited to debate on the importance of gender equality in decision-making.

The masculine organizational culture perspective will not be addressed here as the elements of this perspective are similar with the systemic model and therefore I refer to the analyses under the systemic barriers.

3.8 Political appointees and civil servants

According to the senior management, political allied persons are appointed by the ruling governing parties in order to have people on the work floor on who you can trust as was argued by Ban and Ingraham (1990) and Fesler (1983), and accommodate political loyalists or to have people who just carry out things that are told to be done. The majority of the questionnaire respondents has a negative view on the role of political appointees. They believe that these persons are appointed mainly because they are political friends and thus have to be accommodated and to have control and an overview on what is happening at the workplace. 67 % of the questionnaire respondents and all managers stated that the appointment of political allied persons undermines the career development of civil servants as their opportunities to grow are limited. Two of the managers also made an exception. One stated in case the political allied person is a competent one and carries out the tasks well then it is not undermining, it then does not matter actually from where the person is. The other manager stated that in case the organization has a tradition of career growth of its personnel then it undermines, in case not, it does not undermine the career development. According to Svara (as cited in Carboni, 2010) both groups of functionaries need each other to fulfill their respective roles. This argument is supported by all the managers who believe that there should be interaction between political appointees and civil servants.

One manager said:

> "I think it should be interactive, because than you will achieve the best results. We have to keep in mind that the minister is in political sense in charge and the civil servant is officially in charge and should carry out policy which is developed by the minister. So I think interaction is important, because the team that the minister brings should be able to work with the ones who are officially in charge, in order to carry out the tasks well".

The phenomenon of political appointees is clearly a barrier for the careers of civil servants including women and thus also for climbing up the career ladder. So appointing political allied persons has to be stopped so that civil servants have the full opportunity to grow in their career and a concrete policy on human resource management including career development should be in place so that only people who are indeed needed for the organization are appointed and there is security in terms of career growth.

3.9   Conclusion

At policy level not much have been done by the ministry of Home Affairs / government to promote the participation of women on equal foot with men in decision-making positions, as the Gender Action Plans were not fully implemented, a policy on career development in which gender is integrated, and family friendly policies are lacking. The role that stakeholders such as the parliament, NGOs and political parties till date have played in pressuring the government to integrate gender equality in its practices was poor as a consequence that the ministry of Home Affairs did not see the urgency to integrate gender quality in its practices . Social norms continue to have influence on the practices of the organization meaning not supporting the careers of women and also of men who take their family responsibilities seriously. For example there are no facilities and policies in place for balancing family and household responsibilities with work. Systemic barriers for example the absence of mentors, give preference to experienced people for nomination in management positions being aware that women are excluded by this and lack of a policy on career development were present and thus constraining career advancement of civil servants including female civil servants. Appointing political allied persons is constraining the careers of civil servants including females as their opportunities to grow are limited or taken away. What seems to have contributed to the career development of senior managers is strong investment in one self – thus the human capital - and the strong support system at the home front.

4. The Ministry of Regional Affairs - Research findings

4.1 Introduction

This chapter focuses on the factors that have contributed to and hindered the career development of the senior management of the Ministry of Regional Affairs, how civil servants think about and experience the development of career within the ministry, and what efforts the ministry of Regional Development has made to promote gender equality within its practices.

4.2 Current situation of career development and gender on the work floor

The Ministry of Regional Development has no formal policy on career development of its personnel including women. But still personnel are given the space to do study programs by allowing them for example to leave early from work to attend classes or are given the opportunity to take part in training programs. Generally the ministry has not provided for mentors for its personnel nor has the ministry special policies in place like family friendly policies such as parental leave, child care facilities, flexible working hours, or working from home. The ministry is open for integrating gender in the future human resource management policy including on the career development of personnel. The majority of questionnaire respondents and the senior management think it is important that men and women participate equally in management positions, but for the senior management it is also crucial that all have the needed qualifications; they are more sensitive for "the right men on the right place". All senior managers have taken into account family responsibilities in their career planning and all the questionnaire respondents believe that is important to do so. As noted earlier in this thesis the senior management of the Ministry of Regional Development consists with exception of the minister, only of women. A special policy was not implemented for this according to the senior management. As only women with the right qualifications were available at the ministry these women were appointed for these positions. Personnel data show that only 5% of the total personnel of the ministry consist of high educated people of which the majority is women. Generally the senior management and the questionnaire respondents have recommended the following measures for advancing the career of civil servants including women:

- Policy that balances work and family responsibilities for both sexes.
- Policy that forbids discrimination (equal rewards for equal performance, equal opportunities for equal qualification).
- Incorporate gender in human resource practices.
- Concrete and transparent career development policy.
- A transparent appraisal system and promotional structure.
- Equal training opportunities for both sexes.

The abovementioned implies that the ministry is sensitive for contributing to the careers of civil servants and to provide equal opportunities to both sexes. A certain level of gender awareness is present among the management and policy workers which will support the incorporation of gender in the practices of the organization and thus empowering civil servants in career advancement. Human capital seems to be an important factor for career advancement including nomination in management positions as was argued by Ilhaami et al. (2014) that human capital is important for career success.

4.3   Facilitators

Personal level

All female senior managers of the Ministry of Regional Affairs as well as the minister who is a male have invested in themselves for being able to hold current position. Investment in one self is also believed by the questionnaire respondents as a contributing factor to career advancement. High education, the drive to do better, perseverance, working hard, the willingness to do more than the regular work, commitment, self confidence, loyalty, having the right qualifications, and openness to learn, were some of the common factors that were mentioned by the senior managers. Apart from the investment in one selves support from family members is also important for career success (Caceres - Rodriguez 2013, Vert and Metz as cited in Ilhaami et al., 2014). All managers have gotten support from their family members throughout their career. The argument of Naff and Thomas (as cited in Ilhaami et al. 2014: 169) that "postponing

marriage and remaining childless could help women to advance in their career" was overall not the case at the ministry of Regional Development. Only one female manager chose to postpone having children in order to advance in her career. Also the willingness to travel for work contributed to success in career. According to all managers travelling for work is part of the job, especially at the ministry of Regional Development.

