

# **The Netherlands Ten Years after Beijing**

Second national implementation report

Report on the implementation of the Beijing *Platform for Action* (2000-2004)  
July 2004



## **Table of Contents**

- 1 The Netherlands Ten Years after Beijing**
- 2 Gender Mainstreaming**
- 3 Developments since Beijing plus 5**
  - A Human Rights of Women**
  - B Women and Economy**
  - C Power and Decision Making**
  - D Education**
  - E Health**
  - F Media and Image-making**
  - G Sustainable Development**
- 4 National Machinery**
- 5 Current and future developments**



## 1. The Netherlands Ten Years after Beijing

In 2005 it has been ten years since the Fourth United Nations World Conference on Women in Beijing took place. The United Nations will hold a Review in the context of the Commission on the Status of Women (CSW) in March 2005 at which the critical areas of concern of the *Platform for Action* will be looked at again. In preparation to this meeting, UN Division for the Advancement of Women (UNDAW) has asked Member States to describe the implementation of critical areas of concern, good practices and obstacles encountered. Besides implementation, this report also includes future developments and official statistics.

The United Nations will draw up a document, which will review and appraise the implementation of the Beijing *Platform for Action*, using all submitted national reports. This document will be presented during the Commission on the Status of Women in March 2005.

### *Second national implementation report*

The second Dutch national implementation report follows the structure of the first report<sup>1</sup>. Like the first this report is a review and appraisal of the implementation of the Beijing Declaration, the Platform for Action and the outcome of the twenty-third Special Session of the General Assembly 'Women 2000: Equality, Development and Peace in the 21<sup>st</sup> Century' (2000). The second national implementation report focuses on the following parts:

- A brief analytical overview of Dutch emancipation policy since 1999. In this part the major achievements in implementing the *Platform for Action* and the outcome of the 23<sup>rd</sup> Special Session of the General Assembly of the United Nations (Beijing +5) are being described (chapter 1).
- Gender mainstreaming in the Netherlands and its instruments since 2000 (chapter 2).
- Progress being made in implementing the critical areas of concern of the *Platform for Action* since Beijing plus Five (2000), including good practices, as well as remaining gaps and challenges (chapter 3).
- Dutch national machinery and the emancipation support structure (chapter 4).
- Future developments. The last chapter briefly describes the current and future developments of Dutch emancipation policy (chapter 5).

Furthermore, a statistical overview on several policy areas as a special annex to this report.

### *Two-tracked policy*

The character of government emancipation policy has changed in recent decades. Emancipation policy has increasingly been included in the policy of other ministries. As a result, the emphasis has shifted from the prevention of discrimination in legislation and regulations to consideration of differences in policy effects. Tailored solutions are more and more needed if the implementation of policy is to do justice to the growing diversity in society. This involves two policy tracks. In fact, they represent two sides of the same coin: on the one hand, specific emancipation policy that promotes change, places new issues on the political agenda, proposes new instruments and stimulates strategic alliances with social partners and non-governmental organisations on the basis of an overall vision, and on the other hand, policy that integrates the gender perspective in all areas of regular policy.<sup>2</sup> The two tracks of the policy are closely inter-related. The expertise built up in one track

<sup>1</sup> *The Netherlands Five Years after Beijing*, national implementation report 1995-2000. This report was sent to the UN in May 1999 (2 June 1999, SZW 99-458).

<sup>2</sup> The shift in policy has been documented in the second and third implementation report of the Netherlands on the UN Convention on the elimination of all forms of discrimination against women, and *The Netherlands Five Years after Beijing*. The UN has already received these reports.

represents a key condition for the strategy applied in the other.

### ***From Women's Lib to Inalienable Right***

In June 2000 the Medium Term Emancipation Policy Document, *From Women's Lib to Inalienable Right* was published. This document describes and outlines trends in five policy areas over the next ten years<sup>3</sup>. A study of future trends was needed to accurately chart the opportunities and risks facing emancipation policy. Based on this policy document, the first course for the emancipation policy in the 21<sup>st</sup> century was chosen.

The Medium Term Policy Document came about along an intensive interactive preparation process using different methods, including forward leading surveys on policy areas of key importance in the future, advice of several Advisory Councils and social debate with NGO's. The Medium Term Emancipation Policy Document was not only meant to serve as a building block for future Dutch emancipation policy, but it was also used as a preparation for the Dutch contribution to the Special Session of the General Assembly of the UN (June 2000).

### ***'Beijing Plus Five' Special Session of the General Assembly of the United Nations***

In June 2000 during the 23<sup>rd</sup> Special Session of the General Assembly of the United Nations, on 'Women 2000: Equality, Development and Peace in the 21<sup>st</sup> Century', the Netherlands government submitted that in a pluriform society, diversity and equal rights must coexist. Men and women must have the opportunity to build up an independent existence on the basis of equal rights, opportunities and freedoms, in which differences in ethnicity, religion or conviction, marital status, physical ability, age and sexual orientation play no role. The freedom of choice of women and men is an essential condition: justice must be done to this at every phase of life. Every individual may make claim to an economically independent existence and to a fair distribution of work, care and income, free from poverty and violence. This vision does not allow for abuse of human rights<sup>4</sup>. In the final outcome document, the world community recognised that diversity in circumstances must be taken into account in order to realise equality between men and women, and that differences should not mean that equal rights, opportunities and freedoms cannot be realised.

The Netherlands were satisfied with the result of the special session 'Five Years after Beijing' of the General Assembly of the United Nations<sup>5</sup>. The General Assembly has led to a worldwide renewal of political interest in national and international emancipation policy. The setting of priorities for short- and medium-term action led to a hastened implementation of the Platform for Action. In this context the Cabinet (Kok II) took over in part the priorities listed in the closing document 'Five Years After Beijing' to give shape to its Multi-Year Plan on Emancipation Policy. In turn, the Multi-Year Plan on Emancipation Policy has of late become the general guideline for the position of the Dutch delegation in the Commission on the Status of Women.

### ***Dutch Multi-Year Plan on Emancipation Policy. The emancipation policy for the short and medium term (2000)***

In 2000, after the Special Session of the General Assembly of the UN, the Medium Term Emancipation Policy Document was further developed into a Multi-Year Plan on

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<sup>3</sup> The policy areas are 'work, care and income', 'power and decision making', 'human rights and women', the information society', and 'the daily routine'.

<sup>4</sup> *Multi-Year Plan on Emancipation Policy* (House of Representatives Documents, 2000-2001, 27061, no 3).

<sup>5</sup> Declaration and final outcome document of the 23<sup>rd</sup> Special Session of the General Assembly of the United Nations, 5-9 June 2000.

Emancipation Policy. In this document the following subjects were given a central place:

1. *Work, care and income*: to see the encouragement of women's economic independence by means of participation in the labour force as the essence of emancipation policy.
2. *Daily routine*: to stimulate the completion of the process of emancipation by creating favourable economic, cultural and social conditions. These conditions should facilitate flexible options.
3. *Power and decision-making*: society should grow towards an equal representation of men and women in influential positions. To achieve this it should be made easier for women to get into these positions and to get further with their careers, as well as creating conditions that discourage women from bowing out
4. *Human rights of women*: the realisation and upholding of women's rights is still seen as the central component of emancipation policy. To achieve this goal, the effort will be intensified to prevent and combat violence against women.
5. *The knowledge society*: to bring the opportunities that a knowledge society allows for diversity, for the strengthening of women's position in society and for more equal social relations to the foreground through initiatives undertaken by the government itself in these areas.

Whereas the Medium Term Policy Document was an investigation into the state of affairs, the Multi-Year Policy Plan is a policy with goals that stretch to the year 2010. The main objective comprised "the creation of conditions for a pluralistic society in which everyone regardless of sex, and in interaction with other social organising principles such as ethnical identity, age, marital status, handicap and sexual orientation, has the opportunity to create an independent existence for themselves and in which both women and men can enjoy equal rights, opportunities, freedoms and (social) responsibilities". Although the essence of this statement has remained the same since 1985, the context has changed over the years and the emphasis has shifted.

In 2005 the Multi-Year Plan on Emancipation Policy will be evaluated.

### ***Interdepartmental Plan of Action on Gender Mainstreaming 1998 - 2002***

In line with the strategy of emancipation along two tracks, the 1998 coalition agreement of the second Kok Cabinet (1998-2002) made each department responsible for coming up with a plan of action "setting at least three concrete tasks to be realised in the area of implementation and application of emancipation policy that were to be brought to effect during the term of government". The tasks should be:

- Concretely measurable;
- Achieved within a period of four years;
- Linked to the main themes of departmental policy;
- Linked to the present emancipation policy;
- Be designed primarily to have an impact on society.

The tasks could be accomplished through specific emancipation policy, but also through gender mainstreaming. Through yearly reports, progress was made visible. Tasks could be an incentive in order to take up gender mainstreaming.

The idea behind this was to give the different departments an impetus to take personal responsibility for emancipation within their own policy areas. It had already been a tendency for some time that departments stand on their own two feet when it came to the implementation of emancipation policy. The role of the co-ordinating minister for emancipation policy therefore became more focused on stimulating and modernising initiatives (the so-called agenda setting), and on monitoring the results of the internal and

external emancipation policy.

Out of the 46 tasks that were set in 1999 (almost) 34 were implemented in 2002. That is 74% of all the emancipation tasks. The majority of these tasks have contributed to intensifying the emancipation policy of the departments themselves. The task setting has proved to be a useful instrument for achieving gender mainstreaming.

***Cabinet's position on 'Gender Mainstreaming, a strategy for quality improvement'***

In its *Multi-Year Plan on Emancipation Policy* the Dutch government announced policy aimed at a sustainable integration of emancipation targets into all levels of regular policy. This process of gender mainstreaming should take account of how the effects of policy differ for men and women. In 2001 the government adopted the policy document *Gender Mainstreaming. A Strategy for quality improvement* for the period 2001-2006. The policy document is a further development of the two-tracked policy and of the *Plan of Action on Gender Mainstreaming 1998 – 2002*<sup>6</sup>. The ultimate goal of the initiative is to integrate gender mainstreaming within the departments and the interdepartmental organisation and policy by the end of 2006.

According to this *Cabinet's position on gender mainstreaming 2001-2006*<sup>7</sup>, the basic principle of the cabinet policy is that gender mainstreaming gives a significant stimulus to the quality of policy. It is a precondition for an optimum result that political and official responsibility for the specific details of embedding the emancipation policy in departmental policy (gender mainstreaming) should lie mainly with the departments themselves. The gender aspects must become part of each department's policy and should be in line with the departments' actual policy practice. The individual approach is absolutely essential when taking into account the departments' own cultures, policy areas and networks. Nevertheless, a proper basic structure at departmental and interdepartmental level is essential to the success of gender mainstreaming.

Since 2001, according to the Cabinet's Position departments cannot make complete and effective provisions for gender differences in regular policy unless a number of general preconditions are met. These are:

1. *Commitment at political and official top level*: top-level commitment within departments is crucial for the success of mainstreaming. If commitment is shown at the top, then this will strengthen the support within the departments.
2. *Explicit emancipation policy with clear targets*: each department should describe explicitly what targets it aims to achieve in the area of emancipation.
3. *Determination of responsibility*: it is essential to have clarity on who bears responsibility for the process of gender mainstreaming. And the organisation structure must also be crystal clear and tailored to policy practice.
4. *Availability of gender expertise*: it is essential for policy advisors to have up-to-date knowledge and understanding of gender issues if gender mainstreaming is to be successful.
5. *Availability of resources (staff and budget) and instruments*: gender mainstreaming is an investment in the improvement of the quality of policy, and accordingly the costs of this quality improvement form part of normal policy expenses. Furthermore, it is important that the proper instruments are available and can be deployed.

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<sup>6</sup> Interdepartmental Plan of Action on Gender Mainstreaming 1998 – 2002 (House of Representatives Documents, 1998-1999, 26206, no 11).

<sup>7</sup> Cabinets Position on Gender Mainstreaming (House of Representatives Documents, 2000-2001, 27061, no 15).



## 2. Gender Mainstreaming

As described in the previous chapter, in 2001, State Secretary Verstand-Bogaert presented the *Cabinet's position paper on gender mainstreaming 2001-2006*<sup>8</sup> to parliament and the Department for the Co-ordination of Emancipation Policy changed its role from that of 'problem holder' of emancipation-related subjects to 'stimulator'. The paper is a further elaboration of the two-track strategy and the Interdepartmental Plan of Action on Gender Mainstreaming 1998-2002. By 2006, the departments should meet the basic conditions: gender mainstreaming should be sufficiently embedded in the departmental and interdepartmental organisational structure and the necessary instruments should be available.

### *Implementing the gender perspective in regular policy*

At the international level the gender mainstreaming strategy was placed on the international agenda by the *Platform for Action* at the UN World Conference on Women in Beijing in 1995. The reactions to the Medium Term Emancipation Policy Document endorsed the importance of mainstreaming, because it makes conventional perceptions in policy visible, defines the effects of policy for certain groups and consequently, improves the quality and effectiveness of policy. Sustainable integration of equal policy effects for women and men is now also an issue for provincial and municipal authorities and private organisations.

### **Instruments**

Instruments like the emancipation monitor, the gender impact assessment, the plan of action gender mainstreaming, the gender mainstreaming manual, emancipationweb, pilot interactive policy making and the auditing committee are intended to (re)organise, improve, develop and evaluate policy processes in such a way that the usual policymakers can include the gender equality perspective in all policy.

### **i. Gender Impact Assessment**

Gender Impact Assessment (GIA) is an ex-ante evaluation that was developed in the Netherlands. It is an assessment of policy proposals focusing not on the aims of policy but on the degree to which policy can be expected to have either a positive or negative impact on the lives of women and men and on the structural balance of power. A theoretical framework has been devised for the GIA based on the theoretical parameters of the analysis. For example, it identifies structural inequalities between the sexes and indicated how they operate and how they should be evaluated.

The gender impact assessment is an instrument for researching policy in advance to find unforeseen effects on relations between men and women. A gender impact assessment manual has been made to facilitate using this instrument.<sup>9</sup> By now, various government policy resolutions have been subjected to a gender impact assessment. Examples include: the Investigation of a Tax System for the 21st Century authorized by the Ministry of Finance (1999); the Fifth Memorandum on Spatial Planning authorized by the Ministry of Spatial Planning, Housing and the Environment (February 2001); the Emancipation Scan NVVP, authorized by the Ministry of Transport, Public Works and Water Management (April 2001); the Alterations to the Law of Matrimonial Property's Basic System, authorized by the Ministry of Justice (June 2001); the Donner Committee on Disablement Insurance Act (WAO), authorized by the Ministry of Social Affairs and Employment (June 2002); the

<sup>8</sup> Cabinets Position on Gender Mainstreaming (House of Representatives Documents, 2000-2001, 27061, no 15).

<sup>9</sup> H. van de Graaf, M. Mossink, M. J. Meesters and A. Oudejans, *Gender Impact Assessment Manual*, 2001.

Investigation into Taxes and Premiums, authorized by the Ministry of Finance (September 2002). A Gender impact assessment on life-course arrangements will be carried out in 2004.

**Good practice: GIA on matrimonial property (Ministry of Justice)**

An example of a successful gender impact assessment is the GIA concerning a part of the revision of the law on matrimonial property. This revision took place when intentions were already worked out, but positions had not yet been adopted by the members of government. At the heart of the research lay the question if the general community of property between spouses or partners should remain unchanged. This research took the UN Convention for the Elimination of all forms of Discrimination against Women, as its legal framework and the emancipation policy of the government as its general framework.

The most important conclusion was that the choice for maintaining the community of property as a legal standard system, also from a viewpoint of women's emancipation, could be easily justified. This system does justice to the partner who does most of the care-taking and – as a result – brings less income into the community.

The report also led to the conclusion that the phrasing of the matrimonial property law is gender neutral, but that formal equality of the partners when it comes to management of community property (managerial arrangement) there is no material equality.

Especially the partner who does most of the care-taking, is not able to lay down an equal claim on the common property. With the contribution the paid work perspective dominates and does not take into account the fact that unpaid care *does* contribute to the earnings of the partners. In the proposal of law, an alteration of the management arrangement has been put in, in which material equality will be realised.

**ii. Gender Mainstreaming Manual**

One of the tools that has been developed in 2001 is the *Gender Mainstreaming Manual*. It is a guide in the true sense of the word. It literally guides the user through the various steps to be taken and at the same time provides background information, examples, checklists and formats. The *Gender Mainstreaming Manual* is specifically written for policymakers at central government level, heads of departments as well as executive staff, but may also be used successfully by policymakers in other organisations.

It relates to each phase in the process of policymaking, pointing out for each phase what can or should be done with regard to gender mainstreaming. It also contains extensive lists of relevant literature and experts, thus enabling policymakers to acquire the knowledge and expertise they need.

**iii. The Emancipation Monitor**

In November 2000, the first Emancipation Monitor appeared, made by the Social and Cultural Plan Bureau (SCP) and the Central Bureau for Statistics (CBS) under authorization of the Department for the Co-ordination of Emancipation Policy from the Ministry of Social Affairs and Employment. The monitor can also be consulted via the Internet, at the web site of the SCP and the CBS<sup>10</sup>.

The first Emancipation Monitor comprised information concerning the position of men and women in four areas: work, care and income; education; political and social decision making; violence against women. Where possible, information was classified according to background features such as age, ethnical background, education or the household composition.

Two areas were added to the Emancipation Monitor 2002; daily routine and the information

<sup>10</sup> [www.scp.nl](http://www.scp.nl) and [www.cbs.nl](http://www.cbs.nl)

society. In the monitor, the most important developments are continually compared to the objectives in the government's policy. This constitutes a limited form of policy evaluation. The next Emancipation monitor is due in November 2004.

