RECRUITMENT AND SELECTION PRACTICES THAT FACILITATE WORKFORCE DIVERSITY IN PUBLIC SECTOR

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Abstract

The objectives of this chapter paper are to review, summarise and present the literature on the recruitment and selection practices that facilitate workforce diversity in public sector, and to offer promising directions for future research. First, we present the main recruitment practices that facilitate workforce diversity in PSOs. These include 1) setting quotas, targets or reservation of specific positions, 2) developing and communicating an attractive employee value proposition. 3) eliminating discriminatory selection criteria, and 4) using diversified, proactive, targeted recruitment methods. Second, we present main the selection practices that facilitate the hiring of a diverse workforce in PSOs. These include implementing 1) flexible selection processes, 2) non-discriminatory selection testing and interviewing processes, and 3) inclusive and trained selection committees. This chapter is concluded with proposed avenues of research. This chapter expands our knowledge on diversity management in PS, by presenting the main recruitment and selection practices, and by highlighting interesting avenues of future research. It will assist diversity management scholars and practitioners to develop a more comprehensive understanding of the specific issues related to diversity management in PS.

Key Words: workforce diversity, staffing, recruitment, selection, practices, Public sector, Public administration, public service.

1.INTRODUCTION

One of the key issues facing Human Resource Management (HRM) today is managing the diverse workforce in a way that is consistent with the strategy and mission of the organization. Workforce diversity can ben seen as a key social–cultural aspect of sustainability in the Public sector (PS) workforce (Waxin et al., 2020). Diversity management (DM) has become a key aspect of public administration (Sabharwal et al. 2016; Wyatt-Nichol and Antwi-Boasiako, 2012), because of the increasing diversity among the citizens and the workforce, vocal demands for the recognition of diversity, and regulatory pressure to ensure equality and prevent discrimination (Ohemeng and Mcgrandle, 2015; Martínez-Ariño et al., 2019).

Diversity can be defined as a set of differences of individual characteristics including socio demographic and professional variables, which can be found in an organization's various levels (Cox, 1991). The primary diversity dimensions are "unchangeable" factors, such as race, ethnicity, gender, age. The secondary diversity dimensions are "malleable factors", such as marital, parental, socio-economic status, educational background, geographic location, and work experience (Riccucci, 2002). Johnson (2003) also adds organizational diversity dimensions, such as work location, functional level-classification, division or department, seniority, management status, and union affiliation.

DM has been conceptualized as a key component of HRM. According to Riccucci (2002), managing diversity refers to the development of strategies, programs and policies to manage and accommodate diversity in the workplaces. DM is about developing and implementing policies and practices to recruit, select, manage, and retain employees from different backgrounds while creating an enabling work environment with an organizational culture that fosters equality and enable every employee to be able to contribute to the achievement of the organizational goals and reach individual development objectives (Syed, & Tariq, 2017). The DM policies and practices vary significantly between organizations, but usually involve planning, recruitment, selection, training and development, family-friendly policies, and advocacy groups (Kellough & Naff, 2004). The recruitment and selection (R&S) process is a key component of the strategic HRM approach, because it directly impacts employees' retention and performance, and overall organizational success (Mello, 2006). It is important, therefore, to develop a better understanding of the R&S processes that facilitate diversity.

However, there is a scarcity of empirical research on DM practices in the PS, their implementation and their effects (Groeneveld and Verbeek, 2012; Bührmann and Schönwälder, 2017). Most of the existing literature on DM has focused on private, often big, global organisations, and we don't know much about DM practices and their actual implementation in PS organizations. Moreover, despite the call for more "practice-oriented" research on PS DM, existing research to date has produced little "usable knowledge" (Pitts & Wise, 2010; Trehan & Glover, 2019).

The objectives of this chapter are to summarise, present and discuss the main R&S practices that facilitate workforce diversity in PS. We will adopt an explicit international focus, drawing lessons that can hopefully be applied in the field, targeting towards a broader practitioner and consultancy audience. This chapter is organized as follow. Then, in the two next sections, we present and discuss the main recruitment and selection practices that are implemented to facilitate diversity in PS. Finally, in the last section, we highlight some research gaps. This chapter expands our knowledge of DM in PS in different ways. First it summarize the relevant information on R&S practices that are implemented to facilitate diversity in PS to managers and academics, who are

too busy to read a large body of empirical research. Second, this chapter helps minority members to better understand the PS' efforts to diversify their workforce. Third, it provides a future research agenda, which will energize future research in this field.

The case for diversity in the Public Sector. There is growing agreement among OECD countries about the need to address discriminatory practices that are claimed to permeate all stages of the HRM process in the PS (OECD, 2009). Given the importance of equality and justice issues in PS, some scholars consider social equity as an important pillar of public administration, alongside efficiency and effectiveness (Frederickson, 2005; Riccucci, 2009; Rosenbloom, 2005). In the following paragraphs, we develop the cases of diversity for three segments of the diverse workforce: gender, ethnic minorities and employees with disabilities. We give examples take from the literature on DM in PS.