One female manager said:

> *"you have to be willing as these are the things you have to do, otherwise you will not be successful".*

All managers had the opportunity to show their talent and competence to their superiors. As stressed by Olsen and Pringle (as cited in Ilhaami et al., 2014) being related to a political party will facilitate career advancement. Two female managers stated they had no connectivity with a political party during their career and that their appointment in the various management positions throughout their career was on the basis of the competence and qualifications. Actually one of these members added that she knew the current minister from another work setting, the minister was aware of her capacities and that worked for her as an advantage in the appointment. One female manager said that up to her current position political connectivity played a role in her career growth, but not directly in the current position as she was not anymore active in politics at the time of her nomination. She later understood that people from political circles noticed her qualities and proposed her nomination to the minister. Only the minister and another female manager stated that being connected to a political party contributed to career success apart from having the qualifications. 66% of the questionnaire respondents believe that political connectivity contributes to career growth. The majority of the senior management and the questionnaire respondents believe that both the organization and individual are responsible for career success. This implies that the individual is aware that investment in one self is necessary for contribution to its own empowerment and career advancement and will act accordingly in order to advance in career.

Organizational level

Having access to mentors which is argued as an important facilitator for career advancement by Naff (as cited in Ilhaami et al., 2014) was not the case for all managers. One female manager and the minister have stated that the organization has not provided for a mentor throughout their career, two female managers were provided with a female mentor upon request after appointment in current position and one female manager stated that throughout her career she had been mentored by her superiors. All have stated that having a mentor is very important.

One female manager said:

> *"It is important as it functions as an addition to your work, the information flow, you don't have all wisdom and with a mentor you may shape it, you may be provided with advice, you only get better".*

Another female manager said:

> *"Mentors guide you, meaning that they give you feedback in order to correct yourself".*

I agree with the managers that a mentor is important because a mentor will guide you en let you know which steps to take to advance in career especially when you are not experienced.

Although the organization has no formal policy that support the career development of personnel including females it may be noted that the female managers stated that their superiors take into account family responsibilities under the condition that the work should be done. Only the minister stated that throughout his career, his superiors did not take into account family responsibilities. One female manager stated also that gender is taken into account in the human resource practices of the organization. She stated the following:

> *"I think that the ministry of Regional Development is one of the ministries that is most gender oriented. When we recruit we look which position fits which sex better. For example when we have to recruit a driver and the driver has to travel, than I think a man would be better for that position. Up till now no women have applied for a driver's*

position. But what I try to show is that we have more female civil servants at the ministry. Also with regard to management positions you will note that more females are in management positions. So I think we have no gender discrimination issues. The policy of the ministry is to take into account work experience, education, qualities, and if it is a woman, she will be appointed".

Another female manager had a contrary opinion:

"I don't think that as such the interests and needs of men and women are taken into account in human resource practices".

Some other facilitating factors were also mentioned by the managers: "the ministry provided me access to information through formal and informal network; the ministry gave me the opportunity to better understand the culture of the organization so that I have now a broad vision to approach issues, and the ministry gave me the opportunity to contribute to the success of the organization". Two questionnaire respondents were facilitated with training opportunities and two other got the support in study initiatives.

At personal level investment in one self, support from the home front, connectivity with a political party, having a network, seems to be a great contributor in career advancement. At the organizational level, understanding for family responsibilities and giving the employees the opportunity to grow and provide guidance are contributing factors.

4.4   Barriers

Human capital barriers

No formal human capital barriers were identified as all female managers and the minister have invested in themselves with education and training, have worked hard throughout their career, are working more than what is regularly required etcetera. Still some have stated that one need to educate regularly for being appointed in a management position. I agree with this view as in order to perform well it is important that one has knowledge of new developments and education

is an important tool for empowerment. Some have also stated that insufficient financial resources have sometimes made that certain training or education programs have been skipped, or scholarships have been applied for, which was time consuming. So in my view it is important to invest in one self in order to be appointed in decision-making positions as argued in the human capital theory that investment in one self is crucial for career growth (Ilhaami et al. 2014)

Sociopsychological barriers

Not all managers have experienced equally sociopsycological barriers in their career. Some managers have experienced to some extent sociopsycological barriers throughout their career, but these have not affected their career growth as they put much more effort in their work and they are aware of what they want to achieve in life. One female manager who has postponed having children in order to advance in career stated the following when asked if the traditional roles of women influenced her career:

> *"To some extent yes. You know I am already 35, I have no children, thus this is considered by my community, my family as a woman must have children, taking care of children and not running after study. Sometimes at work I hear also these kinds of comments".*

Another female manager stated although the traditional roles of women have not influenced her career personally, she has experienced that these traditional roles influence the practices of the organization as stated by Caceres – Rodriguez (2013) and Park and Choi (2014) that as social norms are fully integrated in daily life it has also its impact on the practices of organizations meaning that these are supporting men and thus not supporting the career development of women. The female manager stated the following:

> *"… if something has to be done, the first thing that is considered is it a man or woman. Sometimes they decide for you without asking for your opinion. They say she is a woman having young children; she will not be able to do it. But nobody has asked if I have difficulties or how I have planned my life or will I be able to do it, but simply that I am young and having children. I also took part in discussions in which one questioned if a*

person of the age of 60 will be able to work. It certainly influences the practices of the
organization. For sure in Suriname, we are not that far yet".