#### **Good practice: Emancipation monitor**

A number of policy documents have already announced the emancipation monitor as an important instrument for co-ordinating emancipation policy. The emancipation monitor is an information system with details on the emancipation process in society. The purpose of the monitor is to keep track of the emancipation process by following developments in a number of significant areas regularly. The monitor functions as a 'policy thermometer'. It is also an instrument for parliament; details from the monitor can operate as eye-openers (detecting function) and prompt others to take action. The monitor is as an information source, e.g. for regular mandatory reports at national or international level. The added value provided by an emancipation monitor is that it provides regular relevant information on a number of fields, making it possible to cross-reference different areas. A summary of the Emancipation monitor 2002 can be found in the special annex to this report.

#### **iv. EmancipationWeb**

In 2003, the EmancipationWeb ([www.emancipatieweb.nl](http://www.emancipatieweb.nl)), which is accessible to everyone was opened. It is a gateway to policy on the Internet that offers access to the government-wide emancipation policy. The EmancipationWeb offers the central government, municipalities and provinces, the business world and social organisations information on emancipation policy. It gives insight into structures and expertise, contains digital versions of instruments and is utilized as a communication medium.

Besides all this, it also strengthens the various emancipation initiatives on the Internet by co-operating and integrating with other web initiatives that are relevant to the concept. The magazine 'On an Equal Footing' (Op gelijke voet) has its own space on the EmancipationWeb. In preparation to the Dutch EU Presidency starts EmancipationWeb will add English policy documents to its contents.

#### **v. Interactive policy making**

In 2003, a pilot interactive policy making was implemented, which had as its goal to collect recommendations from citizens and social organisations for updating emancipation policy. In January 2003, the web sites [www.mannenwordenerbetervan.nl](http://www.mannenwordenerbetervan.nl) [www.vrouwenwordenerbetervan.nl](http://www.vrouwenwordenerbetervan.nl) (men will gain from this: and women too) was opened; on this site discussions were held for ten weeks concerning the renewal of the emancipation policy.

In addition, three discussion sessions were organised. The discussion revolved around three themes, 'Freedom of Choice', 'Participation' and 'Rights and Security'. Over 55,000 people visited the web site. Together they made 1,600 contributions to the discussion and gave over 8,100 opinions in opinion polls. In June, the recommendations were set down and presented to the Co-ordinating Minister for Emancipation Policy. A booklet has been disseminated among all the participants, which contains a review of the entire project, highlights from the debate, the recommendations made and an account of the reaction of the Minister to these recommendations.

#### **vi. Dutch Auditing Committee Emancipation**

For the present Cabinet (Balkenende II: 2003-2007), the development and the implementation of the emancipation policy remains the responsibility of the individual cabinet members and consequently the policy departments. To get track of its effectiveness the Co-ordinating

Minister for Emancipation Policy has initiated in 2004 an independent external auditing committee which will test in the coming years the quality and the results of concrete actions and judge whether the embedding of the emancipation issues into regular government policy is making sufficient progress.

The results of this testing will be made available to the departments and to parliament. The ministers involved can take this opportunity to outline the ways in which they intend to implement the male/female gender perspective and how they will respond to the findings of the auditing process.

This approach allows for a greater level of freedom in policy making to the departments than was given in the earlier *Plan of Action on Gender Mainstreaming 1998-2002*. In the evaluation of this Plan of Action, a number of departments expressed their need for greater freedom in deciding themselves which instruments to put into use to promote gender mainstreaming than originally permitted in the *Cabinet's position on Gender Mainstreaming 2001 - 2006*.

### 3. Developments since Beijing plus 5

#### A. Human Rights of Women

The UN Convention on the elimination of all forms of discrimination against women obliges States to safeguard equal rights in the law, to work to improve the position of women in society and to break ties with a culture based on traditional role patterns and prejudice against women. Generation gaps, ethnic differences, differences in lifestyle, environment, education and entry into the labour market, all have their influence on the departure point and the potential of individuals in giving shape to their own lives. In a society that distinguishes itself by incorporating different traditions, lifestyles, religions and cultures, it is all the more important that we highlight and guarantee the universality of human rights and fundamental freedoms.

The UN Convention on the elimination of all forms of discrimination against women and European and national legislation are important for safeguarding the rights of women. Upholding human rights in practice is not only a task for the government. Individual citizens, social organisations and the business sectors also have a part to play.

By hastening the implementation of already existing agreements, the cabinet has fortified the legal and actual rights of women at national and international level as well as stimulating a further-reaching international policy. International developments are playing an increasingly important role in Dutch emancipation policy.

Since the fourth UN World Conference on Women in Beijing in 1995 and the 23<sup>rd</sup> Special Session of the General Assembly of the United Nations, on 'Women 2000: Equality, Development and Peace in the 21<sup>st</sup> Century' in June 2000, the interaction between national and international policy has increased significantly. The insights, experiences and good practices deriving from the national emancipation policy are brought by the cabinet to international bodies such as the United Nations, the European Union, the Council of Europe, the International Labour Organisation and the Organisation for Economic Co-operation and Development. On the other hand, there are the ramifications and themes of international agreements for national policy. Just as it does in the national policy, in an international setting the Netherlands also presses for an interaction between national and international emancipation policy along two tracks. In this way the cabinet also works for a broadening of the support base at home and abroad.

On the European stage, this broadening of the support base is also visible. For example, the Treaty of Amsterdam gave the impetus for an integration of the gender perspective in the employment policy and organisations such as the Council of Europe, the OECD and the OSCE now have a gender-mainstreaming strategy. The hastened implementation of the *Platform for Action* and the Beijing plus five outcome document, and the mainstreaming initiatives in connection with the UN have also encouraged non-emancipation experts to give their contribution. In short, international emancipation policy is extending itself to become a general policy, which in turn presents the co-ordinating and innovating role of the 'national machinery' and the available instruments with new challenges.

#### 1. Promoting equal rights and combating discrimination

The ban on discrimination in the Dutch Constitution is implemented in six specific laws: the Equal Treatment Act, the Equal Treatment (Men and Women) Act, the Equal Treatment (Working Hours) Act, the Equal Treatment (Temporary and Permanent Contracts) Act, the Equal Treatment in Employment (Age Discrimination) Act, and the Act on Equal Treatment of Disabled and Chronically Ill People. In addition, the Dutch Civil Code and the Central and

Local Government Personnel Act contain several articles that prohibit discrimination between men and women in the workplace.

During the past few years, the cabinet has worked on improving legislation in relation to equal treatment and combating discrimination. The cabinet has also striven to elaborate on the implementation of the Treaty of Amsterdam and has ensured that the optional protocol in the UN Convention on the elimination of all forms of discrimination against women and the protocol for taking measures against discrimination in the European Treaty for the Protection of Human Rights and Fundamental Freedoms came into force.<sup>11</sup>

### **i. Equal treatment**

In the European Union, additions have been made to the existing legislation on equal treatment: these additions consist of two directives and an action programme based on Article 13 of the EU Convention. The first directive comprises rules to ban discrimination based on religion or convictions, disability, age and sexual inclination in the work place and within the professions. The material working of the directive extends itself to cover accessibility to jobs, promotion chances, professional training courses, terms of employment and working conditions including dismissal and rewards as well as membership of certain organs such as employees or employers organisations.

The second directive compels the member states to enforce the principle of equal treatment regardless of race or ethnic background. This directive does not only have bearing on the work situation, but also on social security, education and the provision of goods and services. The directive on racial discrimination came into force on 19 July 2000. The directive for establishing a general framework for equal treatment in the work place and in professions was adopted in October 2000.

Three Bills were submitted to facilitate the implementation of these directives, namely the EU Equal Treatment Act, the Bill for Equal Treatment regardless of age in the work place and the Bill for Equal Treatment for people with a disability or chronic illness.

The first two Bills came into effect 1 April 2004 and 1 May 2004 respectively. The Act for equal treatment for people with a disability or chronic illness has been ratified by the Senate and became law on 1 December 2003.

The two directives for the implementation of Article 13 of the EU Convention, as mentioned above, offer better protection in certain areas against discrimination (based on race, ethnical background, age, disability, religion and convictions, sexual preference) than the older directives based on gender alone. At the end of 2002, the directive 76/207/EEG of 9 February 1976 was revised along the lines of the implementation obligations concerning the principle of the equal treatment of men and women in terms of work procedures, professional training courses, promotion opportunities and terms of employment. Due to this revision, a comparable protection has been extended to gender. In addition, this revised directive contains an explicit stipulation concerning sexual intimidation. The implementation should be completed by October 2005.

The Bill for the implementation of the European directive on the (shifting of the) burden of proof in cases of gender-based discrimination came into force on 1 January 2001.

The measures discussed strengthen the international framework for promoting equal treatment and combating discrimination. In the medium to long term, the efforts of the cabinet will remain focused on the improvement of the framework for equal treatment before the law.

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<sup>11</sup> Protocol 12 in the European Convention for the Protection of Human Rights and Fundamental Freedoms.

Important elements here are streamlining, attunement and making legislature more accessible. Not only the international developments outlined above necessitate these improvements. The evaluation of the Equal Treatment Act also demands taking this step. It has been proven that there is scant public awareness of the equal treatment norms. The cabinet's position on this evaluation was presented to parliament on 12 July 2002. An important point that was brought to attention during this sitting refers to the extension of the research jurisdiction of the Equal Treatment Commission. At present, the Commission can only conduct research on its own initiative if this research covers a whole sector or a number of sectors. The limitation to sector-wide research will be dropped however, since in practice, this limitation was proven to be unnecessarily strict.

The Equal Treatment in Employment (Age Discrimination) Act will provide legislation prohibiting discrimination on the basis of age in employment, professions and vocational training. Age discrimination is permitted only in cases in which setting an age limit is objectively justified. This law has come into effect on 1 May 2004.

Moreover, in order to increase public awareness of the equal treatment norms, the cabinet will render the legislation and jurisprudence in this area more accessible. The Equal Treatment Commission will play an important role in this procedure.

On a more general level, the cabinet will look to see what measures it can employ to bring the realisation of equal treatment norms into practice. To achieve this, it is necessary to gain a clear representative picture of how the, in principle, sound legislation in the area of equal treatment translates into practice and the extent to which it is complied within all areas of society. The basic material for this is culled from the legal-sociological section of the evaluation of the Equal Treatment Act.

In order to really establish equal treatment in the work place, a project was set up in 2002 in which employers and works councils were informed on equal treatment. The project highlights all the grounds for discrimination mentioned in Article 13 of the Treaty and will be implemented in co-operation with the social partners, NGO's and the Equal Treatment Commission. The project will align itself as much as possible to the issues employers are already dealing with.

An information campaign has also been set in motion. Information sessions are being organised on subjects related to equal treatment (for example on recent legislature), a general brochure on equal treatment in the Netherlands has been produced (also available in English) and in a great number of specialised trade journals articles on equal treatment have been published.

All of these legislative efforts at the European and national levels have led to a complex system of equal treatment legislation which is not always transparent for third parties. During the Dutch EU Presidency in 2004 a conference will be held to discuss the state of affairs and the future of equal treatment in the Member States of the European Union. This will be done on the basis of the Green Paper drafted by the European Commission.

## **ii. Interaction between the Dutch and the international emancipation policy**

### ***Fourth report to the UN Convention on the elimination of all forms of discrimination against women***

Every four years, the signatories to the UN Convention on the elimination of all forms of discrimination against women must submit a report to the Committee for the Elimination of

all Forms of Discrimination against Women (Cedaw). This report must outline all the measures arising from the treaty obligations which a country has taken and must also include a progress update.

The Netherlands submitted its third report to Cedaw in August 2000. The second and third reports were discussed by the Committee in July 2001. The fourth report is due September 2004.

### ***The optional protocol to the UN Women's Convention***

In August 2002, the optional protocol for the Netherlands, the Dutch Antilles and Aruba in the UN Convention on the elimination of all forms of discrimination against women came into effect. The protocol provides for an individual right to complaint for women who feel that their rights are being violated. After they have exhausted their national legal remedies, they can enter a complaint at the Committee in the UN Convention on the elimination of all forms of discrimination against women.

### **iii. Partner registration and same-sex marriage**

#### **Good practice: registered partnership and same-sex marriage**

Registered partnership was introduced in 1998. Since then, same-sex couples could already regulate their relationship legally in a way that is in most respects equivalent to a marriage. A registered partnership can be converted into a marriage and vice versa. Since same sex marriage has been introduced, it is more used than registered partnerships. The latter is comparatively more used by hetero sexual couples than same sex couples.

To promote the equal treatment of same sex couples, a Bill was submitted to parliament which was aimed at extending civil marriage to individuals of the same sex. The Bill came into effect on 1 April 2001 and now same sex couples can get married. With this, the Netherlands was the first country to open the institute of civil marriage to same-sex couples.

	1998	1999	2000	2001	2002
<b>Registered domestic partnerships</b>					
Between two men	1686 (36%)	894 (27%)	815 (28%)	285 (8%)	358 (4%)
Between two women	1324 (29%)	863 (26%)	785 (27%)	245 (7%)	382 (5%)
Between man and woman	1616 (35%)	1500 (46%)	1322 (45%)	2847 (84%)	7581 (91%)
	1998	1999	2000	2001	2002
<b>Marriage</b>					
Between two men	-	-	-	1339 (2%)	935 (1%)
Between two women	-	-	-	1075 (1%)	903 (1%)
Between man and woman	89656 (100%)	89428 (100%)	88074 (100%)	79677 (97%)	83970 (98%)

Source: CBS, population trends 2003, p. 76

The conditions for marriage and the consequences of this marriage are the same as for a marriage between a man and a woman. Examples are the obligation to support one another, the matrimonial property regime (community of property or ante nuptial agreement) and inheritance law. Non-Dutch partners who both live abroad cannot get married in the Netherlands.

In the relationship to children, however, there is an important difference. If a child is born within a marriage between a man and a woman, then according to the law, the spouses are the parents of the child. If two men or two women are married, the marriage has no consequences to their relationship to children. However, the (natural) parent is the sole person to exercise parental responsibility. In such a situation, the non-parent only has an obligation to support the child. Other rights and obligations exclusively exist after the partners obtain shared



responsibility. Only through adoption do lawful family ties come about with a child.

#### iv. In-depth studies on the implementation of UN Women's Convention

##### **Good practice: *In depth studies on the implementation of the UN Women's Convention***

Within the framework of the UN Convention on the elimination of all forms of discrimination against women, the Department for the Co-ordination of Emancipation Policy (DCE) has commissioned a number of in-depth studies on the content and scope of the Convention.

In depth studies have been carried out on several areas of the Convention. These are:

1. The Convention in the Dutch legal order (1996);
2. The meaning of article 12 of the Convention for the Netherlands: health as a right (1996);
3. The meaning of the Convention for the legal status of pregnant women and young mothers (1998);
4. The prevention and combating of violence against women (2000);

#### **2. Preventing and combating violence against women**

In combating violence against women, the tackling of 'violence behind the front door' took precedence. Although there are no figures available and the extent of the practice seems as yet limited, attention will also be given to female genital mutilation and to combating honour killings.

##### *Figures*

Precise figures concerning the scope of several forms of violence against women in the Netherlands are difficult to give. It clearly concerns a considerable number of cases.<sup>12</sup>

According to the research by Römken approximately 20% of the women between the ages of 20 and 60 years have ever experienced unilateral physical violence in a relation. It concerns violence in which the man systematically takes the initiative and where the wife seldom or never defends herself with violence, nor otherwise uses physical violence or coercion against the husband. One in forty women questioned (2.4%) report extreme violence, whereby they are beaten weekly to daily, burns are inflicted, are wounded by weapons, are systematically humiliated, and are victim of sexual violence. Men commit, by far, most domestic physical and sexual violence. On the basis of the data Korf has made an argued estimate. This comes to an annual number of 200,000 maltreated women, of whom 50,000 are the victim of (very) serious violence.<sup>13</sup>

The research *Domestic violence under Surinams, Antillians and Arubans, Moroccans and Turks in the Netherlands* carried out in 2002, for the Ministry of Justice, gives figures concerning the nature and scope of domestic violence against ethnic minority women and men.<sup>14</sup> Of given responses 27% of the women admit to have been the victim of domestic violence, compared to 21% of the men. The researchers assume however that this is a case of

<sup>12</sup> R. Römken, *Violence against women in heterosexual relationships*, 1989.

<sup>13</sup> D. J. Korf, E. Mot, H. Meulenbeek and T. van den Brandt, *Economic cost of domestic violence against women*, 1997, chapter 2, p. 20-22. On the basis of the figures of Römken an extrapolation was made on the basis of the absolute numbers of 1996. Korf c.s. comes to a number of 30,000 victims of serious violence and approximately 17,000 victims of very seriously violence.

<sup>14</sup> T. van Dijk c.s., *Domestic violence among Surinam, Antilleans and Arubans, Moroccans and Turks in the Netherlands – nature, scope and assistance*, 2002 (House of Representatives Documents, Just 02-959).

under reporting. For this reason a qualitative component has been added to the quantitative research.

Data concerning sexual abuse of children show that over 15 percent of women in the Netherlands have had a negative sexual experience before their sixteenth birthday. More than half have been badly abused. The offender generally is a family member, mainly fathers, older brothers and uncles. Moreover 24 per cent of the women have been faced in their youth with sexual abuse by someone who's not a family member, but is more likely to be an acquaintance. This means that a considerable percentage of the women has had one or more experiences with sexual abuse, usually at an age between eight and the twelve years.<sup>15</sup>

#### **Fourth in-depth study: The prevention and combating of violence against women**

The report *The prevention and combating of violence against women* of the Netherlands Institute of Human Rights (SIM)<sup>16</sup> discusses exhaustively the history and contents of the Dutch policy in this area. Four main topics are taken into consideration: violence in domestic environment, sexual intimidation, trafficking in women and sexual exploitation and, finally, breaches on sexual and reproductive rights. The Dutch policy is reviewed to the obligations which result from the UN Convention on the elimination of all forms of discrimination against women. The report also addresses the implications of the UN Convention on the elimination of all forms of discrimination against women on the topic of 'violence against women' and it outlines a policy framework with general policy starting points and measures, legislation and preventive and protective measures. It concludes with recommendations for improvement and intensification of policy. In general the researchers conclude that to prevent and combat violence against women ask for a powerful continuation.