First, we address the case of gender diversity. The share of women in the PS workforce is increasing in all OECD countries. PS in these countries has long been a leading employer for women, providing job security, good wages, and flexible working conditions (Rubery, 2013). However, even though research shows that women and men are equal in ambition, ability and commitment in the workplace (Hyde, 2014), the PS labour market is still horizontally and vertically segregated (Gianettoni and Guilley, 2016). There is horizontal market segregation, because the majority of women work in the fields of social care, health, education and culture, while the majority of men work in the fields of technology, agriculture and security (for instance, the UK Police force) (OECD, 2009). There is also vertical segregation, as senior level jobs are still very much dominated by men in most OECD countries, and women are generally over represented at lower levels and in administrative positions (OECD, 2009; Williamson and Folley, 2018; DeHart-Davis, et al., 2020). The research of Hutchinson, Walker, and Mckenzie (2014) provides us with a relevant example of women under-representation in PS senior levels jobs. In 2013, women constituted only 11 of 140 Western Australian local government Chief Executive Officers (or 7.8 percent). Moreover, of the 116 direct reports to the CEO, only 18 percent were held by women. Western Australia had the lowest numbers of women on boards and women in CEO positions in Australia and the gender pay gap was calculated at around 26%, compared with 17% nationally.

Second, we address the case of cultural and ethnic minorities. Cultural and ethnic minorities are underrepresented in the PS workforce, worldwide, especially at senior level positions. Empirical studies on the topic provides us with relevant examples. In 2009, in the USA, Latinos represented 13.2% of the civilian labour force, but under 8% of the federal workforce. African-Americans were well represented in the lower pay grades, but not in the higher pay grade and senior executive levels. Native Americans were under-represented at the senior levels (OECD 2009). In 2019, in Switzerland, representation of the various cultural communities in the federal bureaucracy is a salient issue. French and Italian speaking minorities are underrepresented in more than three quarters of all federal agencies, and, at the level of the senior management, these minorities are underrepresented in more than 80% of all agencies (Zwicky, and Kübler, 2019). Representatives of these language minorities regularly criticize this situation in public, and call for more recruitment of French and Italian speakers into the federal civil service, especially in senior positions (Zwicky, and Kübler, 2019).

Third, we focus on the case of employees with disabilities. The employment of people with disabilities in PS is still a pending work for a number of OECD countries. For example, the number

of people with disabilities in the US federal government has not changed over the last 20 years and their proportion in relation to the total workforce remains rather low (OECD, 2009).

We note that most of published research on diversity in PS is about women and ethnic minorities. However, the term *diversity* is not only associated with gender, race and disabilities, but also includes all the other dimensions such as sexual orientation, religion, immigration, veterans, generations, socioeconomic status, etc.

2.RECRUITMENT PRACTICES THAT FACILITATE WORKFORCE DIVERSITY IN PS.

In this section, we will present the major recruitment practices that facilitate workforce diversity in PS. The main practices relate to 1) setting quotas, targets or reservation of specific positions, 2) developing and communicating an attractive organizational image, 3) eliminating discriminatory job requirements, and 4) diversifying the recruitment channels.

Setting Quotas, targets, and reserving specific positions for targeted minorities

At the planning stage, DM policies can include the establishment of employment quotas, the reservation of specific positions, and/or the use of targets for members of minority groups.

Quotas. In order to increase the number of public servants from targeted minority groups in top positions, some OECD countries use employment quotas (OECD, 2009; Waxin and Bateman, 2016a). For example, Korea has established a 2% quota of people with disabilities to work in the civil service. In Portugal, the Basic Law for Disabled People requires the public administration to employ at least 5% of public employees from people with disabilities (OECD, 2009). In the United Arab Emirates (UAE), where the national citizens are a minority in both the total population and the workforce, the government implemented quotas for hiring of UAE nationals in companies with more than 50 employees. From 1998 onwards, all banks in the UAE were required to employ UAE nationals at the rate of 4 percent annually. Equivalent annual occupational quotas for insurance (in 2003) and trade (in 2004) were 5 percent and 2 percent, respectively (Waxin and Bateman, 2016a).

Reservation of specific positions. Other countries develop special employment programs that reserve specific positions/vacancies for members of targeted minorities (OECD, 2009; Waxin et al., 2018). For examples, in Australia, a policy includes the opening of specific posts only for persons with disability; the Japanese government has established the *Challenge Employment Programme* in each ministry and agency to provide employment opportunities to people with intellectual disabilities and mental disorders (OECD, 2009). In the UAE, PS organizations reserve positions for National citizens. These reserved positions include apprenticeships, but the main focus is on higher-level positions, to accelerate the country's localization process (Waxin et al., 2018). An other way to reserve specific positions for the UAE citizens is the use of mandates that prohibit hiring of foreign workers in certain job categories. For example, in September 2005, the Ministry of Labor issued a decree with regards to the employment of Public Relations Officers (PROs), employees responsible for coordinating visas and work permits with the various government offices. Thus, starting from January 2006, companies with 100 or more employees were mandated to employ an Emirati when the company needed new PROs or replaced existing ones. The Ministry of Labor would not accept any labour transaction unless submitted by a PRO

who is a UAE national. Saudi Arabia has a similar requirement for nationals to staff positions in purchasing departments (Waxin and Bateman, 2016a, 2016b).