One female manager also experiences in her daily work that some local communities are not prepared that women are in charge of certain works which were traditionally done by men. They don't take women serious for works what according to them men should be in charge of and this is stagnating their daily work as cooperation is sometimes lacking.
Balancing household, family responsibilities and office work is a challenge for three managers including the minister. It is a challenge due to the workload, and working after the official office hours. But due to strong support and understanding from the partner and in one case also the children these managers succeed to fulfill all the responsibilities. These three have also stated that sometimes up to regular it was necessary to give preference to office work instead of family. One senior manager stated that throughout her career her superior did not show understanding for family responsibilities:

> *"Actually not, for example you say you cannot work today because your son is sick, they*
> *say ok, get well soon, but after that they say can you deliver the assignment before*
> *closing time. Where is the understanding then?"*

On the contrary all other managers stated that their superiors showed understanding for family responsibilities. One manager added the following:

> *"I only take leave when work permits and I am also available during my leave".*

Two female managers believe that the stereotype view that the community has about the traits of men and women for management has influenced the choices they made in their career. As argued by Caceres – Rodriguez (2013) and Park and Choi (2014) the consequence of this stereotype view of management skills is that when women are in management positions they have to work twice hard in order to be valued. A similar statement has been made by one of the female managers:

"Yes, that makes that you have to constantly work hard, because you have to prove constantly that you are good especially being a young lady with kids, it has for surely influence. You have to prove yourself constantly, sometimes it is irritating".

The other female manager said the following:

"… certainly. I always wanted to prove that being woman you can also reach a management position. I think what helped me is that my mom was not educated and she had to do what that man had to say".

All managers stated that both men and women posses management skills. The requirements for a management position that were stated were among other things: posses technical knowledge, be honest, listen to your employees, have communication skills, be a role model, have a stable family life, be a stable person.

Social norms seem not to only influence the practices of the organization, but also the way women have to deal in their career, it does make managing difficult. So not only the management and personnel, but also the society has to be made gender aware. Family friendly policies / facilities should be in place to facilitate balancing family life with work.

Systemic barriers

Systemic barriers were experienced by the senior management throughout their career and these were mainly identified as constraints for career advancement by the questionnaire respondents. The experience was not equally for all managers. Three female managers stated that they had equal access to training and informal networks throughout their career at their current employer. One female manager on the contrary stated:

"There was no equal access; it was not from a gender perspective, but from a political perspective. The ones who were close to the ones who had political power had better access. I consider political influence as a barrier for equal access".

The minister said that throughout his career he experienced that women had better access to training and got more opportunities. As mentioned under the facilitators at organizational level access to mentors provided by the organization was not equal for each manager. Preference for experienced people for management positions was in general not the case. First timers were also given the opportunity. Political influence played also a role in appointments in management positions. One female manager stated that political influence is a dominating factor and this is confirmed by the questionnaire respondents as all consider political influence as a barrier for career advancement. Two female managers stated that they have experienced sexual harassment at the workplace but it had not influenced their career. The majority of the managers has stated having the impression that sexual harassment is taking place. None of the female managers stated that the lack of female role models was a barrier in their career advancement as argued by Newman (1993) that lack of women in management positions does not encourage women to work towards these positions. Actually one of the female managers believes that female role models are not scarce. These inequalities are experienced and are hindering the career development of both men and women because there is no concrete human resource management policy including policy on career development. A concrete policy on career development in which gender is mainstreamed would promote equal treatment of and equal opportunities for both sexes and would for example prevent arbitrary decisions, address sexual harassment and political influence in recruitment.

Population ecology theory, resource dependency theory and masculine organizational culture

With regard to the external pressures as argued in the ecology and resource dependency theory it may be stated that this is not fully the case at the Ministry of Regional Affairs. Three managers stated that they can't remember that the national parliament has ever asked questions about incorporating gender perspective in the human resource management policy of the ministry. On the contrary one manager stated she can remember that a few times the parliament had requested for information regarding the gender composition of the personnel. Despite the absence of pressure from the national parliament for gender equality it may be noted that the majority of the personnel of the ministry consists of women and the majority of management positions are held by women. According to the senior management this is the case as women were only qualified

for these positions at the time of the nominations. The ministry of Regional Development has not incorporated gender into its current personnel policy, but the senior management considers that a gender sensitive human resource management policy will help to support the career advancement of civil servants including women and to create a gender balanced personnel. One female manager suggested that the integration of gender in human resource management policy should be stimulated by the Ministry of Home Affairs, as this ministry is responsible for the development of the human resource management policy for the government.

The role that the Parliament played in pressuring the ministry for integrating gender equality in its practices till date is poor and the extent to which the ministry itself has integrated gender equality in its practices is also marginal. This is evident as the gender composition of the senior management is not in balance, and some difficulties at the work floor are already experienced, no family friendly policy / facilities are in place to facilitate balancing family life with work, and a policy on career development in which gender is mainstreamed is lacking.

The masculine organizational culture perspective will not be addressed here as the elements of this perspective are similar with the systemic model and therefore I refer to the analyses under the systemic barriers.

4.5   Political appointees and civil servants

According to the senior management political allied persons are appointed by the ruling governing parties because of the trust that these persons will carry out the plans and to be sure that the interests of the ruling political parties are protected as argued by Ban and Ingraham (1990) and Fesler (1983) that the main reason behind the appointment of politicians is the trust that their superior has on them and in following his directions for developing policy. The questionnaire respondents have a negative view and believe that political allied persons are appointed just because they have to be accommodated.

One manager stated:

> *"To protect the interests. You know in politics, if you are in power, you want to realize certain things. If you have your own people there, people who you trust, then I think you have a certain degree of assurance that your plans and programs will be carried out".*

Differing views were given whether the appointment of political allied persons undermines the career development of civil servants. Two managers and 83% of the questionnaire respondents stated clearly that the appointment of political allied persons undermines the career development of civil servants as political allied persons are given the opportunities to grow in their career. One manager stated that in case it is purely on the basis of political reasons than it undermines the career development of civil servants. Another manager stated that it does not always undermine the career development of civil servant as we all know which positions are held by political allied persons and which positions are open for anyone in case of hard work. One manager stated that in case the political allied person is a competent one than it does not undermine the career development of civil servants as a certain way of working is established and besides that political parties are the ones that appoint and form the government. I don't agree with the view of the last three managers because political connectivity should not be a factor for being appointed. In case a position is open a transparent recruitment procedure should be started which will bring about that the right person is appointed.