#### **Violence against women: legal developments: AIV-advice**

In 2000, the Minister for Foreign Affairs and the Co-ordinating State Secretary for Emancipation Policy asked the Advisory Council on International Affairs (AIV) advice on the subject of human rights of women. This took place in preparation of the *Multi-Year Plan on Emancipation Policy*. The cabinet specifically asked for:

- the updating of the 1998 AIV advice concerning universality of the rights of human beings and cultural diversity. After all, the arrival of 'new' Dutch citizens brings along different opinions about human rights of women into Dutch society;
- the development, possibly in legally binding instruments, of sensitive subjects such as reproductive and sexual rights.

The Advisory Council on International Affairs (AIV) discussed in general the legal aspects of the problematic nature of violence against women, the supervision and the compliance with standards of among other things honour killings, reproductive rights and genital mutilation, and on topics such as the International penalty tribunals and the Permanent International Criminal Court. The AIV published its advice in the spring of 2001.<sup>17</sup>

#### **A Safe Country Where Women Want to Live**

In reaction to the study *The Prevention and Combating of violence against women* as well as

<sup>15</sup> N. Draijer, *Sexual abuse of girls by relatives*, Ministry of Social Affairs, 1988. *Sexual abuse of children, nature, scope, signals, action*, NISSO/Ministry of Justice, 2001.

<sup>16</sup> Netherlands Institute of Human Rights, *The prevention and combating of violence against women*, April 2000.

<sup>17</sup> Advisory Council on International Affairs, *Violence against women. Legal developments*, Advice nr. 18. February 2001.

to the recommendations in *Violence against Women* of the Advisory Council on International Affairs (AIV), parliament was presented with the national policy document *A Safe Country Where Women Want to Live*<sup>18</sup>. The policy document summarizes national action plans on several themes of the broad subject of violence against women, which are among others domestic violence, sexual violence, sexual intimidation, sexual abuse of children, trafficking in women, and female genital mutilation.

It also sets out the international policy framework of the subject, and outlines the main points, the recent activities of the realm government, the general political conclusions, and the way in which improvement of the policy will be initiated from the coordination of the emancipation policy: by means of boost, to renew and promotion of monitoring. It does not concern therefore the starting of policy routes beside the existing routes, but provides input in current violence files from the emancipation perspective.

### **Motion Hirsi Ali**

The House of Representatives held a general consultation about the policy document *A safe country where women want to live*, after which a motion was submitted by members of parliament. The motion asked the government for a plan of action on the area of domestic violence and violence against women, with the following spearheads:

- a. 'culturally legitimised violence' such as honour killings and genital mutilation of girls
- b. international trafficking in women
- c. sexual violence, forced pregnancies and forced abortions, structural violence with serious physical and/or mental consequences.

In December 2003 the government sent parliament its reaction to this motion<sup>19</sup>. In this reaction a broad overview was given of the actions taken by the Dutch government against violence. After an introduction with an overview of the main points of the policy, the letter discusses the topics 'domestic violence', 'violence against women and girls from ethnic minority background' and 'trafficking in human beings'.

### **Current dossiers**

The policy to prevent and suppress violence against women and girls has been mainly incorporated into broader policy. On the one hand it concerns policy dossiers which not only concern women/girls, but also concern other categories citizens (domestic violence, sexual child abuse). On the other hand it concerns dossiers which include more than only sex-specific violence (sexual intimidation, aggression and bullying at the work; security at school). This impact of the emancipation policy has been pursued on purpose. The policy to prevent and combat violence against women and girls has therefore been successfully 'mainstreamed'. In other words, it has become part of the regular policy that properly takes into account relevant differences between several categories of citizens.

#### **i. Project 'Preventing and combating domestic violence'**

On 1 October 2000 the Minister of Justice took the initiative to the project 'Preventing and Combating Domestic Violence'. This was a joint plan of action by the government and other organisations on 'violence behind the front door'. The purpose of this project was to nationally promote efficient action against violence. The participants based themselves especially on

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<sup>18</sup> *A Safe Country Where Women Want to Live*, December 2002 (House of Representatives Docs., SZW 03-004).

<sup>19</sup> Letter in response to motion 28 600-XV, no 100 of Member of Parliament Hirsi Ali c.s. (House of Representatives, 29200 XV, no. 37).

the experiences gained in the last few years on aid to victims, treatment of offenders and good cooperation bonds. The project examined numerous recommendations from the fourth in-depth study *The prevention and combating of violence against women* on desirability, feasibility and design. The project plan was discussed on 27 November 2001 in a general consultation with the House of Representatives. In April 2002 the cabinet wrote in the policy document *Private violence - public matter* which initiatives were taken to combat domestic violence and which policy intensifications it considered necessary for the future. The policy document has been discussed on 5 December 2002 in a general consultation with parliament.

Regular contact with the field is maintained: more than thirty national agencies participate in a national network domestic violence, which meets - on invitation of the interdepartmental policy network – three to four times per year to inform itself and to give information on the developments in the field.

In November 2003 the Ministry of Justice sent, on behalf of the other departments involved, a 'Progress bulletin concerning the plan of action of domestic violence' to parliament, in which the progress of each intended measure is reported on.<sup>20</sup>

## **ii. National action plan on sexual abuse of children**

The national action plan on sexual abuse of children (NAPS) was a follow-up on the cabinet policy document on the action plan on sexual abuse of sexual violence against children (1999). Current and planned measures were taken into consideration. The action plan originated from the agreements made in 1996, on the international conference in Stockholm against commercial sexual exploitation of children.

The national action plan on sexual abuse of children (NAPS), which was sent to parliament on 19 April 2000, linked activities which must counteract such abuse. From this chain approach the action plan lays connections between the activities of the several departments and organisations. For this reason the action plan includes both government care and care of institutions and individuals in the field of prevention, assistance, repression and legislation.

## **iii. Child pornography**

In Dutch legislation against indecency, the protection of minors against sexual abuse is central. Sexual abuse and sexual exploitation of children have been made punishable in articles 240b and 242 up to and including 250a of the Dutch Penal Code.

In principle persons from the age of 16 years are considered sexually of age and committing sexual acts with a person from the same age is not punishable as a rule. At specific circumstances an age limit of 18 years applies. On 1 October 2002 an amendment to the law has become effective, among which virtual child pornography has been made punishable.

## **iv. Prostitution / lifting the ban on brothels**

As of 1 October 2000, with the lifting of the general ban on brothels, the way was opened for the running of prostitution as a legal business. Municipalities lay down conditions by means of a licensing system under which the running of prostitution can be permitted within their municipal borders. Supervisors (so far usually the police) check whether the conditions are met. In many regions, these checks are combined with controls for illegal immigrants. In these controls they are also on the look out for indications of trafficking in human beings. If prostitution businesses do not meet the conditions laid down, administrative measures can be

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<sup>20</sup> Progress bulletin on the plan of action of domestic violence (House of Representatives Documents, 2003-2004, 28 345, nr. 5).

taken, such as imposing a fine or temporary or otherwise closure of the premises. By regulating the prostitution sector in this way, via an administrative path an attempt is made to make it as unattractive as possible for the establishment operator to employ victims of trafficking or to work with minors.

*Evaluation and consultations on the monitoring of the prostitution policy*

Protecting the position of prostitutes in society was one of the reasons behind lifting the general ban on brothels. In order to evaluate this amendment to the law, a nationwide monitoring was carried out on what actually took place within prostitution. The final evaluation of the situation took place in 2002, two years after the ban was lifted. Possible side effects to the lifting of the ban on brothels were also researched. In this context the phenomenon of trafficking in human beings was also studied. In 2003, the government gave its reaction to the evaluation report that appeared in 2002.<sup>21</sup> In this reaction, the government endorsed the researcher's conclusion that it was too soon to make any conclusions on the actual effects of the legal amendments. The cabinet holds to its chosen objectives of setting desired developments in motion and to keep these in place.

The government finds it important to continue to follow the progress. The national monitoring of developments in the prostitution shall therefore be continued. The second evaluation of the amendment to the law will be carried out in 2005. The progress which has been made in finding solutions to identified sticking points, will be examined in particular. In this context, the protection of prostitutes is an important aspect.<sup>22</sup> The nation-wide monitoring of developments within prostitution will be continued. All the relevant departments will be involved in these consultations, as well as representatives of national services, social organisations and NGO's. Prostitute lobby groups will also be represented in the discussions.

**v. National rapporteur on trafficking in human beings**

**Good practice: National Rapporteur on trafficking in human beings**

In compliance with the Declaration of The Hague (1997)<sup>23</sup>, the Netherlands, as of 1 April 2000, was the first country to appoint an independent National Rapporteur on Trafficking in human beings. This Rapporteur, who reports directly to government provides insights into the origins, factors and trends in trafficking in human beings, serves as an important driving force in the prevention and combating of trafficking in women for the purpose of sexual exploitation. Also information and assistance to victims are included. To date, the Rapporteur has brought out two reports: the first one being very elaborate and filled with recommendations<sup>24</sup>, while the second one being quantitative in nature. In October 2002, the cabinet based its viewpoint which it presented to parliament, on the findings of the first report.<sup>25</sup>

<sup>21</sup> A.L. Daalder, *The Lifting of the Ban on Brothels. Prostitution in 2000-2001*, Research and Documentation Centre, 2002 (House of Representatives Documents, Just 02-801).

<sup>22</sup> Cabinet's reaction on *The lifting of the Brothel Ban*, 2003 (House of Representatives Documents, 2002-2003, 25 437, nr. 30).

<sup>23</sup> The Declaration of The Hague was set up on the initiative of the Coordinating Minister for Emancipation Policy and the Minister of Justice during the Dutch EU Presidency in 1997. It spurs on the EU member states to take measures on a European and international as well as on national level and concentrates on three main objectives, which are: to prevent violations; to investigate violations, and take appropriate actions against the violators; to afford remedies and appropriate assistance to those who have been injured by such violations.

<sup>24</sup> Trafficking in Human Beings. First report of the Rapporteur Trafficking in Human Beings, 2002.

<sup>25</sup> Cabinet's reaction to first report of the Rapporteur Trafficking in Human Beings (House of Representatives Documents, 2002-2003 28 638, nr. 1).

Part of the tasks of the – independent – rapporteur is to inform the Dutch government with respect to trafficking in human beings in the Netherlands, to make trends visible and to make recommendations to improve the fight against this phenomenon. The first report was published in May 2002. The second report, published in 2003, supplements quantitative data and must be read in connection with the first report. The conclusions and recommendations from the first report continue to apply. An evaluation study on the first period of the Bureau of the National Rapporteur on Trafficking in Human Beings has been recently been completed.

#### *Shelter for victims of trafficking in women*

Victims of trafficking in women are referred to the regular shelters for women who in principle, fall under the responsibility of the municipalities. Except for a very few municipal initiatives for differentiation in aid, no provisions are made for specific assistance for victims of this crime. The Foundation against Female Trafficking plays an intermediary role in finding shelter when the police registers a victim. Admittance to shelters for women is blocked by obstacles. This means that it is not always possible to quickly place a victim in a suitable shelter. Attention has been given to this issue in an interdepartmental policy investigation focusing on social assistance. In a government reaction to this investigation, measures are taken to get rid of waiting lists (€8 million) and to increase the capacity of the women's shelters (€4 million) for victims of female trafficking. The Foundation against Female Trafficking is increasing its involvement in the methodical, policy-based and physical support provided to regional female trafficking networks.

#### **vi. Policy to combat female genital mutilation**

In 2000, during the evaluation of the implementation of the *Platform for Action*, the Netherlands have successfully pleaded for prioritizing of preventing and combating violence against women, expressly the prevention and combating of harmful, traditional practices like genital mutilation. In June 2000, the Netherlands government organised an experts' meeting with migrant women to gain a better understanding of the way they perceive female genital mutilation and to find ways of stopping that it would be acceptable to the target groups themselves.

In the *Multi-Year Plan on Emancipation Policy* (2000) a study was announced to research whether amendments to the Dutch Penal Code (especially the removal of the demand for double criminality) could contribute to this policy. The Advisory Council on International Affairs (AIV) also advised taking this step. The study *Strategies to prevent female genital mutilation. Inventory and recommendations* has been carried out by the Vrije Universiteit Amsterdam and Defence for Children international. The research concerns four populations where genital mutilation occurs much: Somalis, Eritreans, Egyptians and Sudanese. It also compares the legal approach in some European countries. Finally it describes the way prevention takes place. This report gives a number of recommendations for coherent policy to combat genital mutilation. The research was sent to parliament in February 2004.

In response to the study, the government stated that it wants to have data concerning the scope of the problem, better prevention and care, and a firmer repressive approach.<sup>26</sup> The cabinet has asked the Council for Public Health and Health Care (RVZ) to examine the possibilities of an effective control system and of effective signalling, detection and enforcement.

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<sup>26</sup> Cabinet's reaction to the *Strategies to prevent FGM* (House of Representatives documents, 29200 XV, nr. 231).

The cabinet wants to start this active approach as soon as possible. Work has already begun on matters which could be taken up by regular policy. The advice of the RVZ will be presented to the cabinet before the end of 2004. Based on the advice and the outcomes of the study into the scope of the problems, the cabinet will decide whether this plan of action can be further reinforced.

#### **vii. Policy to combat sexual intimidation**

The Working Conditions Act was evaluated in 2000 in relation to sexual intimidation, aggression, violence and bullying in the work place.<sup>27</sup> This evaluation has shown that, especially large organisations have mediators and complaints regulations in place to deal with sexual intimidation. Small and medium-sized organisations often cannot provide this service because the costs are relatively higher. Occupational safety and health services can give information on the possibilities of bringing about improvement. The publication of the results of the study into good practices is a good opportunity to do this. As a result of the passing of two European directives in the field of equal treatment, a ban on intimidation will be incorporated in the Equal Treatment Act.

Since 1998 schools are obliged to have a complaint regulation and are required to join a complaints committee where it concerns sexual intimidation. Since 1999 a law has been in effect that obliges education authorities (after consultation with the education inspector) to report this, when there is a reasonable presumption of an indictable offence, to the police or to the judicial authorities. In the past this was not obligatory. The education inspectors (for both primary and secondary education) play a role when there is a reasonable presumption of an indictable offence.

The cabinet however considers legal measures not sufficient. Thus the Ministry of Education, Culture and Science has established, after the project 'safe school' (1995 - 2000) ended, a 'transfer point' Young people, school and security aimed at primary and secondary education and also aimed at professional and adult education. The APS national centre for school improvement, coordinates this transfer point. The topic of sexual intimidation is part of the broader topic of 'security'.

The prevention of sexual intimidation in health care is a matter of trade organisations. Much has already taken place in the field of preventing sexual intimidation. The subject has become more open to discussion; in care it is more and more perceived that bounds may be set. Every care provider, either individually active or functioning within institutions, must have a formal regulation on how to treat complaints. This obligation has been laid down in the complaint law customers care sector. The evaluation research of 1999 has shown that almost all institutions have a complaint regulation; with individual working care workers it is less visible whether they have a complaint regulation. The complaint law offers the possibility of complaining about anything to which the client is not satisfied.

Trade organisations attach much value to this subject. This has become clear from the fact that a large number of information leaflets have been published on how to deal with sexual intimidation. Also complaints offices on sexual intimidation have been established, and complaints procedures mediators have become available. Trade journals also give much attention to the subject.

Prevention of sexual intimidation at the police force is a subject that has been given attention

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<sup>27</sup> Letter from the State Secretary of Social Affairs and Employment, June 2000 (House of Representatives Documents, SZW 00-664).

for a long time. Recently the Labour Inspectorate has done research on the police force because in spite of the policy efforts to prevent sexual intimidation there is still a culture in which male colleagues confront female police officers with unwanted manners. The Health and Safety covenant, drawn up in August 2001, point of action are summed up which must prevent unwanted manners.<sup>28</sup>

### **viii. Honour killings**

Honour crimes occur in the Netherlands. However, the number of honour crimes committed in the Netherlands is not known. Honour crimes are not specifically defined in the Criminal Code, and motive is not mentioned in the murder statistics kept by the police and Public Prosecution Service.

The Minister of Justice and the Minister for Immigration and Integration are currently formulating policy which will provide greater insight into the nature and scale of honour crimes and honour-related violence in the Netherlands and are developing an approach to use for tackling the problem.

The government is also supporting initiatives to break the silence on taboo subjects. The Co-ordinating Minister of Emancipation Policy and the Minister for Immigration and Integration presented a plan to the House of Representatives in autumn 2003 which contains measures to ensure the emancipation and integration of women and girls from ethnic minorities. Some of these are designed to increase knowledge about rights and security in the target group. This encourages debate on taboo subjects like honour crimes.

In its fight against domestic violence, the government is also supporting initiatives that promote discussion about domestic violence among minority groups. Knowledge centres work with ethnic minority and women's organisations. Information dissemination and meetings with people from the target group are organised under the programme. At the meetings honour-related violence is also discussed. The programme is developing a method for promoting expertise among law enforcement professionals and support services.

Dutch non-governmental organisations – supported by the Dutch government, the European Union and private funds, among others – have developed initiatives and materials to help raise awareness about domestic violence and honour crimes. For example, the Turkish Community Advisory Association recently (2002) published a handbook that helps social workers recognise and report honour-related violence.