Targets. Among OECD countries, the tendency is to prefer the use of targets rather than quotas. Targets constitute milestones to measure goals' achievement, create pressure for organizations to act, can be integrated into the performance management processes to facilitate ministerial steering mechanisms, and can serve to improve accountability by offering indicators against which to measure performance (OECD, 2009). For example, in the Netherlands, the government has set targets for 2011 to improve the representation of women, older and younger generations and disabled groups in the public service; in the United Kingdom, the government has established targets for the short and medium term regarding the percentage of public employees at senior positions to be occupied by disabled people (OECD, 2009). However, targets and quotas reflect the adoption of the affirmative action approach which can be regarded as patronizing by members of society and may open the possibility that people without the proper competences and skills are employed in the public service. This is why some countries are moving away from the use of quotas and targets, and, instead, focus on clearing the way for every individual to have access to employment in PS and treating him/her as an equal. Diversity policies require a flexible and inclusive HRM system to attract and facilitate the integration of new talent into the public service (OECD, 2009; Charles, 2003).

Developing and communicating an attractive organisational image

We found that PS organizations interested in attracting and recruiting a diverse workforce apply some of these three practices: 1) analyze the organization's perceived image among the targeted minorities, 2) develop and communicate an attractive value proposition for these targeted minorities, and 3) add public statements confirming their support for equal opportunity in employment.

First, some PS organizations analyze how they are perceived among the targeted minorities, in order to better address the concerns of these minorities, and adapt the recruitment processes accordingly. Some organizations are unaware that they are reflecting an image of homogeneity, while others must deal with the fact that they are poorly perceived among minority members (Waxin and Panaccio, 2004; Waxin, 2008).

The recruitment and retention of minorities are organizational strategic objectives by police organizations throughout Canada, New Zealand, Australia, and the US. A stream of empirical studies examined minority members' attitudes, beliefs, motivations and obstacles related to pursuing career opportunities in the Police. These studies found that minorities do not apply to police organizations because of a lack of trust and understanding of their recruitment processes. Minorities felt that recruitment procedures were difficult to understand (Waters et al., 2007; McMurray et al., 2010), and they were unsure whether people with certain ethnic backgrounds were allowed to apply (Bjørkelo et al. 2015). Minorities thought that recruitment procedures discriminated against minorities and women (Wilson et al. 2016), and that recruitment advertisements were intimidating, as they emphasized that superior skills and performance were necessary to pass difficult selection tests. Minority recruits highlighted the need to emphasize the professionalism of policing to their families when recruiting them, because their agreement with

the decision of the applicant is important to avoid significant conflict and stress in the family (Rigaux, 2018). Police recruitment strategies that emphasize community service over personal benefits appeal to Canadian Indigenous citizens. Pfeifer (2017) found that Canadian Indigenous citizens wanted to join the police to assist and serve their community. This is an interesting finding, because previous research found that non-minority police officers were more motivated to join the police by the individual benefits, like pension plans, salary and working conditions. So, police recruitment strategies deemphasizing public (community) service while increasingly emphasizing individual motivations may increase the effectiveness of non-minority recruiting processes, but have the opposite effect on the recruitment of Indigenous people. However, police organizations are slow in changing their R&S practices and their organizational culture to facilitate workforce diversity (Rigaux and Cunningham, 2020).

Second, PS employers can develop and communicate an attractive employee value proposition to attract and recruit minority members. An employee value proposition is the unique set of benefits that an employee receives in return for the skills, capabilities, and experience they bring to a company. The development and communication of an employee value proposition matching the interests and ambitions of the targeted minority populations are important to attract qualified candidates (Scott-Jackson et al. 2014a, Waxin et al., 2018). For example, UAE PS organizations developed and communicated specific employee value propositions, highlighting employee growth and development to attract their targeted minorities, the UAE national citizens. They also developed specific recruitment webpages and documents to communicate their commitment to the localization process, and to present the key points of their localization program (Waxin et al., 2018). As another example, the Montreal Police Department used specifically designed promotional posters and leaflets to attract youth in targeted minority communities that feature photos of minority members in the workplace (Waxin and Panaccio, 2004).

Third, some PS organizations develop pro-diversity statements. To encourage the diverse minority members to apply for vacancies, organizations and individual departments are increasingly crafting public statements about their value for and commitment to diversity. Some national and international organizations include pro-diversity statements in their job advertisements, or state their commitment to equal opportunity or diversity on their recruitment web sites and material (Carnes, Fine, & Sheridan, 2018, OECE 2009).

