

**Organization for Security and
Co-operation in Europe**

Strategic Police Matters Unit

GENDER BALANCE IN POLICE MANAGEMENT POSITIONS

The meeting on Gender Balance in Police Management Positions was organized in Madrid in June the 5th and 6th 2007, by the Strategic Police Matters Unit, with the support of the Gender Section. The Spanish Ministry of Interior and Swedish Foreign Affairs Ministry contributed financially to it.

More than 60 people participated in the meeting, from 25 countries. The meeting had four sessions, devoted to: (1) recruitment and retention, (2) promotion, (3) national and institutional initiatives and (4) international and private sector examples of good practices. A final session was devoted to discuss with the workshop participants the main issues raised during the previous sessions and presentations.

First session:

Moderator: Ms. Aurora Mejia- Special Ambassador for Gender Issues, Ministry of Foreign Affairs of Spain

Rapporteur: Ms. Monica Gutierrez. Gender Advisor. OSCE

Keynote Speakers:

Ms. Ekaterine Zguladze, Deputy Minister of Interior, Georgia.

Ms. Zguladze affirmed that the aim of having a gender balance in police management positions is to have a professional staff in the police, as a matter of equal skills, not of integration of minorities, but of equal capacities. She explained how Georgia has always been open to equality, and how legally men and women are equal. After the “Rose revolution” the police went through a reform process reducing the total number of employees to 18,000, 4,000 of them are women. (2,300 in operative functions and 1,700 in administrative functions). The government tried to change the attitude of the population to the police through recruitment campaigns that emphasize the reputation of the police, the on-going reform, the refurbishment of the offices, the increased salary and the non-tolerance policy inside the police to corruption or other abuses. This process showed very good results in increasing the support of the population to the police and the number of applications coming from women.

Currently there are 16 female in upper management and 700 have been awarded. One problem that has been identified is the retention of women in police, as some very qualified women are leaving the police forces to work in the Ministry of Justice and the Office of the General Prosecutor.

Ms. Cecile Vandervandel- Police Superintendent, Deputy Head, Equality and Diversity Unit, Belgian Federal Police

Ms. Vandervandel presented a video used in the recruitment of men and women for the Police forces. Between 30% and 40% of applicants are female, which is considered a good rate, but the problem identified comes later at the career, when women become mothers, a break in the career occurs, with women sacrificing their career for their families, e.g. having part-time arrangements. Currently, 14% of police officers are women (in 2003 was only 11%), but there is a general lack of female representation in management and in education.

The only differences in Belgian Police rules for men and women is what relates to maternity and breastfeeding, but there is a lack of acceptance of women with family responsibilities. There is a need to change internally, but also externally, in the society (e.g. providing qualitative public child care).

Ms. Yafa Magal- Chief Superintendent, Human Resources Officer, Israel Police

Ms Magal affirmed that non-discriminatory policies apply to men and women in Israeli police, i.e. equal rules for recruitment, equal salary. A total of 25% of the police force are women. (28% in administrative posts and 72% in the field). After motherhood, many women request to be transferred to administrative positions. Generally, women leave the field after 6 or 7 years of work. There is a higher rate in promotion of men, and women take longer periods before they are promoted. Women do have more absence, as they do not work at night or extra-hours during pregnancy and there are special working hours for mothers.

Mr. Carlos Canelo Barrado- Chief Inspector- Representative of the Spanish National Police

1979 was the first time when a woman entered the Spanish National Police as police officer. After the Franco regime, with the beginning of democracy, several needs were identified: a general need for change, need for technical expertise (e.g. information tasks), need to represent society, need to change the image of “repressive force” of the police. For all those reasons, women started to be part of the National Police. A recent study prepared by Mr. Canelo shows that women are slightly more represented in social topics, while men are more in operative tasks. When it comes to training for the basic scale: in 2000, 12% of the applicants were women, representing then 15% of the total accepted. In 2006, 12.1% applied, and 12, 5% of the accepted were women. In the executive scale, 21.9% of the applications were women and 22.2% of the accepted ones, while in 2006 25.4% of applications come from women, and women represent 28.7% of the people accepted.