In 2003, TransAct, a national expertise centre which deals with sexual violence and is part of an international programme receiving support from the European Commission, conducted a quick-scan on the occurrence of honour crimes in the Netherlands.

Through its diplomatic missions, the Netherlands – frequently in cooperation with other donor countries and UN funds – supports various projects in developing countries to stamp out honour crimes. The introduction of GA resolution 57/179 in 2002 shows that the Netherlands is particularly active in the field of honour crimes within the UN context.

### **3. Emancipation and integration**

In March 2003 parliament was presented with the “Inventory of the cabinet policy on ethnic minority women and girls”. The Co-ordinating Minister of Emancipation Policy and the Ministries of Education, Culture and Science; Health, Welfare and Sport; Justice; and

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<sup>28</sup> Health and Safety Covenant Police, 16 August 2001.



Economic Affairs have contributed to this inventory. Besides this, round-table discussions have been held with women from the target group. Departments and members of the target group or people from organisations that work with and for the target group have also entered into dialogue with each other at a work conference.

The purpose of the inventory was to gain a comprehensive picture of the existing policy in the areas of education, participation in the labour market and economic independence, sexual autonomy and self-development for (poorly educated) ethnic minority women.

On 28 October 2003, the minister of Social Affairs and Employment, also Co-ordinating Minister for Emancipation Policy, together with the Minister of Immigration and Integration sent a plan of action on emancipation and integration to parliament. This plan of action focussed on the main themes, which are:

The main initiatives which directly relate to migrant women in the plan of approach are:

- To break through the isolation of women migrants and get them involved in the Dutch society;
- The social inclusion of women (grandmothers and mothers) whom the government was unable to reach;
- To improve the education of girls;
- To support the exchange of opinions and views between natives and migrants and between migrants from different ethnic backgrounds;
- To facilitate discussions between migrants about harmful customary and traditional practices;
- To consolidate the emancipation of migrant men.

Relating initiatives which indirectly relate to migrant women in the plan of approach are:

- To get more local and national authorities to pay attention to the needs and problems of migrant women;
- To consolidate the position of migrants and their organisations within the making of policy;
- To give policymakers more insight in the local and national position and the characteristic features of migrant women.

During the Dutch chairmanship of the EU, this theme will also play a role in the activities the Ministry of Social Affairs and Employment planned around emancipation.

In addition, the emphasis in the coming years will be on the positive improvement of chances for poorly educated women and for immigrant women who are in a vulnerable position.

Through support from the municipalities, the Commission on the Participation of Women Migrants (PaVEM) will stimulate more women migrants to participate in Dutch society and in the labour market.

In the plan of action, the ministers stated that the emphasis in emancipation policy must be shifted to the provision of regulations and facilities that will stimulate and ethnic migrant women and girls to come up with initiatives themselves. To encourage the migrant women and girls to take their own steps to improving their situation, a national campaign will be launched in which they will be addressed directly. Over €5.5 million will be allocated for this plan of action in the coming three years. Furthermore, on 1 September 2003, the Committee for the Participation of Women from Ethnic Minority Groups (PaVEM) was set up (see also next chapter: women and economy). This independent Committee has as its goal to support municipalities and to follow the cabinet in their campaigns to stimulate the participation of

ethnic minority women in all facets of Dutch society.

***Good practice: Independent residency status in cases of domestic violence***

Parliament was informed by letter on 17 October 2003 that the motions coming from its members Adelmund c.s. and Bussemaker c.s.<sup>29</sup>, in which the government was asked to adjust its relevant policy to ensure that if a person can be proven to be a victim of (sexual) violence within a relationship, this forms independent grounds for a residency status for persons who end their relationships and are in possession of a dependant's residency permit, were adopted.

In the case that the domestic violence is shown by means of submitting both a report from the police and a declaration from a (confidential) doctor in reference to the violence, from then on the continued residency of the person involved will be permitted. In cases in which official charges are made against the perpetrator, without any report being made of domestic violence, a declaration from the relevant authority which has been responsible for the official charges being made, in combination with a declaration from a (confidential) doctor is an also sufficient ground for granting continued residency. In the aforementioned cases it will therefore no longer be demanded as a condition that the person involved can prove that one of the remaining persuasive humanitarian reasons. The Aliens Circular will be adjusted in keeping with these policy revisions.

***Human rights in integration programmes***

With the assistance of the Minister of Large Cities and Integration Policy (1998-2002), the government looked into the extent to which the dissemination of information on human rights in the Dutch society could be incorporated into the educational part of the integration programmes. This led to the Co-ordinating Minister of Emancipation Policy granting a subsidy to the TransAct Foundation. This subsidy came from the theme subsidy fund for organisations contributing to 'Integration, Rights and Security' (2003). The subsidy was destined for a project which would list, evaluate and if necessary, enhance the methods and materials of integration courses on the rights and opportunities for women in the Netherlands, where special attention is given to their potential for standing up for themselves when faced with domestic violence.

During the Dutch Presidency of the EU (second half of 2004), the theme 'emancipation and integration' will also play a role in the activities the Minister of Social Affairs and Employment, also Co-ordinating Minister for Emancipation Policy planned in its emancipation programme.

In addition, the emphasis in the coming years will be on the positive improvement of chances for poorly educated women and for migrant women who are in a vulnerable position. Through support from the municipalities, the Commission on the Participation of Women Migrants (PaVEM) will stimulate more women migrants to participate in Dutch society and in the labour market.

**4. International**

**i. Women, conflict and security**

The fourth UN World Conference on Women in 1995 explicitly set the issue of "Women and

<sup>29</sup> Proposed on 7 November 2002 (House of Representatives Documents, 2002-2003, 28 600 VI, no. 45) and 8 April 2003 (House of Representatives Documents, 2002-2003, 28 600 VX, no. 101) respectively

armed conflict” on the international agenda. The UN Security Council passed a resolution (1325) on 31 October 2000 concerning women in conflict situations. This resolution was partly based on the Beijing *Platform for Action*. After Beijing, the Council of Europe came forward with a documented report on gender mainstreaming and various studies conducted on women as victims of conflict. In December 2000, the European Parliament adopted the resolution: “The role of women in the peaceful solution to conflicts” (2000/2025 (INI)).

*Women’s role in conflict prevention, conflict resolution and post-conflict reconstruction*

The Clingendael Institute, under the authority of the Department for the Co-ordination of Emancipation Policy conducted research on the related theme of the role of women in conflict prevention, conflict resolution and post-conflict reconstruction.<sup>30</sup> The institute was expressly requested to formulate conclusions and recommendations that were directly applicable to the Dutch involvement in (inter)national situations. The research was directed by a sounding-board group, comprising of representatives from the Department for the Co-ordination of Emancipation Policy of the Ministry of Social Affairs and Employment, and the Ministries of Foreign Affairs and Defence. The then Co-ordinating State Secretary for Emancipation Policy, Verstand-Bogaert, sent this report to parliament on 5 July 2002. In the accompanying letter, the establishment of the Taskforce *Women in Peacekeeping and Conflict Situations* was announced.

*Council of Europe Equality Ministers plan peace-building role for women*

In 2002 the Netherlands presided the Steering Committee *Steering Committee for equality between women and men* (CDEG), which prepared the Ministerial Conference which was held in January 2003. There, the European Equality Ministers called for a new approach to conflict prevention and post-conflict peace-building, which takes into account the needs and talents of women.

Meeting in Skopje, the ministers agreed on a package of measures to give women a voice at the peace table. They agreed that, if women were not fully involved in rebuilding democracy, efforts to create a stable society were likely to fail.

They called on governments to promote the full participation of women at all levels of decision-making and to encourage the integration of a gender perspective in all activities aimed at conflict prevention and resolution.

Governments need to be sensitive to the different needs of women and men when they draw up policies on conflict prevention, peace-building and post-conflict democracy, and every effort should be made to crack down on practices that marginalise women, such as family voting at elections, said the ministers.

The aim of the conference was to draw up policy guidelines that will bring a gender perspective to conflict resolution, peacekeeping and democracy-building. It will look at women's participation in the decision-making process, their contribution to the rebuilding of post-conflict societies and at the question of how to build an effective framework to promote gender equality.

The Ministers adopted a resolution and an action programme concerning the gender perspective and the role of women and men in conflict prevention, conflict resolution and post-conflict reconstruction.

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<sup>30</sup> T. Bouta, G. Frerks, *Women’s Role in conflict prevention, conflict resolution and post-conflict reconstruction*, 2002 (House of Representatives Documents, SZW 02-501).

*Taskforce 'Women in Peacekeeping and Conflict Situations'*

The Co-ordinating Minister of Emancipation Policy took the initiative in co-operation with the Ministries of Defence; Foreign Affairs and the Interior and Kingdom Affairs, to set up an independent taskforce of ambassadors who will operate independently for three years. The taskforce was installed on 15 November 2003.

The taskforce has the following tasks to accomplish:

- a. *promoting* the importance of increasing the role of women in conflict prevention, conflict resolution and post-conflict reconstruction;
- b. *actively promoting* an optimal implementation of a number of recommendations in the Clingendael Report and in UN Resolution 1325;
- c. *developing (or having others develop)* ideas and *accumulation and dissemination of knowledge and experience* in support of the various organisations involved;
- d. *initiating activities* that will promote the role of women in conflict prevention, conflict resolution and post-conflict reconstruction.

The taskforce will first and foremost be directed toward the development of training and course material for military and police personnel who are sent out to take part in military missions. In doing so, an analysis will be made of existing courses, training material used in other countries will be examined for usability, the personal experiences of military and police personnel that took part in missions will be shared and gaps in the current course material will be sought. In addition to this, the taskforce will also strive to have a gender paragraph inserted in operation orders.

In June 2004 the work plan of the Taskforce was sent to parliament. The Taskforce members have gained practical experience in peace missions, conflict resolution and post-conflict reconstruction. From those experiences the members of the taskforce will jointly work from March up till August 2004 to provide an analysis, in which they will indicate the sticking points in practice in the field of the role of women in conflict prevention, conflict resolution and post-conflict reconstruction. The members of the taskforce will not only use their own experiences, they will also exchange knowledge with relevant key persons at the departments and in the field. The analysis will be discussed with the departments concerned. They will jointly decide which bottlenecks will be taken up in 2005 and 2006. On the one hand they will translate this into policy consequences, which must be taken up by the departments and on the other hand it will be translated into concrete proposals for the Taskforce.

## **B. Women and Economy**

In recent decades the lifestyles of the Dutch have changed. In the previous century education, work and retirement was the standard pattern for men and care was primarily the task of women. Today that is no longer the case. People's needs are becoming more diverse when it comes to combining work with other activities, including care. Particularly people between the ages of 30 and 50 – the so-called rush hour of life – have difficulty combining work and care the way they would like to. Financial pressures and lack of time are the main barriers. Over the past few years the Dutch government has tried to make it easier for people to reconcile work and care. The aim is to meet the preferences of a growing number of working people with care responsibilities, but also to encourage more women to participate in employment and more men to participate in care.

The main objective in this policy area is to achieve a sustained situation in which as many people as possible can combine being economically self-sufficient with care responsibilities. To achieve this objective it is necessary to make more headway in the following three fields: promotion of labour market participation and the economic independence of women, promoting the share of men in responsibility for care and improving the possibilities to combine work and care throughout the life cycle of men and women.<sup>31</sup>

The concrete goals of the cabinet's policy are that by 2010:

- net labour market participation of 65% by women;
- a proportion of economically independent women in excess of 60%;
- the share of women in total income from employment in excess of 35%;
- the contribution of men to care to reach at least 40%.<sup>32</sup>

The emancipation policy is therefore focused on strengthening the economic independence of women through the means of earning an income from paid work. In achieving this aim, the strong preference of parents to care for their children themselves will be acknowledged. Most of the work / family arrangements offered are geared toward improving the feasibility of combining work and family responsibilities. In addition, the combating of discrimination within the area of paid work continues to demand attention.

The employment rate among women, young people and ethnic minorities is low. One objective is to increase the number of women in employment to 65% by 2010. Women, in particular, often have family responsibilities in addition to their job. The government is seeking ways to make it easier for employees, both female and male, to combine work and family responsibilities.

### **1. Promoting equal rights**

Combating discrimination must lead to men and women being treated equally. In the area of work, care and income, this boils down to enforcing equal pay, improving the quality of women's work and the position of female entrepreneurs in relation to pregnancy, delivery and adoption.

#### **i. Equal pay**

Enforcing equal pay is a responsibility the government shares with social partners; individual employers and employees are also expected to play an active role in 2000. The Minister of

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<sup>31</sup> *Multi-year Plan on Emancipation Policy*, p 23 (House of Representatives Docs., 2000-2001, 27061, no 3).

<sup>32</sup> *Multi-year Plan on Emancipation Policy*, p 23 (House of Representatives Docs., 2000-2001, 27061, no 3).

Social Affairs and Employment launched an action plan in 2000. Since then reports on the state of affairs and annual letters of progress in which new activities are announced are sent to Parliament. To reach the goal of equal pay, two instruments are being used:

- the general emancipation policy and the general minorities policy;
- the equal pay policy, directly focused on eradicating unjustified differences in pay.

The Minister of Social Affairs and Employment has initiated a number of activities including:

- Providing subsidy to the Equal Treatment Commission for the development of a quick-scan to investigate the pay policy of employers.
- The development of course material on, among other things, equal pay for works councils.
- Internet information on equal pay to employers, employees and works councils.
- Manual on gender-neutral job evaluation.

The Equal Treatment Commission will be given the opportunity to investigate an individual company or organisation if these are structurally imposing unequal treatment. This is stated in the Bill on the Evaluation Act on the Equal Treatment Act which has been approved by the Council of Ministers on the suggestion of Minister of Interior and Kingdom Relations.

The extension of investigative authority is derived from the evaluation of the Equal Treatment Act. Only if the Commission has received indications that a particular company or organisation is guilty of systematic unequal treatment, the commission can at its own initiative conduct an investigation into the practices of the organisation in question.

The Bill has been sent for consideration to the Council of State.

## 2. Participation / economic independence

### Working population classified according to gender and professional level (15-64 year)

	Women (x 1.000)			Men (x 1.000)			Women's partic. (in %)		
	1992	1995	2001	1992	1995	2001	1992	1995	2001
Working population	2,105	2,249	2,848	3,781	3,814	4,215	36	37	40
Elementary professions	150	170	211	190	230	269	44	42	44
Lower professions	620	582	687	1,000	928	1,000	38	39	41
Intermediate professions	779	869	1,136	1,478	1,498	1,616	34	37	41
Higher professions	365	400	582	698	702	865	34	36	40
Academic professions	95	115	205	316	320	396	23	26	34
Managers in higher and academic professions	14	15	43	83	94	125	14	14	26

Source: CBS (survey on the professional population), 2001

#### i. Part-time work

In order to make it easier to combine work and care and to increase women's participation on the labour market, the government has been promoting part-time work. An important instrument in these efforts is the Working Hours Adjustment Act, which came into effect in July 2000.

This law gives employees the right to reduce or increase their working hours, thus enabling them to adjust their work *structurally* to other responsibilities, such as care tasks or study. That right is subject to special conditions: an employer may refuse if it would lead to serious problems for the organisation itself (in terms of damage to substantial operational or departmental interests) there are urgent reasons for doing so. The law has been reviewed by the cabinet, who concluded to maintain the law in its current form. The act is part of the government policy to offer employees better opportunities to combine work and private life in

every phase of their life course. One of the benefits of (the right to) part-time work is, that is makes is easier for women to keep on working after the birth of their (first) child. In the Netherlands many people have part time jobs, particularly women.

## ii. Taxes

The new tax system, which was introduced on 1 January 2001, includes an important impetus to the economic independence of women. This occurs on the one hand due to the lowering of rates and a hefty rise to the tax reduction on wages. The combination of work and care will be directly promoted by the introduction of an individual combination reduction that will be granted to all employees with care responsibilities for children. The general tax reduction will be paid out directly to the dependent partner instead of, under the old system, to the breadwinner.

Since the beginning of 2004 an additional allowance has been introduced on top of the combination tax credit for the partner with the lower income. This measure stimulates the combination of work and care and increases labour market participation.

### **Good practice: Survey of the Tax System in the 21<sup>st</sup> Century**

One of the emancipation tasks of the Ministry of Finance concerned the Gender Impact Assessment (GIA) entitled Survey of the Tax System in the 21<sup>st</sup> Century. The object of this GIA was to examine to what extent the policy options included in the Survey contributed to or harm the objectives of the emancipation policy. The report was sent to the parliament in June 1999. The results of this GIA were used for the (further) formulation of the proposal for the Income Tax Act 2001. The way in which these results were used in the (further) formulation of the Income Tax Act 2002 is described in the 2000 Progress Report of the Interdepartmental Plan of Action on Gender Mainstreaming. Among the aspects discussed in the document is the introduction of an individual tax discount instead of the transferable basic allowance. This is regarded as highly positive in the GIA from the point of view of emancipation policy. The GIA also concluded that the introduction of a reduction in working hours is to be preferred from an emancipation point of view. A critical point that emerged in the GIA was that too little account was taken on care for children. Following up on this criticism, during the parliamentary debate of the bill, amendments were made to the bill to include child discounts (as argued for in the GIA).

## iii. Poverty

It is apparent from investigative analyses that gender is a determinant of (the risk of) financial poverty via single parenthood. In other words deprivation occurs more often among single parents (mainly women). This can be partially explained by the fact that the proportion of single parents with a long-term minimum income is higher than average, and by other factors such as spending patterns. Generally the proportion of single parents with a (long term) minimum income declined sharply between 1995 and 2000. It has been surveyed per target whether male-female differences play an important role in the issue. In policy fields, such as the calculation of benefits for single parents, the reintegration of single parents in the assistance system and the separate provisions for the relief of women within the entire social relief system, there is an evident distinction between male and female. Where relevant, discussions are being hold with the departments involved during the ongoing NAP (National Action Plan for combating poverty and social exclusion) process, to determine how to take account of the male-female issue differences in implementing targets and policy measures.