Box1. Examples of pro-diversity statements in PS

OECD: "The OECD is an equal opportunity employer and welcomes applications from all qualified candidates irrespective of their racial or ethnic origin, opinions or beliefs, gender, sexual orientation, health or disabilities". Source: https://www.oecd.org/employment/

United Kingdom's government: "The Civil Service is a modern and diverse workplace, committed to promoting and ensuring equality and valuing diversity. We will not unlawfully discriminate in any aspect of employment, including: how employees are selected, employment terms offered, whether employees are promoted or receive training, transfers or benefits, and how employees are treated."…"We want the Civil Service to reflect the diversity of the communities we serve. The Civil Service is at its best when it reflects the diversity of the country as a whole and is able to understand what the public needs". The site then described the Civil Service Diversity and Inclusion strategy, and provides a link allowing the reader to read the document.

Source: GOV.UK. (2014, April 29). *Equality and diversity*. https://www.gov.uk/government/organisations/civil-service/about/equality-and-diversity

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The promise of such pro-diversity public statements is that they will help attract and retain diverse employees, and establish a basis for developing policies and practices that promote a welcoming, inclusive environment. However, research showed that some diversity-related messages can backfire. Indeed, in a series of randomized experiments with national samples of white adults, Kaiser et al. (2013) found that research participants were significantly less likely to detect and more likely to excuse discriminatory employment practices when a company had a "Diversity Statement" claiming not to discriminate rather than a "Mission Statement" without such language. When provided with clear evidence of discrimination in promotion rates, participants who read the diversity statement rated the company as more procedurally fair toward racial minority employees than did participants who read the mission statement. Moreover, based on their review of experimental studies on the impact of diversity messages, Carnes, Fine, & Sheridan (2018) suggest that diversity statements should be aspirational, emphasize autonomy, and express a value for difference. First, aspirational statements, rather than declarative statements implying the organization is already equitable and diverse, avoid creating the impression that equity has been already achieved. Second, statements that emphasize autonomy to promote diversity (and that do not promote controlling messages) avoid the backlash that can occur when organizational members feel coerced into adopting pro-diversity actions. Third, statements that emphasize the value of human differences and convey multicultural messages have shown more positive outcomes than "colorblind" statements that acknowledge our common humanity.

Eliminating discriminatory job requirements

Another way to increase minority hiring is to eliminate the discriminatory job requirements, by using non-discriminatory job descriptions and specifications, and application forms.

Some PS organizations develop a valid non-discriminatory job description and specification for each job. Some organizations de-emphasize experience and education as job requirements, and refocus on job-related factors required for effective performance. The goal is to eliminate the mandatory requirements that artificially limit the diverse applicant pool, and unnecessarily exclude minority candidates who might be excellent performers (Waxin and Bateman, 2009a, Tunney 2018). For example, some UAE PSOs reviewed the job descriptions and specifications to ensure that they did not include discriminatory criteria against UAE national citizens, focusing on job

content and valid job-related criteria (Waxin et al., 2018). For the Canadian police, re-engineering the recruitment process is a key strategy for attracting visible minorities. It is important to ensure that the mandatory requirements do not create unintended barriers for reasons that have nothing to do with whether you'd be a great police officer. For example, someone who is older might find the 26-week period of mandatory training hard to do, and credit checks can be a barrier for single parents or those who have been forced to take long-term leave (Tunney 2018).

Using application forms is another option to eliminate the discriminatory job requirements. Application forms are designed to elicit only information relevant to the requirement of the job. In Ireland, a PS policy states that job descriptions should be framed on the basis of the qualities and attributes required for an effective performance, and requirements that discriminate directly or indirectly against individuals on the grounds of disability, ethnicity or gender should be eliminated (OECD, 2009). Some PS organizations use anonymized applications (OECD, 2009). However, even if this method removes explicit gender signals from job applications, it is not sufficient to eliminate the gender-stereotypes. Foley and Williamson (2019), examining the barriers to and enablers of gender equality in the Australian Public Service, explain why anonymous recruitment might fail to improve shortlisting outcomes for women and other target groups: they demonstrate that, in the absence of explicit signals (e.g. names), managers look for implicit signals to categorize applicants by gender. The authors conclude that rather than neutralizing stereotypes, anonymization may activate and even enhance managers' reliance on stereotypes.

Diversifying the recruitment channels

In many OECD countries, PS organizations have launched pro-active recruitment initiatives to foster the recruitment of targeted minorities. The goal is to reach a wider audience and encourage minority members to apply for vacancies. The major practices used are 1) the development of relationships with communities of minority members, 2) proposing internships, sponsorship or scholarship schemes to members of targeted communities, and 3) using minority referrals.