Three managers think that there should be separate roles between political appointees and civil servants as was argued by Weber (Carboni 2010).

One manager said:

> *"I think that there should be separate roles, if there is political policy advisor one should take care only of the political thing. In case a political allied person comes to work at a division, he/she should act like a civil servant, otherwise it will cause problems".*

One of these managers added that in practice these two groups interact with each other. Two managers agree with the contemporary view that the roles are interactive towards each other. The phenomenon of political appointees is clearly a barrier for the careers of civil servants including women and thus also for climbing up the career ladder. So appointing political allied persons has to be stopped so that civil servants have the full opportunity to grow in their career and a concrete policy on human resource management including career development should be in place so that only people who are indeed needed for the organization are appointed and there is security in terms of career growth.

4.6   Conclusion

Investment in one self is an important factor contributing to career success. Support from the home front is also crucial for advancing in career not only for women but also for men. What also let to the investment in one self – thus empowerment - is the belief that the individual has an important role to play in contributing in ones career. Support from the organization in career advancement is also important.

Social norms have also its impact on the practices of the organization and therefore constraining the careers of both sexes. For example no family friendly policies / facilities are in place to balance family life with work, women have to work twice hard to prove they are capable, some communities are not supporting the work of the ministry when this work is done by women and the community expects that a man should do that. Besides that the organizational structures and limited access to power and opportunities, the lack of a concrete policy on career development in which gender is mainstreamed - the so called systemic barriers- are constraining the careers of civil servants. Political influence and appointing political allied persons are also constraining the careers of civil servants as their opportunities to grow are limited or taken away. The role that the national parliament till now has played in pressuring the incorporation of gender by the government in its practices is poor which made that the ministry has not seen the urgency to implement gender equality in its practices. Therefore gender inequalities continue to exist. As some level of gender awareness is present under the management and civil servants, the incorporation of gender in the practices of the organization in this case the career development of civil servants will not have resistance and thus will bring about empowerment of (women) civil servants.

5. Conclusion and Recommendations

5.1 Conclusions

5.1.1. Major influences promoting gender equality and gender empowerment in decision-making positions

Investment in human capital, connectivity with a political party or person in political circles, or professional contacts, and strong support from the direct environment such as the partner are the factors that have contributed to success in climbing up the career ladder for both male and female senior managers.

Although not much have been done by the organization at policy level to support the career development of civil servants some support was given such as the opportunity to show talent and competent to superiors, and to participate in training programs.

5.1.2 Influences constraining gender equality and gender empowerment in decision – making positions

Systemic factors seem to constrain the career development of both sexes. Lack of equal access to power and opportunities, the absence of a concrete policy for career development of civil servants in which gender is incorporated, and the appointment of political allied persons are constraining the careers of civil servants.

Apart from that, social norms – the so called sociopsycological barriers - seem to impact the career choices of women and practices of the organization. Some women have refused offers for holding top positions due to family responsibilities. The organization does not have facilities in place to balance household, family responsibilities and work and understanding is not structurally shown by superiors and this has as consequence that not only for women but also for men balancing household, family responsibilities with work is a great challenge. Women also have to work twice hard to prove that they are capable which makes managing difficult. Further the social norms also stagnate the functioning of the ministry of Regional Development as some

communities are not cooperating in case some work are performed by women which were traditionally done by men.

The role that different stakeholders such as the NBG / Ministry of Home Affairs, the national parliament, Non Governmental Organizations and political parties have played till date in promoting gender equality in decision – making positions and career development is poor. The Ministry of Home Affairs has not until now fully succeeded in gender mainstreaming the personnel policy or implementing the gender policy plans including the actions under the policy area control and decision-making due to a number of bottlenecks such as the lack of capacity of the gender management system and has not even developed a policy on career development in which also gender is mainstreamed. The national parliament, NGOs and political parties have barely pressured the government to take into account gender equality in its practices with the consequence that the ministries have not seen the urgency to integrate the principle of gender equality in its practices. For example the political parties themselves are not equally nominating men and women for decision-making positions within government. One clear example is that currently only one female is appointed as minister.

5.1.3 Career and civil servants

Overall civil servants believe that investment in one selves is important for career success and that both the organization and the individual are responsible for career development which makes that they invest also in or empower themselves to advance in career. The majority, men and women, states that family responsibilities should be taken into account in career planning meaning that both sexes are equally aware of their responsibilities and that the traditional roles of men and women are fading. This implies that there is already support for policies that will facilitate balancing family responsibilities and office work and with this empower men and women to advance in career. Further, the majority of civil servants believes that the appointment of political allied persons is undermining their career as their opportunities to grow, to hold high positions are limited or taken away.

5.1.4   Policy on career development and gender awareness

The Ministry of Home Affairs and the Ministry of Regional Development have no concrete policy regarding career development in place for its personnel and is obvious that gender is not taken into account. The senior management thinks it is important to integrate gender in the human resource management policy to establish gender equality and empower both sexes equally to advance in career. As the majority of the senior management believes that gender equality in decision- making positions is important and also states that family responsibilities should be taken into account in career planning it may be concluded that a certain level of gender awareness is present and will make implementation of such policy less challenging.

5.1.5   Difference in gender composition senior management of the ministries of Home Affairs and Regional Development

At the Ministry of Home Affairs men were at an advantageous position for nomination in senior management positions as men were earlier recruited than high educated women and therefore had more opportunity to gain experience and as only experienced personnel were appointed in management positions, women were systematically excluded. Another reason is that political parties were mainly appointing males for these positions and as according to one manager women were scarcely politically active and thus were scarcely or not nominated. Further the ministry has not made adequate efforts to empower women to be nominated in senior management positions.