## 3. Combining work and care

The government aims to stimulate partners in a household to share the responsibilities of work

and care more evenly, allowing women to participate more on the labour market whereas men have a greater share in care tasks. At the same time, several (statutory) arrangements facilitate the combination of work and care. They are characterized by:

- an emphasis on creating time for child-care responsibilities, by granting the right to work part-time and through the right to various forms of leave;
- a financial scheme per leave arrangement, taking into account the responsibility of each of the parties involved (government, employers and employees).

The two most important policy instruments are the Working Hours Adjustment Act (July 2000) and the Work and Care Act (December 2001).

### ***Working Adjustment Hours Act***

This Act gives employees the (claused) right to increase or decrease their working time. As a consequence employees can adjust their working hours to *extra* child-care responsibilities in particular phases of their lives (for example, working fewer hours while the children are small), but also to *reduced* child-care responsibilities during other life phases (working more hours when the children have left home). Equal treatment for full-time and part-time employees is guaranteed by the Equal Treatment of Working Hours Act from 1996.

### ***Work and Care Act***

The Work and Care Act, in effect since December 2001, offers possibilities for adjusting work *temporarily* in order to fulfil pressing care tasks. The Cabinet intends to expand this law to include a right to take long term leave to care for a dangerously ill child, partner or parent. The Bill containing this right is currently awaiting parliamentary discussion.

To facilitate the *temporary* adjustment of working hours a number of entitlements to leave are set down in the Work and Care Act.

In the next few years the work and care policy will be characterized by:

- *rounding up and streamlining*. The Bill for Long term Care Leave (5 July 2002) provides for a (claused) right to a maximum of six-weeks leave if a partner, parent or child is dangerously ill. The proposed right to long-term care leave can be seen as the ‘closing chapter’ to the Work and Care Act. Furthermore, the cabinet aims to introduce a general financial scheme for longer leave during working life: the so-called Life-Course Arrangement. The aim is to introduce the new scheme in 2006.
- *evaluation and improvement*. The Work and Care Act will be evaluated in 2004 and the Adjustment of Working Hours Act has been evaluated in 2003. Where necessary and possible this will lead to an improvement in the law and in the rules.
- *increasing the effectiveness* of the work and care policies by optimal publicity on the (statutory) arrangements available. The dissemination of information on the existing and the new measures will be continued.

### ***Life-course arrangement***

The government intends to introduce a life-course savings scheme. The aim of this scheme is to financially facilitate longer periods of unpaid leave for employees, to support them in combining work and family responsibilities throughout their working life. The basis of this new scheme will be the existing fiscal leave-saving scheme, which will be extended and made more attractive.

The arrangement will offer employees more options for spending their time on work, care, education, reflection and leisure. Furthermore, being a savings scheme the life-course arrangement ensures that employees will make their own contribution. A Gender impact assessment on life-course arrangements will be carried out in 2004.



#### 4. Childcare

An important precondition for improving women's participation in the labour market is the availability of sufficient and affordable day care. During the report period the government has invested greatly in day care. To achieve this, a mixture of policy instruments was opted for. In the first place, the regulation for the extension of child care, after-school care and family home care served as a stimulus to municipalities to extend the number of day-care places. The number of places rose from over 93,000 in 1998 to nearly 185,300 in 2003.<sup>33</sup> This growth was especially concentrated in the after-school care sector (from 19,000 to 61,600 places). With this action the waiting lists for day care were considerably reduced and in many parts of the country a situation has developed where supply and demand are in balance.

The fiscal advantage for employers who contribute to the costs of day care for the children of their employees and the fiscal advantage for parents who pay for day care was increased in 1999, 2000 and 2001. In part due to the fiscal stimulus, social partners have taken upon themselves to intervene in businesses and company branches where they concluded agreements concerning the contribution of employers to the costs of day care for their employees. By mid-2003, almost 70% of employees could take advantage of the scheme that provides for employers' contribution to day care.

##### *Childcare Act*

In recent years the government has invested funds in a major expansion of the number of childcare facilities. The supply has doubled in the past four years. A new law called the Childcare Act will be implemented in 2005. This law will reform the existing system. 'Demand-side funding' provides via the parents will replace 'supply-side funding' provided by the municipal authorities. This law aims to make it easier for parents to arrange a childcare place for their child, enabling them to better combine work and care. The law will regulate the financing, parental contribution and quality more adequately. The existing tax measures for child care will be incorporated into the Childcare Act.

##### *Monitoring*

The level of the employer's contribution and the supply and price of childcare facilities are studied regularly. The percentage that employers contribute towards childcare costs is studied every year. In 2003, 63% of the employees contributed towards the costs of childcare. Of this percentage approximately 68% of the employees contributed toward the costs of childcare for 0-4 year olds and approximately 46% contributed towards costs for 4-12 year olds.

In the estimates for 2005 it is assumed that 68% of the employees contribute towards costs of childcare. This concerns 75% of the employees under the regulation for 0-4 year olds and 54% under the regulation for after school care. The non-associated and small employers are lagging behind the large employers and those who are member of employers' organisations. Just for 2004 the Cabinet has introduced tax incentives to encourage more small and medium-sized companies to contribute towards their employees' childcare costs.

Developments in the supply and price of childcare are also monitored. At the end of 2003 there were approximately 191,000 childcare places. With most children in part-time care, 1.8 children make use of each place. The supply in urban areas is higher than in the countryside, with figures varying from 8 to 20 full-time places per 100 children aged 0-4.

Childcare rates have risen dramatically in recent years, in part due to improvements in the pay of childcare personnel. In 2004 a full-time place in a day-care centre and after-school care cost €13,400 and €7,015 a year, respectively.

<sup>33</sup> *Monitor expanding childcare 2003* (Monitor uitbreiding kinderopvang 2003); VdMA, Deloitte & Touche/ ICS advisors, November 2003 (House of Representatives Documents, SZW 04-466).

## 5. Specific measures

### i. Women re-entering work

If the participation of women in the labour market is to reach 65% as aspired for by the government by 2010, then an extra stimulus is required. In this context, parliament called for a Plan of Action to get potential returnees without social security, in particular women, back into the paid work force. This plan was sent to parliament in 2001, and was further actualised in July 2003. On 1 October 2003, this plan was discussed with and subsequently endorsed by the permanent parliamentary committee for Social Affairs and Employment. The actualised plan of action is geared toward finding jobs for 50,000 returnees between 2002 and 2005 (this entails paid work of 12 hours or more per week).

It has been acknowledged that there is a mismatch in the labour market: the returnees' desire to have a paid job again does not match the requirements of employers. Women returning to work are often either poorly or no longer sufficiently qualified. In addition, supply and demand vary widely per region in the country. For this reason, the covenant approach has been adopted as the most important instrument in achieving the goal.

Before the summer of 2004, the three existing regional covenants for women returning to work must be extended to 25. The parties involved include at any rate the Centres for Work and Income, municipalities, employers and as many educational institutions as possible. Concrete agreements will be made with these parties concerning the placing of returnees in paid jobs, whereby recognition of prior learning, dual schemes, reintegration schemes, learning placements or other educational possibilities can be used to get the plan up and running. Besides this, sector or branch representatives will be sought out who are willing to become part of the existing covenant with nationwide parties. Agreements will be made with these representatives that should lead to a greater flow of returnees into a particular sector or branch due to the removal of obstacles (in terms of qualifications and other problems) or through supplying focused information on the returnees. In the covenant agreements, agreements that improve the opportunities of migrant women returning to work will be given special attention due to the pronounced under-representation of certain women within ethnic minority groups. The covenant parties will report four times a year to the ministry on the results they have booked.

Besides promoting the return of women to work, the cabinet also wishes to discourage women from leaving their jobs when they have children and if this choice is still made, to try to prevent the women becoming too far removed from the labour market. In the coming year, the social partners will be consulted in deciding what measures should be taken to further support this policy.

### ii. Single parents

In the Multi-Year Plan on Emancipation Policy (2000), a study was announced that would investigate the relationship between alimony (for children), social security and the potential of single parents to become economically self-sufficient. The study revealed gaps in the setting and in the collection of child support, resulting in the situation that, after a divorce, social security is 'automatically' applied for.<sup>34</sup> A stricter regulation can prevent this passing on of responsibility to the social security system. In response to the results of this research, the cabinet set up a so-called interdepartmental policy study. This study focused on the extent to which alimony responsibilities were fulfilled as well as the consequences of the increasing diversity in the formation of families (up until now, the child support regulation caters mainly

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<sup>34</sup> G. Jehoel-Gijsbers, L. Kok & L. Janssen, *Single parents, the combination scenario and child support, a study into bottlenecks and solutions in legislation and implementation*, 2001.

to a formal divorce after a marriage). This study was completed in 2002.<sup>35</sup> The findings of the study prompted the cabinet to review the law on child support. A new bill is currently being debated on by the House of Representatives.

### **iii. Women of an ethnic minority background**

The labour participation of women of an ethnic minority background in the Netherlands is relatively low. Among Turkish and Moroccan mothers and refugees, in particular, participation in the labour market and social activities is declining sharply. Improving local coordination of initiatives for migrant women is a key aim.

The policy document Labour Market Policy for Ethnic Minorities, Plan of Action 2000-2003, comprised of proposals aimed at closing the gap between the participation of women from an ethnic minority background and native women in the work force and to remove bottlenecks. The measures were above all geared toward Turkish, Moroccan, Surinamese, Antillean and refugee women.

As a result of research, in which the opportunities, obstacles and stimuli for promoting the participation of (single) women from ethnic minority groups in the work force were analysed, the Committee for the Participation of Women from Minority Groups in the Labour Market (AVEM) made a number of recommendations. These were in chief the improvement of integration programmes; the recognition and exploitation of capacities; the expansion of day-care facilities; the stimulation of participation in the work force; reaching the target group; combating the slide into poverty; directing, monitoring and evaluating.

In response to the Committee's recommendations, the cabinet passed measures aimed to eliminate obstacles to the participation of women from ethnic minority groups in the labour market and to better reach this group. Examples of such concrete measures include an information campaign on day care, providing employers with information on dual schemes and the making of covenants for women returning to work, in which specific attention is given to ethnic minority women.

The cabinet also installed in 2002 the Committee for the Participation of Women from Ethnic Minority Groups (PaVEM) for two years to support municipalities in increasing the participation of these women both in the work force and in society and to keep a close, critical eye on the cabinet's implementation of the action points from its reaction to the recommendations of the Committee. In March 2003 parliament was presented with the policy inventory for the 'emancipation and integration' plan of action.<sup>36</sup> (See also emancipation and integration in the previous chapter.)

## **6. Daily Routine**

New agreements are needed in order to match the allocation of space and time to the combination of work, care and free time. This concerns various measures that actually make this combination possible. Shops, facilities, schools, day-care centres and sports fields lie far apart. Working hours and the opening hours of facilities could be better co-ordinated. If people are to combine work and care, their routine will have to be tailored to this. It is important to take account of a wide variety of life-styles, living environments and care needs. For many people, the need for more time has replaced shortage of money. The time factor is an important item on the agenda of the employers' organisations and trade unions. Issues such as more flexible working hours and saving up leave are a recurring theme. All parties

<sup>35</sup> The child in the central place, responsibility remains. Final report of the alimony policy work group. Interdepartmental policy research, 2002.

<sup>36</sup> *Emancipation and integration*, 2003, House of Representatives Documents, SZW 03-194.

concerned must reach new agreements in order to improve the match between working and social hours. Cultural change in working organisations plays a role here. The life-cycle perspective for individuals and social diversity play a key role in considerations about time. Furthermore, less time pressure for individuals leads to improved welfare and a better physical and mental condition for everyone.

#### **Good practice: Daily Routine Incentive Scheme**

In 1999 the Dutch government provided 27 million euro for four years for the Daily Routine Incentive Scheme, which was initiated and implemented by the Daily Routine Project of the Department for the Co-ordination of Emancipation Policy. The purpose: to stimulate local experiments to find new ways to make the combination of work and family life in the Netherlands easier. 140 experiments - conducted between 1999 and 2003 - were the result of the Daily Routine Incentive Scheme. They took place throughout the country and in a number of areas. The experiments provide good examples and prove that adaptation to bottlenecks that women and men experience in their work-life balance is possible. Creative new alliances between companies, (local) authorities, and social organisations such as schools, childcare and care facilities result in simple but powerful solutions. The results of these experiments provide national and local policymakers and employers with input for further development of work-life policy.

The innovative project, which was supported by a Daily Routine Committee was implementing the Daily Routine Incentive Scheme and was supported and came to an end in 2003. The 140 experiments, in which 1,000 organisations co-operated with each other, resulted in a great number of concrete solutions and products to facilitate the combination of work and household responsibilities. These solutions include 'mother contracts', flexible work hours, new forms of day care (little rascal bus), service points and convenience counters, small-scale businesses in day care and care of the elderly, the development of localized time-control policy, safer routes from home to school (children's ribbons). Two thirds of the experiments will be completely or partially continued, have been embedded in local policy or else the results have been taken over by other organisations, sectors or regions.<sup>37</sup> Meanwhile the Department for the Co-ordination of Emancipation Policy is exploring new ways to expand this innovative approach.

#### **Experiment: Mothers operate only during school hours**

Operating is almost a round-the-clock business. So shift work is required. This requires fine-tuned planning, but it is possible. The University Medical Centre (UMC) obtained two extra teams for the operating room due to an innovative 'mother contract', whereby parents with children are available for work only during school hours. They do not work during vacation periods either. Women started to work again as operating room assistants. They work from 9:15 in the morning to 2:45 in the afternoon. Wednesday is free. Together they 'man' the two operating rooms. Capacity problems have dwindled and experience and know-how has been retained for health care. In short, many are happy with this solution. Including men. In the meantime a contest is underway to find a new name for the 'mother contracts'.

In approximately 20 experiments, the emphasis laid on migrant and refugee population groups. This has led to, for example, greater awareness of the possibilities of day care and

<sup>37</sup> S. Keuzenkamp (ed.), *Better for the Day. Evaluation of the Daily Routine Incentive Scheme*, research report 2003-2.

greater accessibility, it has also led to contracts for volunteer workers in home-care organisations as well as methods for drawing people into the labour market, giving great attention to the problems of juggling work and care. Telework has been arranged for Turkish and Moroccan women and ethnic minority mothers have been given the position of contact parent at their children's school.

A number of experiments have led to the development of models for small-scale businesses in care. These businesses focused on small-scale day care in rural areas and on temporary care for the elderly who are dependent on voluntary aid. Special attention was given to independent ethnic businesses.

In 2000 and 2001, a Dutch government campaign 'Combining work and household responsibilities' was launched on two occasions. In 2002 and 2003, solutions were sought for bottlenecks in the work/home issues across a broad spectrum of society via specific magazines and an interactive web site.

The Daily Routine Committee (2001) conducted a variety of investigations, among other things into the needs of parents and children and into financing and exploitation models for multifunctional accommodations and service problems. In January 2002, the Committee presented its *Recommendations for Daily Routines*, in which they made concrete proposals for better co-operation between education, day care and leisure facilities.<sup>38</sup> The core proposal was the concept of day arrangements: a continuous supply of facilities for children in a close-fitting programme; the flexible use of buildings for education, child care and leisure activities as well as combination functions. These recommendations were included in the so-called Compilation Letter. Simultaneously, the Committee published the *Guidelines for Multifunctional Accommodations* to assist municipalities in stimulating the process of co-operation.<sup>39</sup>

A cabinet reaction to the final recommendations of the steering group and an implementation plan are being prepared in 2004.

In the European Social Fund – objective 3 programme, the Daily Routine was included as the sixth cluster. In the period covering 2000 to 2006, 1% of the total available ESF 3 budget in the Netherlands was made available for new experiments aimed at improving the combination of work and care, this amounted to €17.5 million. A Daily Routine ESF 3 subsidy scheme has been set up and an annual application round is being organised where the emphasis will be on specific attention points and priorities. In 2002, 27 local experiments were initiated; in 2003 about 70 new experiments were started. These experiments cover the following themes: 'ethnic minority task combiners', 'small-scale (care) businesses', 'rural areas', 'localized time initiatives/time bureaus', 'flexible school times and day care', 'flexible work times' and 'time, space and transport'. Besides this, the implementation processes are being executed in order to spread the successful results of earlier experiments to other organisations and to insert them in local or governmental policy or elsewhere.

A plan is being prepared at present for 2004 to improve the social infrastructure and to stimulate municipalities to give active shape to policy focused on education, child care and leisure facilities and combination functions in education, care and sport. If necessary, extra ESF-3 funding will be provided.

Within the scope of the European Union's community framework strategy on gender equality 2001-2005, the transnational project *Daily Routine Arrangements, from local practice to*

<sup>38</sup> Recommendations by the Daily Routine Committee, The Hague, January 2002.

<sup>39</sup> Daily Routine Arrangements Committee, *A Guideline for Multifunctional Accommodations*, January 2002.

*national policy* was implemented in 2002 and 2003. The Department for the Co-ordination of Emancipation Policy co-ordinates this European project. In co-operation with organisations in Finland, Italy and France, local and national policy and practices relating to the combining of work and household responsibilities were researched. The project took 18 months. The activities pursued were: comparison of policy and practice; research trips to the participating countries, a publication on policy and good practices and a European closing conference in January 2004.