First, some PS organizations develop direct relationships with minority communities and advertise the job openings to them. This requires the development of a network of connections with the targeted communities, broadcasting/publishing the employment opportunities through media available to these minority groups (magazines, radio, television, Internet sites, etc.), and the organization of activities with those community groups. We give three example. First, Australia, Belgium, Ireland, Japan and the Netherlands have established partnership networks with recruitment agencies, voluntary organizations (NGOs), and private sector organizations to reach a wider audience in advertising employment opportunities in the public service; especially those reserved for the target population (OECD, 2009). Second, the UAE PSOs used multiple, targeted recruitment methods to increase the number of Emirati applicants : they advertised their jobs openings in Arab language media, participated in career fairs with high participation of Emirati; developed relationships with Emirati communities and educational institutions that have a high presence of UAE citizens (delivering guest speeches, organizing educational workshops, participating in charity, sports and cultural events), implemented targeted social media job advertising campaigns, resorted to recruitment agencies specialized in Emiratisation, and offered internships and sponsorship for Emirati citizens (Waxin et al., 2018). Third, the Montreal Police Department published their recruiting advertisements in community journals such as the "Magasin Égyptien" (Egyptian Journal), the "Journal Arménien" (Armenian Journal), the "Laz Voz"

(Latino-American journal), and broadcasted them on a community radio station ("Radio Centre-Ville"), regularly organizes conferences and meetings with cultural associations and community groups and participate in radio and TV programs whose audiences are primarily composed of ethnic minorities (Waxin and Panaccio, 2004).

Second, proposing internships, sponsorship and scholarship schemes to members of targeted communities is another way to diversify recruitment sources. Proposing internships, summer jobs, and part-time employment to minority members allow them to have a first experience, develop precious job-related skills, and increase their confidence and employability. For example, the UK Government Communication Service (GCS) internship offers targeted minorities unique opportunities to develop their skills, work across a wide range of communications disciplines, and deliver cutting edge work for the UK government. Candidates must be from one or more of the following backgrounds: Black, Asian and Minority Ethnic (BAME), lower socioeconomic background, care leaver background, candidates who consider themselves to have a disability. Social and economic background are assessed using questions based mainly on family background (GCS, 2020, May 19). Other minority recruitment practices include the financial assistance for study, sponsorship or scholarship schemes. In the Arab Gulf countries, sponsoring national students is a common practice in PS. For example, Saudi Aramco's identifies promising high school and undergraduate students for sponsorships that commit them to work with the company upon graduation (Shehadi et al., 2011).

Box2. German civil service: vocational training for staff with a migration background.

Berlin was among the first German states to introduce policies to foster the employment of civil service staff with a migration background. The main measure adopted was a recruitment campaign called "Berlin needs you!", launched in 2006 to promote vocational training among young people of immigrant origin. This evolved into a comprehensive program including providing internship offers, developing specific promotion material and facilitating contacts between schools and employers. In 2007, the share of new staff members with a migration background was included in the state's "integration monitoring" as one indicator for the "intercultural opening" of public administrations. In 2010, the "Law on Participation and Integration" provided a legal frame and announced targets, benchmarking and regular reporting.

Source: Lang (2020).

Third, involving minority members in referrals also help diversifying the recruits. Minority recruits in the Canadian Police highlighted the need for referrals to increase minority recruitment (Rigaux, 2018). Minority recruiters need to be more visible at watch briefings to explain the organisation's minority recruitment initiatives. Many Police minority recruits felt that referrals from their own department members was one of the best ways to get strong minority candidates.

3.SELECTION PRACTICES THAT FACILITATE WORKFORCE DIVERSITY IN PS

In this section, we turn to the main selection practices that facilitate the hiring of a diverse workforce in PS. These include 1) implementing flexible selection processes, 2) adopting non-discriminatory selection testing and interview processes, and 3) organising inclusive and trained selection committees.

Implementing flexible selection processes

In order to implementing flexible selection processes, PS employers use flexible screening and flexible application of selection criteria.

A first practice is about adopting a flexible screening process. The North-American private sector has proposed specific selection methods that enhance diversity: before proceeding to interviews, selectors could make sure that they have at least one candidate from a minority group (Thomas & Wetlaufer, 1997). The Rooney Rule, which has most prominently been used by NFL teams, requires an initial list of candidates to include minorities and women, when there is an open position. This technique is also used by some PS employers. In Norway, PS employers have the obligation to invite one qualified applicant with an immigrant background and a person with a disability to an interview (OECD, 2009). In the UAE, PS organizations modified their selection processes to give priority to National citizens, and reviewing their CVs ahead of those of non-nationals (Waxin et al., 2018). The UK Government Communication Service (GCS), embracing diversity and promoting equality of opportunity, introduced the "guaranteed telephone interview scheme" for internship candidates with disabilities who meet the minimum selection criteria (GCS, 2020, May 19).

A second practice involves using flexible application of selection criteria. At the selection stage, one of the obstacles to diverse applicants, is the *recognition of their past achievements (education. experience and skills).* The skills and competencies of minority groups members are more likely to be under-used and their achievements unappreciated, as employers tend to underestimate foreign academic programs and accomplishments realized in their home country (Iverson, 2000, Almeida et al., 2019). In order to overcome the difficulties of evaluating the validity of work experience in a foreign country for a certain position, some organizations developed a policy for recognition of foreign achievements and experience for minority employees, and put emphasis on direct evaluation of skills/performance, whether it be competency, behavior-based tests (job samples, simulation tests) and competency-based interviews (Waxin et al., 2018). For example, the UAE PS organizations modified their selection processes to give priority to National citizens: they lowered some education and experience requirements, requiring NCs to meet only minimum, rather than exact or maximum criteria (as non-nationals were required to do). Some employers removed the selection criteria that were too demanding for local candidates (Waxin et al., 2018). Additional support and customized training was provided early to ensure that all criteria were met after a short period of time.