At the Ministry of Regional Development on the contrary only women with the right qualifications were available for appointment in these positions. At this ministry the majority of the high educated personnel are women. Women with no experience were also given the opportunity to hold a management position.

5.2   Recommendations

On the basis of the conclusions the following is recommended.

A number of measures may be taken on the area of personnel / human resource policy:

- A concrete policy on career development of civil servants in which gender equality and gender empowerment are mainstreamed should be implemented. Equal access to mentors, a transparent appraisal and promotion structure, equal access to rewards and training are some of the elements. This will bring about that arbitrary decisions are prevented, only people are recruited who are really needed and civil servants are equally empowered to advance in career.

- Implementation of family friendly policies or facilities for balancing household, family responsibilities and work: parental leave, flexible working hours, working from home.

- Political influence in recruitment should be stopped so that opportunities for empowerment and career growth for civil servants including women are not limited or taken away.

A number of measures may be taken on the area of the promotion of gender equality in control and decision- making:

- A more aggressive role of various stakeholders such as the NBG/ Ministry of Home Affairs, national parliament, NGOs and political parties in the promotion of gender equality. Actions which may be carried out are: institutional strengthening of the gender management system, gender mainstreaming of personnel policy, establishment of a database in which data of men and women in various decision -making positions are processed for better monitoring, gender awareness campaigns on different levels, introduction of special measures such as quota policies.

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List of Interviews

Ministry of Regional Development

- The Minister, Mr. S. Betterson, 28 November 2014
- The Permanent Secretary, Mrs. I. U. Vrede, 26 November 2014
- The Deputy Director Administrative Services, Mrs. Z. Ellis – Eenig, 11 November 2014
- The Deputy Director Interior, Mrs. T. Soké – Fonkel, 12 November 2014
- The Deputy Director District Administration and Decentralization, Mrs. J. Jozefzoon – Wachter, 28 November 2014

Ministry of Home Affairs

- The Permanent Secretary Home Affairs, Mr. A. Moensi, 20 November 2014
- The Deputy Director Administrative Affairs, Mr. G. Samijadi, 17 November 2014
- The Deputy Director Legal Affairs, Mr. J. Joemmanbaks, 14 November 2014
- The Deputy Director General Affairs, Mr. A. Hardien, 01 December 2014

Annexes

Annex 1 Statistics participation of women at different levels

District Commissioners by Sex, 1987- 2010

Period	% Female	% Male
1991	13	87
2005	25	75
2010	27	73

Source: Ministry of Home Affairs

Appointed Members of Council of Ministers by Sex after Elections, 1987-2010

Period	Council of Ministers	M	F	Total	% F	% M
1987	The Council of Ministers	16	1	17	6	94
1991	The Council of Ministers	18	-	18	0	100
1996	The Council of Ministers	16	1	18	11	89
2000	The Council of Ministers	17	2	20	15	85
2005	The Council of Ministers	17	3	19	11	89
2010	The Council of Ministers*	15	2	17	12	88

Source: National Assembly / Ministry of Home Affairs

* Currently the Council of Ministers consists of 16 male and 01 female ministers.

Participation of Women in Constitutional Bodies by Sex, 2002-2012

Bodies	2000-2005			2005-2010			2010-2012		
	M	**F**	**T**	**M**	**F**	**T**	**M**	**F**	**T**
State Council	16	1 (5%)	17	12	1 (13%)	13	11	4 (27%)	15
National Audit Office	3	2 (40%)	5	6	21 (77%)	27	2	2 (50%)	4
Independent Electoral Office	0	0 (0%)	0	9	6 (40%)	15	6	8 (57%)	14
National Polling Office	5	4 (44%)	9	7	6 (46%)	13	7	5 (42%)	12

Source: Ministry of Home Affairs/ Independent Electoral Bureau

Proportion of Female Judges in the Judiciary 2002-2013

Year	Male (Number)	Female (Number	Male Percent	Female Percent	Total
2002	**11.0**	**1.0**	**91.7**	**8.3**	**12.0**
2003	**11.0**	**1.0**	**91.7**	**8.3**	**12.0**
2004	**11.0**	**1.0**	**92.3**	**7.7**	**13.0**
2005	**10.0**	**1.0**	**91.0**	**9.0**	**11.0**
2006	**10.0**	**1.0**	**91.0**	**9.0**	**11.0**
2007	**10.0**	**1.0**	**91.0**	**9.0**	**11.0**
2008	**10.0**	**5.0**	**66.7**	**33.3**	**15.0**
2009	**10.0**	**10.0**	**50.0**	**50.0**	**20.0**
2010	**9.0**	**10.0**	**47.4**	**52.6**	**19.0**
2011	**8.0**	**10.0**	**44.4**	**55.6**	**18.0**
2012	**8**	**10**	**44.4**	**55.6**	**18**
2013	**6**	**10**	**37.5**	**62.5**	**16**

Source: Suriname Judiciary/ Ministry of Home Affairs

Composition Suriname Judiciary by position and sex, 2012

Position	M	F	T
President	0	0	0
Vice- President	0	1	1
Member	5	2	7
Acting Member	3	7	10
Total	**8**	**10**	**18**

Source: Suriname Judiciary / Ministry of Home Affairs

Composition of the Public Prosecutor's Office by Sex and Function, 2014

Position	M	F	T
Attorney General	1	0	1
Solicitor General	1	1	2
Chief Public Prosecutor	0	2	2
Prosecutor	2	5	7
Acting SubstituteProsecutor	2	7	9
Total	**6**	**15**	**21**