### C. Power and Decision Making

This policy priority concerns the number of women represented in decision-making positions, such as the leadership of companies, the management of social organisations, political positions and the public administration, as well as their representation in the mid-level management in organisations. Specific attention is given to the position of ethnic minority women and to the promotion chances of women in the work force, also in terms of mid-level positions.

In the Multi-Year Plan on Emancipation Policy, achievement indicators were formulated for the participation of women in higher, influential positions. The government bodies and the companies themselves are first and foremost responsible for achieving these target figures. In light of the considerable social and economic interest involved, the government must take on the role of actively stimulating the involved parties. The problems are largely recognised, solutions have been sought for a long time, but satisfactory results still have to be achieved. For this reason clear incentives are still necessary.

#### 1. Politics and public administration

Both on a national and on a provincial level, it appears that the political culture and the 'terms of employment' constitute the chief obstacles to women becoming delegates. In both areas, primarily the Minister of the Interior and Kingdom Relations has taken initiatives to remove these obstacles. The Minister of the Interior also issues a summarized process report annually.

#### Women in senior positions

	Reality in 2000	Reality in 2002	Target for 2010
Cabinet	31%	21%	50%
House of Representatives	36%	35%	50%
Senate	28%	28%	50%
European Parliament	36%	36%	50%
Provincial Councils	31%	28%	50%
Municipal Councils	23%	23%	45%
Queen's Commissioners	8%	0%	30%
Mayors	17%	19%	40%
Water Authority Executives	9%	11%	30%
Council of State, General Chamber of Audit	16-22%	20-25%	40-45%
External advisory bodies Judiciary	38%	41%	50%
Senior police force positions, Interdepartmental Commissions, Independent Administrative Bodies	4-10%	6-10%	20-30%
Senior civil servants (from Scale >15)	9%	11%	30%
Senior private sector posts (Top 100, Managing and Supervisory Boards)	4%	5%	20%
Senior posts in non-profit sector: care and welfare (Managing and Supervisory Boards)	25%	31%	45%
Senior posts in non-profit sector: other (Managing and Supervisory Boards)	13%	16%	35%

Source: Emancipation Monitor 2002, Vereniging Vrouwenbelangen, Ministry of the Interior and Kingdom Relations, 2001.

#### Concrete objectives

On the basis of the Emancipation Monitor 2000, the former cabinet has set a number of quantitative targets for 2010. These targets, or calibration points, are based on acceleration of the positive trends emerging in the promotion of women to decision-making positions and the female potential available for these posts. The quantitative targets show the cabinet's

ambitions, which will have to be realised by others: political parties, social organisations, companies etc. The targets are intended as performance indicators for all concerned: they make it possible to monitor developments over time and to determine whether efforts in this field are successful, or whether additional measures are needed. They also provide leads for organisations and companies that may wish to draw up their own performance indicators.

The cabinet based the performance indicators on the following principles:

- For political positions, the previous targets (an increase of 5% per election will be maintained until proportional representation is realised);
- For senior positions in public administration, the civil service and the business sector (including Queen's Commissioners and water authority executives) where the proportion of women is currently low (less than 10%), the targets are based on doubling of female participation in the years 2000-2004, followed by annual growth of two percentage points;
- For other senior positions in public administration, the civil service and the business sector (including Mayors) where the proportion of women is already reasonable (>10%), the targets are based on annual growth in the proportion of women by two percentage points.

### **i. Dualism and local democracy**

In order to implement the recommendations made by the state committee Elzinga, a 'modernising impetus to dualism and local democracy' has been developed in co-operation with the Association of Netherlands Municipalities. An important goal of this modernizing incentive is to break open the political culture by introducing dualism, allowing the councillors to profile themselves more effectively as delegates. This should make the position of councillor more appealing to a wider diversity of citizens. In the evaluation implemented under the authorization of the Minister of Interior and Kingdom Relations, it will be judged whether this effect has in fact taken place.

Via the web site of the Modernising Impetus in Local Government, a guideline for the recruitment and selection of female and ethnic minority candidates has been disseminated, in the first place geared toward the municipal council elections in 2002.

Research has been conducted into the reasons behind the premature retirement of women from local politics as well as possible explanations for their shorter terms in office. The research confirmed that a relatively larger number of women retire prematurely or only serve one term in the council. It turns out that cultural factors are not the most important factors in explaining this phenomenon. The most important factor is lack of time and problems in combining council work with paid work and/or family responsibilities. This holds true for the entire age category between 25 and 45, both men and women who leave office prematurely. In light of the fact that women still leave office significantly earlier than men, it can be concluded that they find the three-fold burden of work, family responsibilities and politics heavier to bear than their male counterparts.

### **ii. Ethnic minority women with a (local) political ambition**

In the project 'Breeding Pond', introduced by the Multicultural Institute for Political Participation courses are offered to ethnic minority women with a (local) political ambition. Since June 1999, a number of already elected politicians have taken part in an adapted version of the programme. With its sights on the elections of 2002, the Minister of Interior and Kingdom Relations increased the number of study places in the Breeding Pond. A total of 50 women have followed the course to date. In the meantime, a tracking system has been developed to monitor the political career of the course participants.



### **iii. Terms of employment**

A proposal to change the Constitution in order to allow for the temporary replacement of members of the representative bodies in the case of pregnancy, maternity or illness is under review. Parliament has also received proposals for the introduction of secondary terms of employment for provincial and local political office-holders. These have bearing, among other things, on facilities such as day care that could lighten the burden of combining public office with responsibilities in the home.

## **2. Senior functions in profit and non-profit sector**

Few women in the Netherlands hold senior-level, management or decision-making positions in the business community, politics, government, academia or social organisations. Women are represented the least in decision-making positions in trade and industry. In 2001 26 percent of management positions were held by women. Women occupy just 5 percent of the seats on the management and supervisory boards of large companies. The story is similar outside the business community, even in areas in which one would not expect it, such as education. In 2000, for example, 14 percent of primary schools and 10 percent of secondary schools were run by women and in academia only 5 percent of professors were women. There are also certain business sectors in which few women work, such as industry and transport. The issue is not just about the upward mobility of women, but also about their presence in certain sectors.

### *Targets*

The government has set targets on the basis of which companies and institutions can judge whether they are in line with wider social objectives. The government aims to double the number of women occupying senior positions in 2004, i.e. on management and supervisory boards, and in business. After 2004 the number of women in senior positions should increase by 2 percent a year. The goal for the non-profit sector is to have women in 45 percent of senior functions in care and welfare in 2010 and in 35 percent in the socio-economic non-profit sector.

Firm targets have also been fixed for government itself. The share of women occupying senior positions in the ministries, provincial executives and other boards must grow from 7 to 25 percent by 2010.

### **i. Glass Ceiling**

In the upper echelons of the labour force – in companies, in the government and in non-profit organisations, the rise of women to senior and decision-making positions also appears to be stalled. The tenacious ‘glass ceiling’ is still in place, an uneasily breached division between the senior and middle echelons of organisations, maintained by a divergence of visible and invisible mechanisms.

Different studies have been conducted on certain aspects of the glass ceiling, for example the state of affairs as reflected in figures, categorized according to sector, the role of the organisation culture and the function coaching can have as an instrument to change organisations and make them more accessible to women.

### **ii. Mixed – Toward a better m/f balance in the work place**

The lack of upward mobility for women is not exclusive to the Netherlands, but is also an issue in other European countries. Gender segregation in the labour market, including the failure to promote women to senior functions, is one of the attention points in the European Social Fund’s Equal Programme. To remove the barriers, European subsidies are available from the European Social Fund (ESF) via the ESF-Equal subsidy programme. The ‘Mixed’

Project is financed with this subsidy and with funding from the Department for the Co-ordination of Emancipation Policy of the Ministry of Social Affairs and Employment – approximately €5 million in total.

#### **Good practice: Mixed – toward a better m/f balance in the work place**

‘Mixed’ was launched in 2002 and focuses on companies and organisations, and on their female employees, their managers and their human resources personnel. The goals of the project are to:

- develop, distribute and test in practice instruments and resources that enable upward mobility of women;
- place and keep the upward mobility of women on the agenda, wherever they are employed.

Nine different instruments, divided into three tracks, are being deployed to achieve these goals. These tracks are centrally directed and fall under an umbrella campaign:

- Talent – increasing and making more visible the supply of female talent in companies and organisations (courses, coaching, mentoring).
- Culture and Organisation – creating the preconditions for the better use of female talent in companies and organisations (recruitment and selection, career policy, changing the culture).
- Embedding – using the international certification instrument *Investors in People* to embed measures within the regular personnel policy that improve the promotion options for women.

Pilots using the available instruments are Mixed’s chief means of achieving its goal. A wide diversity of companies and organisations are participating in these pilots. Thirty pilot schemes have been set up in companies and organisations and these vary in size, sector, the state of affairs relating to attention to diversity and promotion and the level of influence they exert in their own sector. The point of departure for the pilots is that in each track there are pilots that devote special attention to the position of ethnic minority women. The international exchange of knowledge and experience is an essential element of the project. Mixed works closely with a comparable project in Greece, called Ariadne. Information on the Greek experiences will be made available to the Dutch and vice versa.<sup>40</sup>

The development of an international benchmark is part of the Mixed project. A preliminary study has been completed which investigated the common departure points offered by internationally relevant ‘sustainability reports’ produced by companies in terms of the position of women. The results will be followed via a participation index and benchmarking.

### **iii. Benchmark Women in Senior Positions**

In the Multi-Year Plan on Emancipation Policy (2000), performance indicators were set both for the government sector and the business sector. The next step to this has been the ‘Women in senior positions’ benchmark which is now being developed. The first benchmark report was presented to parliament in April 2003.<sup>41</sup> The purpose of this benchmark was to develop points of reference. This will enable the Department for the Co-ordination of Emancipation Policy of the Ministry of Social Affairs and Employment to make a comparison between

<sup>40</sup> More information on content, participants and the progress of Mixed can be found at [www.mixed-equal.nl](http://www.mixed-equal.nl)

<sup>41</sup> K. Zandvliet c.s., *Women in senior positions, developing a benchmark*, November 2002. House of Representatives Documents, SZW 03-234.

various different sectors of the labour market in terms of how accessible senior positions are for women and therefore how thick or how thin their glass ceiling actually is. This first benchmark is quantitative in nature. The next step is to extend the benchmark's reach by adding a qualitative dimension. This implies that details concerning the characteristics of the organisations such as terms of employment in relation to combining work and care, part-time positions at higher levels, recruitment, selection methods and the career policy will all be included in the benchmark.<sup>42</sup>

As of 2004, independent companies will also be able to use the benchmark to judge their own results. Based on the details they have supplied themselves, they can estimate their placing vis-à-vis other companies in comparable or different sectors. This can serve as an impetus for them to take measures to improve women's chance of promotion.

#### Proportion of female managers by sector and by branch of employment

Sector	Branch of employment	% women	% women with higher education	% female managers
Profit	Agriculture and fisheries	27	13	17
	Manufacturing and construction	17	16	5
	Commercial services	38	26	17
Non-profit	Non-commercial services	61	53	37
	Education	54	55	28
	Health care and social services	79	64	54
	Culture and other services	53	44	38
Government	Public administration	37	36	23

source: K. Zandvliet, *Women in senior positions, developing a benchmark*, Den Haag, 2003.

#### iv. Network of Ambassadors

##### good practice: Network of Ambassadors

The network of ambassadors comprises a group of prominent individuals from the public and private sectors who commit themselves for a year to promoting the upward mobility of women. To accomplish their goal they set concrete points of action, targeted at their own companies, the sector or the network. The network of ambassadors is an initiative of the Department for the Co-ordination of Emancipation Policy of the Ministry of Social Affairs and Employment and the Ministry of Economic Affairs.

The first network focused on the service industry, the goal of the second network was to shed light on female talent. In 2004 the third network of ambassadors has assumed task of improving opportunities for women to move into senior positions.

In 2002, 14 prominent business people were active members of the first ambassador's network. The chairperson was mr. E. Kist, chairperson of the Board of Management of the ING Group. The network has proved to be an important impetus to getting the promotion of women to senior positions in the business sector on the agenda. The positive response from within the business sector led to a second network being set up in March 2003, again for the duration of one year.

This network was chaired by mr. G. Cerfontaine, president-director of the Schiphol Group. While the emphasis in the first network was on the business sector, the second group of 'ambassadors' came from other sectors. The universities, the technical sectors, the IT industry, the health-care sector and the municipal governments all were represented in the

<sup>42</sup> See also [www.glazenplafondindex.nl](http://www.glazenplafondindex.nl)

second network. The employers' organisation VNO-NCW played a more active role in the second network.<sup>43</sup>

Twenty ambassadors each formulated three action points aimed at their own companies, their own sector or network or focused on the general PR surrounding the issue. The action points had to be concrete, with a knock-on effect on other organisations and be realised within a single year. They ranged from target figures and quantitative objectives in relation to the participation of women in internal management courses to the formation of networks or organising meetings on opportunities and barriers when it came to utilizing female potential. The network's common emphasis is on making female talent visible. Opportunity in Advice is providing logistical and content-based support.

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<sup>43</sup> See also: [www.ambassadeursnetwerk.nl](http://www.ambassadeursnetwerk.nl) (only in Dutch).

## D. Education

### 1. Primary and secondary education

With the policy document *Crystal of Chances* (1998-2002) gender mainstreaming has become a central element within the policy objectives of all field directorates. This led particularly to embedding numerous additional activities and projects into regular implementation of policy of schools, institutions and regular support.

The realisation of equal treatment of boys, girls, natives and ethnic minorities is an important point within primary education. Because of this, main goals for primary education, on the one hand, the (starting) competence requirements for teachers (training) on the other hand are important.

The point of interest ‘the handling of similarities and differences between sexes’ has also been explicitly taken up within the main goals which apply the basic curriculum of the secondary education. Students are taught how they can handle and name cultural and gender similarities and differences and how they themselves can become aware of the equal treatment of women and men.

Gender-aspects have been taken into account when realizing the legislation for the second phase and the planning of the study house. The current profiles of the second phase have been arranged on this. Especially at the planning of the bèta-profiles both in the construction and in naming gender differences which are reflected on education. In the current evaluation of the second phase the gender aspect remains a point of attention.

#### **Good practice: study of diversity criteria in teaching materials**

The principle adopted by the Ministry of Education is that a vigorous teaching environment should deal with differences in:

- environments and perceptions of the environment
- talents and learning styles
- knowledge and experience of IT
- accessibility of education
- social and emotional development

Differences between students often call for differences in approach. The use of IT makes it possible to focus education more on students’ individual needs and abilities. This makes IT an ideal way to create powerful learning environments by letting the IT teaching material reflect the differing learning styles of young people, including those of girls and of boys. In 2001 a study of the diversity criteria was made which can be used to analyse teaching materials. These criteria are made available to the teaching materials based on the Knowledge Net in 2001. Teachers and lecturers are able to select suitable software for their students using this database. In addition, content is being developed that takes account of the differences mentioned above.

### 2. Higher Education

Since 1999 the participation of women in higher education has been higher than that of men. Their participation to the more exact and technical studies has been, however, unrelentingly proportionally low. Compared to native Dutch of the same age category, both males and females of non-western minority background still take insufficiently part in higher education. At University level, the arrears for women is smaller than that of men, in the higher profession education the arrears of women is larger than that of men. Moreover it seems to be that the development in the participation of ethnic minorities though, is moving in the right direction as a result of the disproportional high level of transfer of successful ethnic minorities

from secondary education to higher education, in particular for higher professional education.

### Education level of the population 15-64 year olds (according to ethnic background and age)

	primary	mavo <sup>44</sup>	vbo	Havo/vwo	mbo	hbo	wo	Total (x1000)
<b>Women</b>								
Total	15	11	15	7	31	15	5	5332
Dutch	12	11	16	7	33	16	5	4324
Ethnic minority	27	11	11	8	23	13	6	1007
<b>Men</b>								
Total	13	8	15	7	33	15	9	5469
Dutch	11	7	15	6	36	16	8	4443
Ethnic minority	25	9	14	9	22	13	9	1025

Source: CBS (survey population), 2001.

### 3. The Proportional Representation of Women in Educational Management Posts Act

The Proportional Representation of Women in Educational Management Posts Act has been in force since 7 March 1997. It encourages educational institutions to make a conscious effort to achieve proportional representation, without undermining the governing body's responsibility on appointments policy. From 1998 onwards, the making of a plan to achieve this was made obligatory: if women are underrepresented in the positions mentioned in the Act, the educational organisation is obliged to draw up target figures for increasing the representation of women and take concrete measures within a time schedule to achieve these target figures.

It is the responsibility of the invested authorities themselves to set target figures for their schools, based on the figures published by the Ministry of Education, Culture and Science. The most recent figures for primary education are: 76.8% of the teaching staff are women and 18.4% of the management positions are occupied by women. In secondary education the percentage of women holding the position of principal or vice-principal is slightly higher. Still the percentage of women in management jobs is low: in 2002, 10.1% of the principals and 16.2% of the vice-principals were women.

Since 1993, the Ministry has monitored the percentage of women occupying the highest posts in all educational establishments. Though no marked increase emerges from this Thermometer of Women and Management, the issue of "women at the top" is clearly on the agenda in the various educational sectors. Current trends in higher education suggest that importance is attached to promoting women to more senior posts. The gap between women-teachers and women in management posts in education is at any rate not growing.

In primary and secondary education, the Act has bearing on the positions of principal and vice-principal. For the vocational education & training and adult education, it concerns the members of central management boards and governing boards. In higher education it concerns functions at scale 13 or higher. For the universities it concerns educational and research positions. Subsequent to an evaluation study of the Proportional Representation Act was extended in December 2001. In 2005, the Act will be evaluated once again.

### 4. Girls and science subjects

At a European level the ambition is to have 15% more graduates in science subjects in 2010.