Adopting non-discriminatory selection testing and interviewing processes.

PS employers may use a variety of assessment instruments such as in-baskets, simulations, role plays, and written tests to assess candidates. However, the interview is the most commonly used selection method and is often the most critical part of the appointment process. Unfortunately, there are very few published empirical studies on the use of the different selection methods and their impact on selection outcomes in PS. Can some of the literature on the private sector organizations be useful? The adoption of non-discriminatory selection tests in order to guarantee equal opportunities for everyone could stimulate the participation of minority members in recruitment schemes.

Cognitive ability testing has been recognized as the single best predictor of work outcomes, such as job knowledge acquisition and job performance (Bertua, Anderson and Salgado, 2005). However, cognitive ability tests have also demonstrated significant adverse impact against minority groups (Hough et al. 2001; Robertson and Smith, 2001), particularly against African- and Hispanic-Americans. More recently, Ng and Sears (2010) demonstrated the influence of the use of cognitive ability testing and personality testing on workplace minority representation rates, on a sample of 154 Canadian organizations. Cognitive ability testing was significantly associated with lower levels of minority group representation in organizations as a whole and in their management ranks, while personality testing was significantly associated with higher levels of minority representation in organizations. Firms covered under employment equity legislation were less likely to use cognitive ability tests. In the USA, Shoenfelt and Pedigo (2005) found that the majority of the 22 cognitive ability testing cases in appellate and district courts from 1992 to 2004 involved class action plaintiffs and civil service jobs. Plaintiffs in cognitive ability test-related lawsuits were likely to be members of minority groups, and the majority of cases were race-based claims. Organizations that used professionally developed tests that were validated according to professional standards, with set cutoff scores supported by the validity study fared well in court. The authors conclude that utilizing professionally developed and validated selection tests does not alleviate the responsibility of the employer for adverse impact.

Greenan et al. (2019) challenged the capacity of French civil service competitive examinations to give equal opportunity of access to public jobs to equally competent citizens, regardless of gender, place of residence, or place of birth, in France. They analyzed the results of competitive written and oral selection tests, and found inequalities in the written test evaluation, and evaluation biases in the oral tests. Oral tests offered selection boards the opportunity to partially compensate for inequalities stemming from written tests, in order to better integrate all components of society into the French civil service. However, this strategy to improve the diversity among the civil servants, may also be considered positive discrimination, which can stigmatize those who benefit from it (Foley and Williamson, 2019). Furthermore, biases in the oral tests operate to offset inequalities in the written tests at the group level only, and fail to correct the fact that individual minority members have been unfairly excluded because of the written tests' adverse impacts.

Selection tests such as work samples and assessment centers differ from cognitive and personality tests because they directly measure job performance. In a management assessment centre, the management potential of 10 to 20 candidates is assessed by expert appraisers observing the candidates performing realistic management tasks. Examples of activities and exercises include work sample tests, in-basket exercises, case studies, simulations, leaderless group discussions management games, individual and team presentations, cognitive tests, personality tests, and interviews (Noe, Hollenbeck, Gerhart and Wright, 2017). The work sampling technique measures how well a candidate performs some of the job's basic tasks. Well-designed work samples are job-specific and high in criterion-related, content and face validity and low in adverse impact (Noe et al., 2017).

The implementation of structured, behavioral and competency-based selection interviews provide a way to enhance diversity at the selection stage. Research has shown that the structured interview is the best tool to reduce biases in information gathering, judgment and decision making, and increase reliability and validity of interviewer judgments (Dipboye, 1994). Moreover, structured interviews have a lower adverse impact, and their adverse impact decreases even more with the use of behavioral structured interviews (Moscoso, 2000).

Most of the UAE PS employers that were successful in recruiting national citizens used formal, well-established tests for national candidate selection; assessment centers included competency-based assessment, case studies, work samples, simulations and presentations. Several managers claimed that assessment centers and competency-based testing were their best practices to facilitate the selection of their targeted minorities. At the selection stage, structured behavioral and competency-based interviews were the most used types of selection interviews. Well-structured interviews offered the most objective means of candidate comparison (Waxin et al., 2018).

Box 3. Canadian Public service: advised characteristics of job Interviews.

An interview in the Canadian Public Service usually follows a fairly formal structure. The "assessment board" is often composed of two or three people, including at least one manager and a human resources representative. Interview questions include job knowledge questions (assessing knowledge that is essential to job performance and must be known prior to entering the job), situational questions (provided with a hypothetical job situation, the candidate must respond by describing what they would do in a given situation), behaviourally-based questions (resting on the premise that past behaviour is the best predictor of future behavior, they are a valuable means of finding out whether candidates have demonstrated their qualifications in real situations), and worker requirements questions (usually taking the form of "willingness" questions, often including questions on the candidate's willingness to work in various environmental conditions, to do repetitive physical work, to travel or relocate).