Source: Ministry of Justice and Police / Ministry of Home Affairs

Ambassadors and Consuls from 2005 - 2012, by sex

Period	Ambassador			Consul General		
	M	F	T	M	F	T
2000-2005	11 (92%)	1 (08 %)	12 (100%)	2 (50%)	2 (50%)	4 (100%)
2005-2010	9 (64%)	5 (36 %)	14 (100%)	2 (50%)	2 (50%)	4 (100%)
2010-2012	10 (69%)	6 (31%)	16 (100%)	2 (50%)	2 (50%)	4 (100%)
2012-2014	9 (56%)	7 (44%)	16 (100%)	2 (50%)	2 (50%)	4 (100%)

Source: Ministry of Foreign Affairs / Home Affairs

General information

1. What is your age?

2. What is your education level?

3. Apart from your formal education have you also attended training programs?

4. How long are you working for the government and have you earlier also been functioning in a management position?

5. Is the government your first workplace?

6. How many young children living at home do you have?

7. What is your civil status? Married, unmarried, concubinage?

8. Have you grown up in the low, mid or high class of the society?

9. What is the education level of your parents? Were they also in management positions?

Facilitators for career advancement

10. What are according to you the factors that contributed to success in your own career (personal level)?

    Supporting questions

    - Hard work?

    - High education?

    - Fulltime work?

    - Ability?

    - Proffesional contacts?

    - Luck?

    - Competence?

    - Intelligence?

    - Selfconfidence?

    - Interpersonal skills?

    - Motivation?

    - Creativity?

- Take risks in your work?

- Able to make decisions?

- Ability to think strategically?

- Performance?

- Experience?

- To have the opportunity to show talent and competence to senior management?

- Obtain information through informal networks?

- Support from partner, parents, children?

- Willing to travel for work?

- Contribution to political campaign, assistant of a parliament member or other elected person?

- Postpone marriage?

- Remain childless?

11. How often have you been promoted? What is taken into account? Management skills?

12. How has the organization contributed to success in your own career (organizational level)?

    Supporting questions
    - Family friendly policies: maternity leave, easy access to extended leave, leave for children, flexible office hours?
    - Law regarding equal payment, civil rights and anti –discrimination?
    - Formal support for career advancement / development of women (support and commitment from top management, to take into account gender in decision-making, recruitment, career planning, employee development and rewards, flexibility in work, good promotion structure?
    - Make available professional mentors?
    - Have the traditional role of men influenced your career and the practices of the organization? That men got more opportunities for career development (participation in training, opportunity to show ability to supervisor)? (only for male senior managers)

- Has the traditional role of women influenced your career? Are by this more opportunities for men? (only for male senior managers)
- Do you think that the stereotype view that the community has about the traits of men and women for management has positively influenced the choices that you had to make regarding your career and has that also influenced the human resource practices of the organization favoring men? (only for male senior managers)

Barriers for career advancement

13. Were there any barriers that hindered you advancing in your career?

Supporting questions

- Have the traditional roles of women influenced your career and influenced the practices of the organization? (only for female senior managers)
- Was balancing household, family responsibilities with office work a challenge? Why? (informal meetings after office hours, overtime /days, standby's, lack of support from the management (performance rate decreases when making use of family friendly policies)
- Did you had to give regularly preference to your family and did it constrain your career?
- Are you solely responsible for the household? Are you supported by your partner or anyone else?
- Does the supervisor show understanding for family responsibilities? For example when you have to make use of leave? What are the consequences with regard to performance evaluation, position assignment and promotion?
- Does the employer provide for facilities for balancing office work with family responsibilities (maternity leave, parental leave, childcare facilities, flexible working hours, work from home)?
- Do you think that the stereotype view that the community has about the traits of men and women for management has influenced the choices that you had to make regarding your career? (only for female senior managers)
- What are according to you the requirements for a management position? Do you think that men and women both have equally these qualities?

- Was there equal access to training and information (informal networks) within the organization)?
- Did you have mentors? Male/female? Was it someone within the organization? Did the organization provided mentors? Was that equal for men and women? How important is it for you to have a mentor? Are you also a mentor for others?
- Does the organization prefer experienced persons (veterans) for management positions? Who are in general the experienced ones in the organization?
- Are men and women equally provided with opportunities and rewards?
- Do you think that sexual harassment at the workplace is an issue? Have you experienced that yourself?
- Is the lack of female role models (managers) a barrier for advancement in your career?
- Do you think that having more women in management positions will lead to / promote equal representation of males and females at the workplace?
- Do you think that insufficient education has played a role in / hindered your career?
- Has insufficient financials hindered advancement in your career?
- Has insufficient experience (lack of people knowledge and communication skills) hindered advancement in your career?
- Has lack of self confidence hindered your career?
- Has lack of management skills hindered your career?
- Do you have the impression that the organization mostly give preference to experienced persons, persons who are many years involved with the organization?

Political appointees vs civil servants

14. Why do you think that political allied persons are appointed for the government by the governing ruling parties?
15. Do you think that the appointment of political allied persons undermines the career development of civil servants? If yes, how? If no, why not?
16. Do you think that there should be separate roles for political appointees and civil servants? Or interactive roles? What should be the role (what should include the role)?

Career / careerdevelopment/ gender

17. Have you set goals when you started working for the government? Long term goals? Short term goals? No goals? What have you done to be nominated for this position? Did you make a planning? Have you invested in yourself (training, obtain experience, self confidence) and then gone for a position and subsequently again investing for promotion in a higher position? Have you taken into account family responsibilities in your career planning?

18. Which aspects have according to you contributed to your career development? What were the elements that were taken into account by your supervisor for your promotion?

19. Do you think that geographic mobility is important for career advancement? Has geographic mobility contributed to your promotion? Do you think that not being able to travel for work has hindered your career and why?

20. Does the involvement in certain projects have contributed to promotion? Has that made you visible? What kind of projects were you involved with? What was your position in the project? Which qualities did you made visible?

21. Has training that has been provided by the organization contributed to promotion?

22. Did you have a mentor, coach and has it contributed to promotion / your career?

23. How important is having a mentor for career success?

24. Do you think that having negotiating skills, and technical qualities are important for management positions? Was that required by the organization?