<sup>44</sup> mavo = lower general intermediate education, vbo = initial professional education, havo = higher general intermediate education, vwo = pre-university education, mbo = intermediate professional education, hbo = higher professional education, wo = university.

On 4 July 2003, the Minister of Education, Culture and Science and the Minister of Economic Affairs presented an action plan that counts fifty steps to realising this 15%. The recommendation committee has made known that it finds the modernization of educational courses more effective than expensive image campaigns.

In the meantime, more money has been made available for broadening the range of technical subjects in primary schools. Within this project no specific action has been focused on girls. It is however apparent from interest questionnaires and results that girls are better than boys in this area. Extra attention for technical subjects in primary schools has resulted in the fact that girls are now showing a greater interest.

In secondary schools, gender differences have been taken into account in the way the profiles of science subjects in the second phase are designed, both in the composition and in the naming of the courses. The result has been that especially the profile 'Nature and Health' has been chosen by a great number of girls.

***Good practice: Technika10***

During the past few years, the Ministry of Education has subsidised the participation of Technika10 girls from primary and secondary schools in the ICT competitions Think Quest Junior en Think Quest Student. The national bureau Technika10 disseminates information, gives advice and offers support in organising technical courses for girls. The approach within the courses is to positively influence the attitude of girls toward technical subjects. A woman always runs the course or club. Besides clubs and courses, Technika10 is also becoming ever more active within the educational system.





## **E. Health**

Due to the fact that the emancipation of women in the Netherlands is already at a high level, the Dutch government does not carry out specific activities in relation to access to prevention and care for women. The same goes for vulnerable populations. All inhabitants in the Netherlands have access to care. Medical insurance is obligatory.

### **1. Women in management positions in the health-care sector**

The intention of the Ministry of Health, Welfare and Sport to stimulate the inclusion of more women in management positions in the health-care sector and to make it possible for medical specialists to work part-time is commendable. The danger of sexual segregation occurring among medical specialists is not unimaginable, but it was considerably more likely to occur *before* part-time work was made an option for medical specialists. In terms of providing for nursing and caring personnel, much is being done to offer more career perspectives to and to improve promotion to senior positions.

In the social service sector, 80% of the employees are women and 50% of the managerial positions are held by women. In the health-care sector, the main issue to be dealt with is the lack of promotion or possibility for making a career, and this problem equally affects men and women. However, it is the responsibility of the employers and employees themselves to implement the policy. For the period 2003-2004, an ambassador's network for women in senior positions in the health-care sector has been set up.

The efforts of the Ministry of Health, Welfare and Sport are focused on supporting initiatives in the sector itself to make part-time work a feasible option. The glut of medical specialists on the labour market has also helped book result here, more and more specialists are working part-time. The change in work culture (it becomes more 'normal' to work part-time) is expected to do the rest.

### **2. Sexual and reproductive rights**

According to the *Multi-Year Plan on Emancipation Policy* (2000), the UN Convention on the elimination of all forms of discrimination against women contains regulations that are meant to provide protection against violence. This also includes sexual and reproductive rights. These rights give women the freedom to decide for themselves when and if they want to bear children. Women are free to choose their own sexual and reproductive behaviour. This freedom is a fundamental human right with specific significance for women. In granting women this right, the accessibility of information and contraceptives is an essential precondition. When it comes to the time in their lives when women in the Netherlands bear their first child, there are opposing trends. The first trend is that the average age among women giving birth to their first child rose between 1970 and 2000 from 24.2 to 29.1 and that, by now 18% of women remain childless. The other, opposing trend is that the number of abortions, teenage pregnancies and teenage mothers has risen in the past number of years, especially among ethnic minority girls. The sexual risk-taking behaviour among young people is rising. This trend expresses itself, among other ways, in the increase in sexually transmitted diseases (STD's) and in more teenage pregnancies.

In 2002, the conference 'From teenage mother to career pill' was held in order to obtain more insight into the circumstances and cultural differences that have bearing on these opposing choices. In preparation for this conference, State Secretary Verstand-Bogaert conducted a working visit to the Dutch Antilles, Aruba and Surinam. During this working visit, talks were held on the subject of teenage pregnancies as well as other issues with various non-

governmental organisations.

The recommendations that emerged from the conference can be pared down to a few core issues:

- Information to girls and boys on relationships and sexuality, from sixth grade and upward;
- Prevention of teenage pregnancies;
- Information concerning the risks of late pregnancies;
- Structural support and shelters for pregnant teenagers and teenage mothers;
- Facilitating the combination of work and care, with day care as the top priority.

In the area of prevention of unwanted pregnancies, a number of measures have been taken, including campaigns specifically focused at the youth. In this framework a multi-year programme is being developed around school health policy, in which the encouragement of healthy sexual behaviour is an important element.

In conclusion, there must be sufficient facilities for teenage mothers and pregnant teenagers. The shelters for pregnant teenagers and teenaged mothers form part of women's shelters and are the responsibility of the municipalities. These are provided with specific funding for this purpose. Recently, more money has been invested for extending the capacity of women's shelters (peaking at €4 million in 2007).<sup>45</sup>

#### **Births from girls 15-19 year according to ethnic background, 1999-2002 (per 1000 girls)**

	1999	2000	2001	2002
Total	6.8	7.4	7.8	7.6
Native	3.6	4.1	4.2	4.4
Ethnic minority (western)	8.7	10.0	10.6	9.7
Ethnic minority (non-western)	24.3	24.2	25.6	22.9
<i>of which:</i>				
Turkey 1 <sup>st</sup> generation	73.9	64.8	60.1	45.8
Turkey 2 <sup>nd</sup> generation	11.2	10.5	9.6	9.5
Morocco 1 <sup>st</sup> generation	35.6	42.8	33.1	33.2
Morocco 2 <sup>nd</sup> generation	6.1	7.8	8.9	6.5
Surinam 1 <sup>st</sup> generation	24.6	24.3	30.2	30.1
Surinam 2 <sup>nd</sup> generation	17.8	17.0	19.1	15.9
Netherlands Antilles/ Aruba 1 <sup>st</sup> generation	46.2	54.3	53.0	43.4
Netherlands Antilles / Aruba 2 <sup>nd</sup> generation	15.5	15.9	16.8	13.5
Other, 1 <sup>st</sup> generation	39.4	37.9	46.0	43.0
Other, 2 <sup>nd</sup> generation	6.4	5.9	6.4	5.7

Source: CBS, population trends, 1<sup>st</sup> quarter 2004, p 16

<sup>45</sup> Cabinet's reaction to the IBO study *The hidden shelters*, November 2003 (House of Representatives Documents, 2003-2004, 29 325, nr. 1).

**Good practice: Joke Smit prize**

The Joke Smitprize is a government award for achievement in emancipation. It is awarded to a person, group or organisation who has contributed fundamentally to the the improvement of the position of women in Dutch society.

By creating this prize the government has underlined the importance of emancipation policy as a key component within overall government policy and has also sought to emphasise the significance of efforts to promote emancipation policy.

In 2002, the Joke Smitprize was awarded to Ms. Silvie Raap, who took the initiative to set up the Steady Foundation in Rotterdam. This is a self-help shelter for teenage mothers. The prize was also awarded to Ms. Saïda el Hantali, who took the initiative to set up The Reflection Foundation in Amsterdam. This is a self-help shelter for Moroccan girls.

In 2004 the Joke Smitprize will be awarded for the tenth time.

**3. Subsidy for the Rutgers Foundation**

From 2002 onwards, the former Rutgers social assistance (and funding) has been transferred to seven abortion clinics in the cities where the former *Rutger Houses* were established. At the end of 2005 and the beginning of 2006, the organisation, structure and financing of first line sexuality-based social assistance will be scrutinised in its totality. The evaluation should show whether this is the correct organisation, structure and funding for this kind of social assistance. The researchers will also examine whether this form of social assistance is accessible to vulnerable groups such as young ethnic minority girls.

**4. Ethnic minority women and health care**

On 16 March 2004 the Minister of Health Hoogervorst sent the policy letter 'ethnic minorities in the health care' to parliament. In this letter the results of the research were given, which give a weighed but also a varied picture. Most researches set limits to the four largest groups, i.e. Turks, Moroccans, Surinamers and Antilleans. Moreover they generally aim at one sector (for example maternity care or general practitioner care) and / or at one city or region. In research frequently no distinction is made to gender. As a result, it is not possible to give a comprehensive picture concerning women of ethnic minority background and health care.

In summary, however, it can be put that the accessibility of the care for ethnic minorities is good, but that there are however, differences in the use of care between ethnic minorities and natives. There are indications that the turnout of women of ethnic minority background, namely Turkish and Moroccan women, to a screening of breast cancer is relatively low and that ethnic minority women, namely Moroccan and Antillean women less frequently take part in screening of cervical cancer. Turkish and Moroccan usually give birth at the hospital, Dutch women more often give birth at home.

The policy of the minister is aimed at putting the responsibility of solving problems in healthcare to ethnic minorities at a local level. At that level tailored solutions can be found. Changes cannot be imposed from above, but must be carried through by citizens, organisations and professional practitioners themselves. This is the case in practice. In the Netherlands, there is a broad scale of existing national and local projects, initiatives and activities that aim at improving care to ethnic minorities.

It remains important to stimulate the field (temporarily) to take (keep taking) the initiative themselves. During the period 2004 up to and including 2007 resources will be made available (maximum €150,000 per year). Moreover the developments in the field will be followed closely.

## **5. Combat HIV/AIDS**

In the Netherlands the combating of HIV/AIDS goes alongside with the combating of other sexually transmissible diseases (such as chlamydia, gonorrhoea and syphilis). The number of new registered STD's has increased considerably in the last three years. To combat HIV/AIDS and other STD's extra effort and measures are necessary and have been announced.

### **i. Sex workers**

Prostitution is a legal profession in the Netherlands. Therefore, legislation on working conditions and occupation health is also valid for this sector. There are specific prevention programmes targeted at prostitutes and their clients. Municipalities are legally obliged to advice brothels on hygiene. Consistent condom use plays a central role in HIV prevention among sex workers and their clients. Providing information about safe sex between sex workers and their clients is seen as a task of local authorities. Meanwhile, taking precautions during sexual contact is considered an individual responsibility. Given the complicated local situation, national support of the local HIV/STD prevention in sex work is given by the non-governmental organisations 'Std Aids Netherlands'. Prevention activities are focused on migrant prostitutes, male prostitutes, street prostitutes, transvestites and transsexuals and clients of prostitutes.

### **ii. Young people**

Young people (girls and boys) are, as a potentially sexually active group, a special group of attention at the active policy that the Netherlands carries out on promoting safe sexual behaviour. A national campaign has been set up especially aiming at young people, called 'I'd rather make love safely, than no love at all', in which having sex with a condom is considered the norm. At nearly all schools attention is paid to sex education and STD-prevention. Special information material has been developed, both in writing and via the internet or telephone. Information is available in several languages. In 2004 a learningline health education on sexual and relational shaping is being developed.

### **iii. Pregnant women**

The care for pregnant women includes that standard screening is offered to all women on a number of conditions, including the infectious diseases hepatitis B and syphilis, and since January 2004 also HIV. If it turns out that a woman is HIV-positive that she will be sent to a specialized centre and will get all the care necessary. Moreover the required measures are taken (among which the start of anti-retroviral therapy) to prevent HIV-infection of the child.

## F. Media and Image-making

### 1. Men taking the lead: Who does what?

#### **Good practice: Man taking the lead**

Men in the leading role, is the title of an innovative project that wants to look at men's contribution to domestic duties, via the Internet, TV and radio as well as via research. That is why a research into the combination of men and care duties was started. The results are tested against a "men's table": a meeting of men from all levels of society who compare the results with their own experiences. Good examples are sent to schools and local authorities with a study pack. Various organizations, such as the football league, trade unions, municipalities and self-help organizations for ethnic minority groups are all partners in this project.

The then Co-ordinating State Secretary for Emancipation Policy gave the go-ahead in February 2003 for the project 'Men taking the Lead'. The project aims to open to discussion the current role and task division between men and women. Through consciousness-raising and stimulating discussions, the project hopes to get men doing a fair share of the household tasks which will make it more feasible for women to participate more in the labour market. The project consists of two parts: the multimedia project 'Who does what.nl' and the study 'Working fathers, care-giving men'.

#### *'Who does what.nl'*

Using radio and television spots, the Internet site who does what.nl ([www.wiedoetwat.nl](http://www.wiedoetwat.nl)), public relations, campaigns, debates, media lobbying and free cards, a great majority of the Dutch population will be reached. A TV series, 'Fathers', is also part of the campaign. Other forms of expression go a level deeper and give concrete tips and assistance, such as especially developed module for ethnic minority families for the benefit of integration programmes and activating and work-facilitating programmes for families that are far removed from the labour market.

The main focus group is young adults of both genders from 15 years upward. To ensure the best possible results, specific target groups are also approached. These groups include schoolgo-ers and teachers, top managers, ethnic minority Dutch nationals and employers and employees. These groups are mainly reached via the national project partners, such as the Centre for Innovation and Educational Courses, The Dutch Institute for Care and Welfare, and a number of intermediary organisations such as employers and employees organisations and sports organisations.

In the meantime the KNVB (Dutch Football Association), CNV Vakcentrale (National Federation of Christian Trade Unions), Young Management VNO-NCW and Artis (The Amsterdam Zoo), have all joined up as intermediary partners. Debates are being organised between young people at various Regional Educational Centres.

#### *Working fathers, care-giving men*

The Department for the Co-ordination of Emancipation Policy within the Ministry of Social Affairs and Employment and the Hilda Verwey-Jonker Institute have begun research into the combination of men and care in a European context. The research is aimed at modernizing initiatives and 'exceptional practices'. The research results will be tested on the so-called 'Men's Table'. This is a gathering of men from all sections of society who will compare the research results with their personal situations. An increasing number of tasks that used to be stereotypically female (like doing the shopping) are in recent years performed by men.

How can it be that this pattern was broken when it comes to one task (bringing the kids to school) and not when it comes to others? The research strives to answer this question. The research results will be presented during a two-day European conference, during the Netherlands EU Presidency in September 2004.

## **2. As a matter of writing**

In 2002 a book entitled “As a matter of writing” was published with subsidy of the Department for the Co-ordination of Emancipation Policy. “As a matter of writing” is an important tool for journalists, editors and civil servants who want to handle language carefully. Policy makers / employers can use “As a matter of writing” and put ‘genderglasses’ on to develop both emancipation policy and regular policy. This means they can look critically at texts of others (press, politics, colleague’s), but also at texts of themselves. For example: who does the policy concern? Does it concern men and women, which men and women? The critical look is not only necessary afterwards, but also during the policy process, so that policy becomes more gender-aware.

## F. Sustainable development

### 1. Daily Routine and spatial infrastructure

The time and space available for living, working and recreation are becoming increasingly limited. This is why careful reflection is needed on how this time and space can be arranged. The basis for this is the manner in which individuals structure their daily routine. The modernisation of patterns might have consequences for the public and private domain. There is a risk that traditional rigid guidelines are still being used to arrange space in districts that are new or will be renovated. To think differently means to plan differently – to organise space differently and to build creatively. This implies that facilities, accessibility, mobility and locations need to be reconsidered.

#### *Prevent superfluous travel time*

The point to consider is that spatial infrastructure should be there for the consumer rather than that it should be designed according to autonomous rules of planning efficiency. A great deal of improvement is still needed in this area. If good and integrated solutions can be provided, this will prevent task combiners from wasting time travelling back and forth between geographically separate facilities (criss-cross traffic). This will afford tranquillity in personal and family life and will mitigate the ‘rush hour’ phenomenon found in the daily life of many.

In 2001, the Social and Cultural Plan Bureau conducted a preliminary study into the opening times in the Netherlands and the extent to which the opening times tally to (or do not tally to) among other things, the working hours.<sup>46</sup> The results of this study served as a prelude for the Time Infrastructure Monitor. They have also been used in the enquiry *Vision on Times* at the end of 2002, in which the different government organs and social partners sketched the first contours of a ‘time policy’.

The Stimulating Impulse for Social Infrastructure will be developed in rural areas under the auspices of the Ministry of Agriculture, Nature and Food Quality. This initiative got off the ground in 2003. One of the objectives here is to develop the facilities to simplify the combination of work and care in sparsely populated regions. This scheme will closely refer to the results of the New Style Government Agreement ‘Vital Countryside’.

A number of experiments have led to the development of models for small-scale businesses in care. These businesses focus on small-scale day care in rural areas and on temporary care for the elderly who are dependent on voluntary aid. Special attention is given to independent ethnic businesses.

In light of a wide range of target groups, expert meetings were held on ‘The effects of culture’, ‘Diversity in daily routine’, ‘Day care for children in sports’ and ‘Time’. The publications *Building on Working Together* - an inventory of 15 examples of multifunctional school buildings and *International Good Practices in Europe and the USA* were made public during an expert meeting on multifunctional use of buildings.

### 2. Sustainable development and water in international gender perspective

In 2000, in order to implement a part of the Beijing Platform for Action adopted in 1995 by the Fourth UN World Conference on Women, an international conference was held among experts in the field on ‘Sustainable development and water in an international gender perspective’.

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<sup>46</sup> *Space for Time*, The Hague, 2002, Social en Cultural Plan Bureau.

The objective of the conference was to attain more knowledge and understanding of the relationship between sustainable development and gender-issues, to discuss progress and exchange experiences and good practices and subsequently to formulate recommendations for the future. In total, 90 international experts from African, Asian and European countries and from a variety of relevant sectors took part in the conference.

The themes that were discussed were:

1. the participation of women in decision-making in the world of water
2. women in consumption and small businesses, men in big businesses?
3. water and conflict: the role of women, the role of men.