Source: https://www.canada.ca/en/health-canada/corporate/about-health-canada/activities-responsibilities/careers-health-canada/how-apply-job/acing-interview.html

Organizing inclusive and trained selection committees

A first practice here is to build inclusive selection committees. In order to ensure non-discriminatory judgements, the selection panel responsible for identifying the best candidates should reflect diversity, and include representatives of minority groups (Thomas & Wetlaufer, 1997). If the organization doesn't have enough minority employees willing to serve as members of a selection panel, the company could invite minority members from external organizations (OECD, 2009). Based om the OECD (2009) report, Ireland, the Netherlands and New Zealand PSOs appoint interview boards that reflect diversity, sometimes enhanced by appointing one panel member from minority, ethnic groups or disabled population. Ireland, the Netherlands and New Zealand claim to train interview board members on diversity issues to be considered during the interview process (OECD, 2009). However, the results of these efforts are not communicated.

Box 4. Canadian Public Service: best practices for building and training an inclusive hiring committee.

1. "Compile a diverse search committee, including a faculty member with equity, diversity and inclusion (EDI) expertise, whose role is to ensure EDI is considered in all aspects of the committee's work; ideally, this member would be the chair of the hiring committee. Alternatively, the chair can be given explicit instructions to raise EDI concerns during discussions. If it is not possible to have a hiring committee member with EDI expertise, ensure an EDI advisor is a member of the committee". (..)

2. "Provide mandatory EDI training for all committee members that includes instruction on how to recognize and combat <u>unconscious</u>, implicit, overt, prejudicial and other kinds of bias…. Other important EDI training for committee members and employees includes anti-racism, inclusive communications and workplaces, reconciliation, intersectionality, intercultural competence, accessibility and accommodations, and champions for change".

<u>Source:</u> Government of Canada, (2021, March 31).

A second practice is to train the selection committees members. The goal is for them to develop a deeper understanding of different cultural backgrounds, cultural differences, existence and effects of stereotypes, together with ways to handle them. The staff involved in the selection process should be educated or trained on the diversity related legislation, human rights and the importance of workforce diversity (Waxin, 2008; Waxin et al., 2018).

UAE PS employers that are successful with localization included a local UAE manager in the selection interview panel of Emirati applicants, to ensure that the Emirati candidates would feel welcome and to demonstrate that they were fully integrated into the organization. These organizations also claimed to train all personnel involved in selection of the national citizens. The training content included the importance of the localization process, how to use competency-based interviews, and how to avoid the biases and stereotypes in the selection process (Waxin et al., 2018).

Table1. Summary: the recruitment and selection practices that facilitate workforce diversity in PS

PRACTICES	KEY POINTS
HR planning	Setting Quotas Setting targets Reserving specific positions
Developing and communicating an attractive organizational image/ employer brand	Analyzing the perceptions, attitudes and beliefs among the targeted minorities Developing an attractive employee value proposition/ employer brand Developing specific recruitment material Developing pro-diversity statements
Eliminating discriminatory job requirements	Developing non-discriminatory job descriptions and specifications Using application forms
Diversifying the recruitment channels	Developing relationships with communities of minority members Proposing internships, sponsorship or scholarship schemes to members of targeted communities Using minority referrals Analyzing the preferences of the targeted candidates
Adopting a flexible selection process	Using flexible screening processes Using flexible application of selection criteria
Implementing non-discriminatory selection testing and interviews	Using well established, non-discriminatory selection tests Focusing on job related competencies Using work samples and assessment centers Using non-discriminatory interview processes Using structured, behavioral and competency-based interviews
Training inclusive selection committees	Organising inclusive selection committees Training the committee members

4.CONCLUSION

PS employers have adopted multiple measures to make the recruitment and selection processes more transparent and more flexible to attract talented people with a mix of backgrounds, experience and perspectives. OECD countries agree that evaluating the DM programs on a regular basis is critical to correct deviations, change aspects that are not working, argue the case for continuing the DM programs, allocate resources, and ensure the achievement of objectives (OECD, 2009). Evaluating the effectiveness of the DM program and practices may contribute to providing the evidence that diversity policies and practices are delivering the expected results. However, what are the outcomes of these implemented DM practices in PS? In practice, there is a

crucial lack of published reports and research on the effectiveness evaluation of the DM practices in general, and of R&S practices, in particular. Waxin et al., (2018) focused on the R&S of Emirati candidates in private and PS employers. Although localization in the Gulf countries is a particular form of DM, the results might be instructive. They found that both private and public sector organizations used an extensive range of quantitative and qualitative <u>recruitment</u> effectiveness evaluation measures, and that the PS employers tended to use an even more extensive range of measures. These included, for example, the total number, and the number of qualified targeted applicants, assessment center results, scores on tests and competency interviews, number of targeted applicants per recruitment source, time required to fill vacancies, job satisfaction of new recruits, satisfaction of the direct supervisor with the recruitment process. Moreover, all UAE private and PS employers used similar quantitative <u>selection</u> effectiveness measures focused on job performance, retention rate, and the number of candidates selected versus those interviewed. Private and public sector employers also used similar qualitative measures, such as employee and supervisor's satisfaction regarding the selection process, supervisor's satisfaction regarding the hire's performance, and employees' general fit with the organizational culture. The authors found that the PS employers implemented more targeted, intensive selection effectiveness evaluation activities than private sector employers (Waxin et al., 2018).