Orientation

25. Length of service: How long have you worked for this ministry / government? Have you worked somewhere else than the government?

26. What was your education level when you started working for the government?

27. Did you have a slow, steady climb up in your career or a fast climb up?

28. Is the individual or the organization responsible for career success? What should the individual or the organization do for career success?

Definition of succes

29. What does career success mean to you?

Traditional: career success means vertical success, climbing the organizational ladder, rewards, progression (upward move (geographic mobility and ability), hard work, loyalty (increasing tenure)), loyalty and commitment is important for the organization.

Protean: career success means psychological success (personal accomplishment, feeling proud, performance, happy family). Relations are driven by the individual and not the organization (assignment is important). Hereby are required: continuous learning, self awareness, personal responsibility, autonomy.

Organizational environment

30. Does the organization provide or restrict career opportunities (in exchange for loyalty and commitment)? Is relationship with the organization important? Or is the assignment important? Does the organization provide opportunities for knowledge and skills enhancement? Job rotation? Political influence in promotions?

Importance of equal participation

31. Do you think that it is important that women on equal foot with men participate in decision-making / management? Yes, why? No, why?

General

Questions regarding personnel / human resource policy

32. Does the ministry have a special policy to appoint women in management as I have noticed that the senior management of the ministry except for the minister only consists of women? (only for senior managers ministry of Regional Development)

33. Why does the senior management of the ministry of Home Affairs only consist of men? This picture is for quite some time? Has the ministry chosen this composition purposely? (only for senior managers Ministry of Home Affairs)

34. Does the ministry have policy in place to support the career development of women? Is gender incorporated in this policy? How is that expressed?

35. Does the ministry provide facilities to balance work and family responsibilities (maternity leave, parental leave, childcare facilities, flexible working hours, work from home)?

36. Does the ministry have policy regarding sexual harassment? Do you have the impression that sexual harassment is committed?

37. Does the ministry have thought to implement gender policy in her personnel / human resource policy (recruitment, promotion, training opportunities)?

38. Does the ministry have policy in place regarding career development of her personnel?

39. Are there mentors available?

40. Does the ministry prefer experienced persons (veterans) for management positions? Who are in general the experienced ones in the organization?

41. Do men and women equally get opportunities and rewards?

42. Have the National Parliament asked questions about integrating gender in personnel / human resource policy? And what was the response of the ministry?

Solutions

43. Which policy measures may be taken to advance / support career of women?

    ### Supporting questions

    - Policy that balances work and family responsibilities for both sexes (maternity leave, paternity leave, and easy access to extended leave, childcare facilities, and flexible office hours)?

    - Policy that forbids discrimination (equal rewards for equal performance, equal opportunities for equal qualification) (recruitment, promotion)?

    - Incorporate gender in decisions regarding personnel affairs , career planning, employee development?

<u>**Questionnaire**</u>

Dear sir / madam,

With regard to completing my study at the FHR Lim A Po Institute, I am doing a research on the factors that promote and hinder achieving gender equality in senior management positions and on how policy workers think about career development. Your vision regarding this subject will contribute to the identification of these factors and for making recommendations. I request you to answer all questions. You may circle the answers. Questions with more answering options will be stated clearly. Questions with the option "other", you may write down the answer which is not on the list. Please motivate your answer for question 9. Your answers will be handled confidentially and processed anonymously. You don't have to write down your name.

Thank you! S. Jahangier

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1. At which ministry are you employed?
   a. Home Affairs
   b. Regional Development

2. How long have you been working at the ministry?
   a. 1 – 5 years   b. 6 – 10 years   c. 11 – 15 years   d. 16 years and more

3. What is your position?
   a. Policy worker   b. Head policy worker

   c. Senior Policy Worker   d. Policy coordinator

   e. Policy advisor   f. Head division

   g. Other,............................

4. What are according to you the factors that contribute to career success at the Government (at personal level)? **You may circle more than one option.**

   a. High education
   b. Competence
   c. Hard work
   d. Perseverance
   e. Professional contacts
   f. Luck
   g. Self confidence
   h. Being honest and trustworthy
   i. Open for new developments
   j. Inter personal skills
   k. Motivation
   l. Creativity
   m. Take risk in your job
   n. Ability to take decisions
   o. Ability to think strategically
   p. Work experience
   q. To have the opportunity to show talent and competence to management
   r. Obtain information through informal networks
   s. Support from partner, children, parents
   t. Willing to travel for work
   u. Associated with a political party
   v. Postpone marriage
   w. Remain childless
   x. Other,..................

5. What are according to you the factors that may hinder career advancement at the government?
   You may circle more than one option.
   a. Family responsibilities (preference for family)

b. Difficult to create a balance between work and family responsibilities

c. No support from partner in household.

d. Insufficient education

e. Insufficient financials to cover yourself the costs for training and study

f. Insufficient interpersonal and communicative skills

g. Lack of self confidence

h. Lack of management skills

i. Lack of motivation

j. Lack of understanding for family responsibilities by the supervisor.

k. The ministry does not provide facilities for balancing work and family responsibilities (parental leave, work from home, flexible working hours)

l. No or lack of access to professional training in the organization

m. The ministry does not provide mentors for personnel

n. The ministry gives preference to experienced persons for promotion

o. Sexual harassment at the workplace

p. Limited promotion opportunities within the organization

q. Limited to no access to informal networks and connections at various authorities.

r. Limited to no access to power within the organization

s. Do not have the opportunity to show talent and competence to the supervisor

t. Not taken serious by the supervisor

u. Lack of (clear) policy with regard to career development within the organization.

v. Negative view of society on management capacity of women (women do not have management skills)

w. The expectation and prejudice that society has of women (traditional roles, give birth to children, care responsibilities for elderly, children, household responsibilities)

x. Lack of female role models.

y. Men get more opportunities, because they are better managers according to the ministry

z. Political appointment / influence

aa. Other,.......