The conclusions and recommendations resulting from this conference were brought in during the Second World Water Forum and during the Ministerial Conference on Water in The Hague in March 2000. They were also used in the preparations for the Special Sitting of the General Assembly of the United Nations in June 2000 in New York, during which the Platform for Action was evaluated.

### **3. Women and sustainability**

In 2001, the policy document *A World and a desire: working at sustainability*, better known as the fourth National Environment policy plan (NMP4), appeared. In this policy document a view on the policy of environment for the coming years is given. At the drawing up of this policy document a gender impact assessment has been carried out on the policy intentions in order to identify the impact of this on emancipation processes. The gender impact assessment has not lead to a substantial adaptation of the policy document.

<b>Good Practice: Service points</b>
A good example of the going together of emancipation objectives and sustainability concerns the subject service points. Service points are locations where a number of services can be joined like shops at childcare. Service points and, more in general, good coordinated live - and work locations make combining care and work possible, and with this facilitate access to the labour market and economic independence for women. Moreover the environmental tax of transport can be limited.



#### **4. National machinery**

In the Netherlands, political responsibility for co-ordinating emancipation policy resides either with a Co-ordinating Minister or a Co-ordinating State Secretary for emancipation policy. Under the present administration the Minister of Social Affairs and Employment performs this role. In the interests of gender mainstreaming, the other ministers and state secretaries are also expressly responsible for emancipation policy in their own areas of competence. The interpretation and practical implementation of emancipation policy cannot therefore be separated from the specific policies of the relevant ministries.

The co-ordinating minister for emancipation policy has the task of ensuring that problems are judged integrally and that the approach and the results are integrally reported to parliament. The Department for the Co-ordination of Emancipation Policy, which has been part of the Ministry of Social Affairs and Employment since 1981, is the key component in the national machinery of central government. This unit is responsible for the development of a cohesive emancipation policy and has also been given the task putting emancipation issues on the political agenda as well as supporting and monitoring.

Interdepartmental co-ordination is inter alia facilitated by the Interdepartmental Committee for Emancipation Policy, which is chaired by the director or deputy-director of the Department for the Co-ordination of Emancipation Policy and brings together representatives from all the ministries. A number of ministries have an internal co-ordinating body. These advise their own minister on emancipation issues relating to that ministry's area of competence. This is usually an emancipation committee. The authority and practical influence of these bodies differs from ministry to ministry.

The responsibility for achieving general emancipation goals lies with each cabinet member bearing responsibility for the various policy areas. General emancipation policy is discussed by the permanent parliamentary committee for Social Affairs and Employment, whereas other topics, such as domestic violence, education and health are discussed by other relevant permanent parliamentary committees.

Co-ordination of the emancipation policy between central government and international bodies, which is also in the portfolio of the Co-ordinating Minister for Emancipation Policy, is becoming increasingly important. The European Union plays a key role in this. Major international conventions such as the UN Convention on the Elimination of all forms of discrimination against women and international agreements such as the *Beijing Platform for Action* and *Special Session Outcome Document* drafted during the Fourth United Nations World Conference on Women and the Special Session of the General Assembly of the United Nations in June 2000 are growing in significance.

The national machinery helps the government to develop policy and policy-related measures. This has widened the foundation for emancipation policy and has increased the scope for forging alliances and implementing successful initiatives. Subsidy policy stimulates the process of change towards an emancipated society.

#### **Subsidy policy**

The subsidy instrument serves to support and stimulate the process of emancipation in society. The government-wide emancipation policy has implemented various subsidy schemes which are outlined below. In addition to this, in the context of gender mainstreaming, various ministries have provided a variety of emancipation-related subsidies within the frameworks of

their own subsidy policy and their specific policy areas. This report confines itself to the subsidies that were provided by the Co-ordinating Minister for Emancipation Policy.

#### *Subsidy schemes and emancipation support*

Under this scheme, a variety of subsidies were granted in the period 1998-2003 to non-governmental organisations for activities that supported and stimulated the emancipation process in society and the exchange of knowledge and skills between organisations promoting emancipation.

Subsidies that were granted under this scheme can be divided into:

- (a) multi-year institutional support to a limited number of institutions;
- (b) one-off and most one-year project-related subsidies.

#### *Multi-year institutional subsidies*

In the report period, six organisations received a multi-year institutional subsidy:

- E-Quality, an expertise centre in the field of gender and ethnicity;
- IIAV, an international information centre and archive for the women's movement;
- Women's Alliance, an umbrella organisation representing various women's organisations;
- Opportunity in Business, an organisational consultancy agency that focuses its expertise on the better use of female potential;
- Toplink, an arbitration and consultancy agency for women in management positions;
- Women's Trade Schools, an educational institute for women who are very disadvantaged in the labour market.

The subsidies granted to Opportunity in Business and Toplink consisted of starting-up subsidies and were provided until the year 2002. From 2003 onwards, these organisations were expected to stand on their own feet economically. The subsidy granted to the Women's Trade Schools was a continued starting-up subsidy that was provided until the year 2002. The subsidies granted to the remaining three organisations have been continued and guarantee a secure infrastructure to support the emancipation process.

In this period a total of €31,208,595 went to multi-year institutional subsidies to the six organisations mentioned above.

#### *One-off project-related subsidies*

In the period mentioned, subsidies were given to 241 one-off projects amounting to a total of €7,860,436. 128 projects (61%) were subsidised on the basis of topically relevant themes - formulated each year by the Co-ordinating Minister of Emancipation Policy - where specific objectives could be achieved within the framework of the chosen theme. The following themes were chosen for subsidy grants:

1998: (1) The commemoration of 100 years of women's work; (2) Human rights/women's rights;

1999: (1) Five Years after Beijing; (2) The younger generation in the 21st Century; (3) Who will provide care in the 21<sup>st</sup> century;

2000: (1) The glass ceiling; (2) Feedback on Five Years after Beijing; (3) Who will provide care in the 21st century;

2001: (1) Image-making and violence; (2) Digital infrastructure and information technology; (3) The UN Convention on the Elimination of all forms of discrimination against women;

2002: (1) Life cycle and the younger generation; (2) The UN Convention on the Elimination of all forms of discrimination against women and newcomers;

2003: (1) Integration, rights and security; (2) The participation of low level educated women.

The subsidy scheme made it possible to subsidize, not only the specific theme-related projects mentioned above, but also projects that did not specifically relate to one of the themes but which did fall within the framework of general emancipation objectives. 113 projects (39%) were subsidised on the basis of these wider objectives.

To meet the growing demands in terms of result orientation, in 2002/2003, approximately fifty small social (women's) organisations were offered training courses in project formulation, attracting sponsorship and operational management.

#### *New subsidy scheme (from 2004)*

In 2001 and 2002, a number of evaluations were conducted on (sections of) the emancipation subsidy scheme, both under the auspices of the subsidy provider and under those of the subsidy receivers. Partially based on the findings and recommendations of these investigations, the subsidy scheme has been replaced on 1 January 2004. The new subsidy scheme emancipation projects aims at reinforcing the emancipation process in the Dutch society. Subsidy is exclusively granted to projects. In this scheme the emphasis is laid more strongly than before on result-oriented projects. The new scheme is also a response to a number of wishes expressed by the social organisations themselves, these being the feasibility of multi-year projects and the abolishment of the system of annual new themes, which leave these organisations with very little time to formulate and submit a project proposal. The fact that the new scheme focuses on a limited number of policy priorities during a longer period is intended to lead to better and less fragmented results.

The subsidy scheme emancipation projects follows from Policy Article 12, which is the Co-ordination emancipation policy of the Budget 2004 of the Ministry of Social Affairs and Employment (see also chapter 5). In this Policy Article three priorities in the emancipation area have been laid down as from 2004: (i) rights and security, (ii) labour force participation and economic independence, and (iii) decision-making and management. The first and the third topic have been integrally taken over into the subsidy scheme. With respect to the second topic a derivative has been chosen, social participation. The reason being that the direct promotion of labour force participation and economic independence other financial resources are available, i.e. within municipal labour market policy and European Social Fund (ESF)-subsidy.

Main principles of the new scheme are:

- Annually €3.7 million is intended for projects within the policy priorities of the emancipation policy: 'Rights and security' (€1.5 million), 'social participation' (€1.5 million) and 'decision-making and management' (€0.7 million).
- Project proposals can be submitted by legal persons, these can be non-governmental organisations, but also for example municipalities.
- The target group of the projects are women in a vulnerable position. They must be actively involved in the tender, the implementation and the evaluation of the projects.
- Projects can last up to a maximum period of three years.

Institutes are also granted subsidy, in order that the infrastructure in the field of emancipation remains guaranteed. Three institutions receive these subsidies: E-Quality, the IIAV (International Information Centre and Archives for the Women's Movement) and Dutch

Women Alliance.<sup>47</sup>

The expertise centre for gender and ethnicity, E-Quality, has been given the assignment to support the process of gender mainstreaming in the coming years with expertise, theme-studies, instruments and the distribution of good practices.

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<sup>47</sup> Subsidies are granted as follows: E-Quality for the period 2004-2007; IIAV for the period 2000-2004, to be continued for a next multi-annual period; Women Alliance for the period 2000-2004, not to be continued thereafter.

## 5. Current and future developments

### Co-ordination of Emancipation Policy 2004 - 2007

The priorities of the emancipation policy of the present cabinet include the improvement of the rights and security of women, boosting women's participation in the labour market as well as economic independence and stimulating the participation of women in decision-making and management. The priorities are<sup>48</sup>:

#### 1. *Rights and Security*

There is still much violence committed against women. Annually about 200,000 women are victims of physical abuse by their partner or ex-partner. This violence takes place within native as well as ethnic minority relationships and families. Trafficking in women, forced marriages and pregnancies, honour killings and genital mutilation are growing problems in the Netherlands. The aim is to improve integration and emancipation among ethnic minority girls and women and to reduce dramatically the number of victims of violence both among native and ethnic minority girls and women.

The integration theme will take a central place in the emancipation policy in the coming years. During the Dutch Presidency of the EU (second half 2004), this theme will also play a role in the activities the Co-ordinating Minister for Emancipation Policy has planned in the emancipation policy programme.

#### 2. *Work and Economic Independence*

Only 38% of Dutch women are economically independent and earn more than 70% of the minimum wage. The participation of women in the labour market has risen considerably to 55%. However among poorly educated native women and women of Turkish and Moroccan origin, participation in the labour market is lower than 40%.

The women who do work often have a small part-time job (less than 20 hours per week). The aim is to increase the net participation of women in the labour market to 65% in 2010 and to increase economic independence to more than 60% in 2010. In order to reach this goal, the combination of paid work and unpaid care of children will be simplified and the responsibility of men to take care of the children too will be stimulated. In concrete terms, cabinet policy is aimed at realising the following in 2010:

- Net labour market participation of 65% by women;
- A proportion of economically independent women in excess of 60%;
- The share of women in total income from employment in excess of 35%;
- The contribution of men to care to reach at least 40%.

#### 3. *Decision-making and Management*

In the areas of political decision-making and management there is still no equal representation. The number of women in management boards, in top positions within the civil service, in local or provincial government and in university top positions is limited. Women are also still under-represented among board of associations, neighbourhood councils and pressure groups. The aim is to increase the participation of both native and ethnic minority women. The cabinet based the performance indicators on the following principles:

- For political positions, the previous targets (an increase of 5% per election will be maintained until proportional representation is realised;

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<sup>48</sup> All statistics mentioned in this part are taken from policy article 12 (2004) of the Budget of the Ministry of Social Affairs and Employment (House of Representatives Documents, 2003-2004, 29200 XV, no 2).

- For senior positions in public administration, the civil service and the business sector (including Queen's Commissioners and water authority executives) where the proportion of women is currently low ( $\leq 10\%$ ), the targets are based on doubling of female participation in the coming four years, followed by annual growth of two percentage points;
- For other senior positions in public administration, the civil service and the business sector (including Mayors) where the proportion of women is already reasonable ( $>10\%$ ), the targets are based on annual growth in the proportion of women by two percentage points.

In all three areas special attention will go to improving the position of poorly educated women and that of ethnic minority women who end up in a vulnerable position. This also calls for attention to the more pro-active role men (can) play.

### ***Operational Objectives***

The responsibility for achieving the general emancipation objectives lies with the cabinet members bearing responsibility for the various policy areas. The Co-ordinating Minister for Emancipation Policy has the task of ensuring that problems are judged integrally and that the approach and the results are integrally reported to parliament. In addition, the Co-ordinating Minister for Emancipation Policy has a number of other specific tasks:

1. Putting emancipation issues on the political agenda and developing policy initiatives and public/private co-operation partnership to strengthen the international, European and national emancipation policy;
2. Supporting sectors, companies, provincial governments, municipalities and social organisations in conducting projects and experiments focussed on the intensification of the emancipation process within Dutch society;
3. Monitoring the continuing progress made of the emancipation policy and embedding the emancipation perspective within the political decision-making process and within the policy-making and implementation on a national, provincial and municipal level.

### **Main activities:**

#### **A. Emancipation in general**

##### ***Auditing Committee Emancipation***

Under the present Cabinet (Balkenende II), the development and the implementation of the emancipation policy remains the responsibility of the individual cabinet members and consequently the policy departments. An independent external auditing committee will test the quality and the results of the concrete actions and judge whether the embedding of the emancipation issues into regular government policy is making sufficient progress. The results of this testing will be made available to the departments and to parliament.

#### **B. Rights and Security**

##### ***Statistics on violence against women***

In the area of human rights, the cabinet's objective remains the realisation and compliance with human rights of women both nationally and internationally, as an indivisible, integral part of universal human rights and fundamental freedoms. In order to monitor domestic developments in the nature and scale of violence, the cabinet uses the police and court statistics of the Central Statistical Office (CBS), various records of aid organisations and

surveys of victims. In the preparation of the Emancipation Monitor 2000 and 2002, it was found that so far, police crime records provide too little information on victims. This is expected to change in the future. The CBS requires more registered data on crimes for the compilation of statistics. The greatest uncertainties relate to crimes of abuse. The Emancipation Monitor will be further refined, so that an operational target can be set in due course for prevention and combating violence against women. From the same point of view, the deployment of government resources will be linked to performance indicators as far as possible.

### ***Emancipation and integration***

A lot of new measures in the field of emancipation and integration policy are on their way. One example is a plan of action to help ethnic minority women and girls. The integration theme will take a central place in the emancipation policy in the coming years. During the Dutch Presidency of the EU (second half 2004), this theme will also play a role in the activities the Co-ordinating Minister for Emancipation Policy has planned in the emancipation policy programme.

In addition, the emphasis in the coming years will be on the positive improvement of chances for poorly educated women and for ethnic minority women who are in a vulnerable position. The Commission on the Participation of Women from Ethnic Minority Groups (PaVEM), via support from the municipalities will stimulate more women from ethnical minority groups to participate in Dutch society and in the labour market.

### ***Violence against women***

In response to the national policy document on violence against women *A Safe Country where Women Want to Live* (2002), a specific approach has been developed to reduce violence against women. Central elements of this approach are: culturally legitimised violence such as honour killings and female genital mutilation, taking up the fight against trafficking in women, sexual violence, forced pregnancy and forced abortion, and structural violence with serious physical or psychological consequences.

### ***Taskforce “Women in Peacekeeping and Conflict Situations”***

The Department for the Co-ordination of Emancipation Policy decided in consultation with the Ministries of Defence; Foreign Affairs and Interior and Kingdom Relations, to set up an independent Taskforce of ambassadors who will operate independently for three years, under the responsibility of the Co-ordinating Minister of Emancipation Policy. The Taskforce “Women in Peacekeeping and Conflict Situations” was installed on 15 November 2003.

The taskforce will first and foremost be directed toward the development of gender training and course material for military and police personnel who are sent out to take part in military missions. In doing so, an analysis will be made of existing courses, training material used in other countries will be examined for usability, the personal experiences of military and police personnel that took part in missions will be shared and gaps in the current course material will be sought. In addition to this, the taskforce will also strive to have a gender paragraph inserted in operation orders.

## **C. Work and economic independence**

### ***Daily Routine***

Four years of experiments with daily routine has delivered successful solutions to the problem of combining work and care. In 2004 a cabinet response will be made to the advice presented

by the Daily Routine Steering Group and by the Daily Routine Arrangement Committee. This response will be accompanied by a concrete plan of action for a broad implementation of the results of the experiments. Municipalities will be stimulated to give active shape to a policy focusing on co-operation between education, child-care facilities and recreational facilities (daily routine arrangements) and combination functions in education, child-care facilities and sport. By investing at a local level, the cabinet hopes to achieve a significant implementation of the experiments in daily routine. The cabinet wants to make agreements on this issue with the municipalities and will try to make available subsidies from the European Social Fund (ESF 3) to support this policy.

***Men taking the Lead: “Who does what?”***

In order to tackle the obstacle that traditional role divisions in the home can constitute, the project ‘Men taking the Lead’ has been set up. This project aims to make the role divisions between men and women a topic for open to discussion and in this way to create space for a more even division of tasks and responsibilities and for a more equal representation of men and women in paid and unpaid work. The discussion is not only being held via the media but also within companies, in sport clubs, in work and integration schemes and in schools.

**D. Decision and management**

***Third network of ambassadors: glass ceiling***

In 2004 a third ambassador network has been set up to further the promotion of women to senior positions. The network of ambassadors comprises a group of prominent individuals from the public and private sectors who commit themselves for a year to promoting the upward mobility of women. To accomplish their goal they set concrete points of action, targeted at their own companies, the sector or the network.

***Ambassador network: promotion of women to senior positions***

An ambassador’s network will also be set up to increase the participation of women in national and political decision-making, as well as in associations, neighbourhood councils and pressure groups. A part of the subsidy budget for this theme is earmarked for activities focused on ethnic minority women. The results will be followed via a participation index and benchmarking.