Box 5. UK civil service: measuring diversity management effectiveness.

Measuring inclusion. Inclusion is hard to measure and benchmark, so the UK Civil Service worked with the Chartered Institute of Personnel and Development to develop measures of inclusion. The Civil Service People Survey (CSPS), an annual staff survey, invites all civil servants to share their views on working for their organisations, and about the experience of different groups of staff. In 2018, 66% of all civil servants completed it. The headline measure of the survey is the employee engagement index, measuring employees' commitment to their organisation in terms of pride, advocacy, personal attachment, and the extent to which their organisation motivates and inspires them. Four questions in this Survey relate to inclusion and fair treatment, discrimination and bullying & harassment. The results from these questions are then used to make up the "inclusion and fair treatment index" (IFT).

Key 2018 results. In the 2018 survey, the IFT score is at an all-time high of 78%. On average, 75% of staff feel their organisation is committed to creating a diverse and inclusive workplace. On average, 11% of staff reported that they had experienced bullying and harassment at work in 2018, unchanged from the previous two years. However, this overall figure masks differences between staff with different characteristics: rates of bullying and harassment were highest for staff who identify as a gender other than man or woman (27%), followed by staff with a long-term limiting condition (22%) and LGBO staff (17%).

Results on gender. Overall women report higher rates of discrimination, bullying and harassment than men. Staff who identify as a gender other than man or woman report the lowest scores for engagement (44%), inclusion and fair treatment (59%), and the highest rates of discrimination, bullying and harassment.
Engagement scores were higher for women than men every year since 2010. In 2018 the engagement score for men was 58%, compared to 62% for women. The percentages of staff who have experienced discrimination and bullying is now higher in women and the gap in bullying between men and women is at its largest in 2018 since the survey began.
Those who identified as a gender other than male or female have much lower engagement (44%) and inclusion and fair treatment (59%) scores, than men or women. Their scores for experienced discrimination (31%) and bullying & harassment (27%) are more than double than among men and women.

Source: https://www.gov.uk/government/publications/civil-service-diversity-inclusion-dashboard/civil-service-diversity-and-inclusion-dashboard

The literature on R&S practices that facilitate workforce diversity in PS is still nascent. We identify at least six research gaps and avenues of research.

- First, there is a global lack of research on R&S practices that facilitate workforce diversity in PS. Pitts & Wise (2010) noted that most research produced on the topic of diversity in PS was descriptive with little or no information provided to managers to improve work-related outcomes.

- Second, there is a lack of empirical research on the effectiveness evaluation of the HRM practices that facilitate diversity in PS. Most of the articles that researched R&S practices in the context of PS workforce diversity do not mention anything about the effectiveness evaluation of the researched practices. Specifically, there is lack of research on the link between workforce diversity and organizational performance. At best, that line of research has produced conflicting results (Andrews, Boyne, Meier, O'Toole, & Walker, 2005; Pitts, 2006; Pitts & Jarry, 2007). Aside from conceptual work, there has been very little empirical assessment of the relationship between workforce diversity and work-related outcomes (Pitts, 2006).

- Third, most of the published research on DM in PS has been conducted in Western countries, especially in the USA, Canada, and the UK. There are very few publications on the HRM practices that facilitate diversity in other parts of the world: Middle eastern, Arab, African, Asian, south American countries.

- Fourth, we notice that most of published research on diversity in PS is about women and ethnic minorities. However, the term *diversity* is not only associated with race and gender, but also includes all the other dimensions such as disability, sexual orientation, religion, immigration, veterans, generations, socioeconomic status. Future research could adopt a more global, synergistic view of diversity, including all the different forms of diversity.

- Fifth, there is a lack of comparative research on diversity in PS. If diversity studies are to reflect 21st-century society, scholars need to empirically study the intersection of diversity dimensions in a comparative context. According to Sabharwal et al. (2016)'s review, only 7% of diversity research in PS was conducted in more than one country, and contained a comparative framework.

- And sixth, the success of a specific workforce diversity program does not only depend on the quality of the R&S processes, but also on the effective socialization, training and development and retention of the members after their arrival in the organization (Waxin et al., 2020). Future research could also focus on the career, performance management and talent management practices that facilitate workforce diversity in PS.

To conclude, the review of the R&S practices that facilitate workforce diversity in PS revealed some common components with those of private sector organizations (Panaccio & Waxin, 2010). R&S practices in the PS started to reflect the changing laws and legislations developed to address structural and organizational inequalities and bias. However, hiring a diverse workforce continues to be a challenge for the PS. As the societies and workforces continue to become more diverse, both the PS practices and research must keep pace with these developments.

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