6. How can the ministry contribute to career development of civil servants / her personnel?
   You may circle more than one option.
   a. By implementing a family friendly policy (parental leave, easy access to extra leave, leave for children, flexible office hours, work from home, provide child care facilities)
   b. To implement an anti – discrimination policy (equal rewards for equal performance, equal opportunities for equal qualification)
   c. To implement a preference / affirmative policy for women in case men are in the majority of management positions.
   d. Equal training opportunities for men and women.
   e. Have a policy on sexual harassment at the workplace.
   f. To implement a clear and transparent policy on career development, in which both men and women have equal opportunities.
   g. A transparent appraisal system and promotion structure.
   h. Provide professional mentors.
   i. Gender mainstreaming of personnel / HRM policy.
   j. Other,..

7. Do you think that political allied persons are appointed for government by governing parties?
   a. Yes (go to question 8, 9, and further)
   b. No (go to question 10 and further)

8. Why do you think that political allied persons are appointed at the government by governing parties?
   You may circle more than one option.

   a. The trust that through these persons policy will be developed in which the interests and needs of society and governing political parties is integrated.
   b. To control and have an overview on what is happening at the workplace.
   c. Accommodation of "political friends".

d. Other, ...

9. Do you think that the appointment of political allied persons undermines / limits the career development of civil servants?
    a. Yes, why...
    b. No, why ....

10. Do you think that setting goals for career is important when appointed at the government? (for example after so many years I have to be at a certain position)?
    a. Yes
    b. No
    c. I don't know

11. Do you think that it is important to take into account family responsibilities in your career planning?
    a. Yes   b. No   c. I don't know

12. Who do you think is responsible for a successful career?
    a. The individual her / himself
    b. The organization
    c. Both the individual and the organization
    d. Other,..............

13. What does career success mean to you?

    a. Career success means vertical success, climbing the organizational ladder, rewards, progression (upward move (geographic mobility and ability), hard work, loyalty (increasing tenure)), loyalty and commitment is important for the organization.
    b. Career success means psychological success. Personal accomplishment, feeling proud, performance, happy family are elements for a successful career. Relations are

driven by the individual and not the organization (assignment is important). Hereby are required: continuous learning, self awareness, personal responsibility, autonomy.

c. Other,........

14. How has the ministry contributed to **your** career development?

<u>You may circle more than one option.</u>

a. The ministry has given me the opportunity to show my talent and competence
b. The ministry has given me the opportunity to gain experience
c. The ministry has provided me with training
d. The ministry has provided me with a mentor
e. The ministry has a family friendly policy (parental leave, flexible office hours, work from home)
f. Het ministry stimulates initiatives of civil servants to study (leave office early, easy access to study leave, partly financial support of study costs)
g. Het ministry has a transparent and clear promotion policy
h. Het ministry has not at all a policy on career development and therefore has not contributed to my career.
i. Other,…………………………………………………

15. Do you think that it is important that women on equal foot with men participate in decision-making / management?
a. Yes (go to question 16 and then to question 18 and further)
b. No (go to question 17 and further)
c. I don't know (go to question 18 and further)

16. Yes it is important that women participate on equal foot with men in decision-making / management positions because:
<u>You may circle more than one option.</u>

a. Justice demands, as half of the population consists of women.

b. Women may stand up better for their needs and rights, than men will do.

c. Democracy demands that.

d. Not involving women means loss of human capital which would be useful for society.

e. Other,.......

17. It is not important that women participate on equal foot with men in decision-making / management positions because:

You may circle more than one option

a. They have no management skills

b. They are responsible for the family, and therefore they belong at home.

c. Qualifications are more important than equal representation of men and women in decision-making / management positions.

d. Other,……

18. Do you think that having more women in management positions will lead to equal representation of males and females at the workplace?

a. Yes   b. No   c. I don't know

19. What is your gender?
    a. Male   b. Female

20. In which age group are you?
    a. 21 – 30 years
    b. 31 – 40 years
    c. 41 – 50 years
    d. 51 – 60 years
    e. 61 and older

21. What is your civil status?

a. Married   b. Single   c. Concubinage

22. Do you have children?

   a. Yes

   b. No

23. What is your education level?

   a. Basic education

   b. Junior secondary education

   c. Senior secondary education

   d. High vocational education

   e. University

   f. Other, ...

Thank you for your cooperation!

Annex 4   Profile interviewed senior management

A profile of the senior management of the Ministry of Home Affairs which was interviewed is as follows:

	Permanent Secretary Directorate Home Affairs	Deputy Director Legal Affairs	Deputy Director General Administration	Deputy Director General Affairs
Sex	M	M	M	M
Age	44	50	56	34
Highest Education level	University	Post Master	Higher vocational education	University
Training	No	Yes	Yes	Yes
Tenure at government	14 years	24 years (18 at Home Affairs)	32 years (3 at Home Affairs)	14 years
Management Positions before current position	Yes	Yes	Yes	Yes
Government first employer	No	No	No	Yes
Children	Yes, 1	Yes, 2	Yes, 5	Yes, 2
Marital Status	Married	Divorced	Married	Married
Class	Middle	High	Low - Middle	Middle - High

A profile of the senior management of the Ministry of Regional Development which was interviewed is as follows:

	Minister	Permanent Secretary	Deputy Director Administrative Services	Deputy Director Interior Affairs	Deputy Director Decentralization
Sex	M	F	F	F	F
Age	42	51	37	35	39
Highest Education level	University	Higher Vocational Education	University	Master	University
Training	Yes		Yes	Yes	Yes
Tenure	10 years	28 years	4 years	7 years	14 years
Management Positions before current position	Yes	Yes	Yes	Yes	Yes
Government first employer	No		No	No	No
Children	Yes, 3,between 4 -11 years	Yes, 2	No	Yes, 3, between 4 – 11 years	No
Marital Status	Married	Concubinage	Married	Married	Married
Class	Mid	Very low	Low	Mid	Low - mid