Women represent 8.7% of the National Police, which is not a high enough percentage, but according to Mr. Canelo, there are external issues that do not attract women to apply and many women lack interest in the police. Mr. Canelo recognizes the need to target women in their recruitment campaigns. He finalized raising the issue of diversity in police forces, i.e. people with disabilities.

Discussion:

Kirghizstan’s representative raised the debate about the issue of quotas informing the plenary that her country has a quota of a maximum of 10% women in police. The representative asked if this was an issue in other countries and requested OSCE’s support to amend it. She also asked other participants for their training plans for police.

Second Session:

Moderator: Ms. Monica Gutierrez. Senior Gender Adviser. OSCE

Rapporteur: Ms. Alexandra Prevedourakis. Gender Focal Point in SPMU- OSCE

Keynote Speakers:

Ms. Renata Odeljan - Representative of Croatian Police

In Croatia, there are no systematic studies indicative of the role of policewomen in decision-making however, based on personal statements, there is a general feeling of satisfaction. No doubt that there is definitely place for improvement.

Police Officers admit that the stereotype of women as mothers/housekeepers is finally overcome. This is due mainly by the fact that policewomen have proven their ability and capability to perform as professionally and productively as their male counterparts.

As a conclusion, in order to improve even more the situation with regard to gender issues, the following will be taken into account:

- Conduct education of police management related with regard to gender equality.
- Introduce gender sensitivity in law-enforcement agencies.
- Modernize the police force in accordance with European standards.
- Use as a role model the experience of other European countries with a longstanding tradition of gender mainstreaming
- Promote the police force to encourage women to join the forces. Their presence in the force will bring a positive addition.
- Organization of workshops (conferences, seminars, trainings etc.) to allow more exchange of experience.
- Develop professional women's networks.
- Conscious effort to increase the number of policewomen in the police upper management.
- Conduct research and statistics within the police force with regard to the gender equality.
- Improving and facilitating the conditions for women in the police force to avoid conflicts with their private lives.

Ms Pilar Muniesa - Representative of Spanish Guardia Civil

The Guardia Civil dating back to 1844 is one of the oldest Police Forces in Spain. The presence of women though is only quite recent. Basic Guards dating back to 1988 and middle management officers with some decision-making function since 1992.

Four main levels can be seen:

- 1) maximum authority – 1,8%
- 2) Officers – 0,33 %
- 3) Sub – Officers – 1,1%
- 4) Guards – 5,4%

Main obstacle to joining in is the physical test. The largest area of failure is because although similar scores are not requested, the difference in expected scores between men and women is minimal.

Recently, due to political priorities on gender, there are new rules that have been created. An “Observatory of Women” was established in 2007. The Presidency of this observatory will be headed by the Directorate of Police and Guardia Civil. The aim is to analyze issues related to the situation of women in security forces, admission of women and their full integration. In this regard the following is planned:

- Operation foreseen – regular meetings three to four times per year.
- Issuing reports to be sent to the Directorate of the Guardia Civil.
- Increase of information

Third session:

Moderator: Ms. Maria Marcos, Director, Office of Co-ordination against organized crime, Ministry of Interior of Spain.

Rapporteur: Ms. Monica Gutierrez. Gender Advisor. OSCE

Ms. Mariette H.C.V. Christophe- Assistant Commissioner, Programme Director, Police Academy, Netherlands Police

Ms Christophe started her presentation with some of the Concluding observations of the CEDAW Committee, underlying issues for concern in the implementation of the Convention in the Netherlands. Some of the areas of concern are the stagnation of the process of emancipation in the Netherlands, the back-ward position of women in management, the existing glass ceiling and shortage of labor. She presented some statistics of female managers in the labor market of different countries, in part time functions, and reasons why women leave top jobs in the Netherlands. There is a total of 20.3% of women in the Police Force, and 56.8% of women in the Administrative positions in the Police. Statistics also show that women police officers are mostly in the age of 30 to 40, while men police officers continue their careers until approximately 55 years. This shows that when women have family responsibilities, they do struggle with the balance between private and professional life. Ms Christophe presented the following recommendations:

1. Central diversity policy for all departments
2. Embedded diversity in all HRM instruments
3. Insight in data about women in all levels
4. Exit interviews with leaving women; why do they leave; do they know they are regretted losses?
5. Collective arrangements for women and men for working and care-taking tasks at home.
6. Quota’s for all levels and control and audit systems (a recent decision of the Cabinet decided that 30% of incoming people must be women and 50% women in all levels of departments/police in 2001: in 2001 25% of top management in departments and police will be women; 50% of incoming people must be women).
7. Change legislation on taxes and parental leave so that men also choose to work at home.
8. Flexibilize and individualize labor arrangements
9. Introduce training on how to deal with stress at home in all levels of the departments

10. Learn from good practices in the private sector.

Other recommendations for the institutional level were:

1. Clear commitment of the top management
2. Awareness of male/female patterns
3. More attention in MD programs for personal talents/skills
4. Active mentoring and coaching
5. Initiating unconventional actions
6. “stretching” talents
7. Flexibilising labor times and career paths
8. Appoint women on high and clear positions
9. Create role models and communicate about them
10. Objective appreciation of competences
11. Awareness raising by regular gender audits and reporting
12. Internal promotion of retention policy and diversity policy
13. Exit interviews and keep in touch with the ones who have left the organization.

Mr. Krister Jacobsson- Police Inspector, Swedish Police

Mr. Jacobsson argued that the more diversity there is in the police, the more effective the work will be. He gave a short summary on the different non-discrimination laws and policies in Sweden since in 1979 when the Gender equality law was approved and the current arrangement for parental leave and time reduction for parents of children up to 8 years old.

The Police in Sweden establishes annual targets, the current being: develop diversity, training on diversity and having 25% of women in management by 2009. Other measures being taken are: National plan on diversity, training for management on equality, discrimination, gender, promotion of networks for diversity at national and local level. The project “EU force” (EU funded) partners military and civilian forces together to analyze the situation of women in international missions and to appoint gender advisors.

Mr. Jacobsson presented an example of good practice: “The women to the top“ (www.women2top.net) funded by the European Union that aims at promoting women to managerial positions. He explained that when he started in his own Department he realized the lack of women in management, thus he started to request guidance from the Gender Ombudsperson on how to commit managers to raise awareness on gender and to develop tools and methods. He established networks and training for recruiters, career planning and mentoring schemes, measurable action plans linked to business plans, and alternative rule models (new stereotypes about managers). The result is that from only 7% women in his management team, he currently has 24%.

Ms. Erika Wietinger- Colonel, Ministry of Interior of Austria

Ms Wieglinger presented a pilot project being currently implemented in the Ministry of Interior of Austria on Mentoring, for cases of women or men that have been in parental leave for a long time. The problematic areas identified for women were the longer period of absence (maternity leave etc.), the lack of framework / setting of profession when coming back (medical supply, training, internal regulations, disciplinary code, contact persons,...) and a general lack of information.

The Mentoring system provides to the mentee support and general advice on job issues and career paths, but it does not replace current training or management responsibilities. There are currently 14 mentors, men and women. The pilot project started in October of 2005 and is currently being rolled-out to more people in the Ministry. If successful, the project will be expanded to the field level and to the intranet (to facilitate internet relation during the period of absence).

Mr. Josep Codina- Mossos d'Esquadra, Catalunya- Spain.

Mr. Codina reported that women represent 18.4% in the Mossos d' Esquadra, mostly present in the basic and inter-mediate scale, and less in the executive of superior scale. 30% of new cadets for the police school are women (though no quota has been established).

A committee was established in 2005 for the design of policies for the promotion of gender equality in the Polices forces in Catalunya. It made several recommendations, in consultation with trade unions and other actors (and in close cooperation with police colleagues in Belgium). The recommendations of the Commission were:

1) Measures to promote gender equality values: training on equality for all police officers, inclusion of gender in the school curriculum, sex-disaggregated data in all researches, and creation of an observatory.

2) Measures to promote, integrate and retain women in the police forces: The goal is to have 25% of women in the police, maybe 40% in the long-term. It suggest to review the physical tests and adapt them to the sex, age and level of the post, and also to eliminate the minimum height (currently 1.60 cm for women and 1.70 cm for men).

Other proposals are the implementation of internal campaigns on equality, mixed selection panels, courses about professional career, review of the curriculum, review of working hours to be able to balance family and work.

Discussion:

Follow-up questions were posed to Mr. Codina, on the measures on violence against female police officers and Mr. Jacobsson on the functioning of the networks. Different comments were done on the use of quotas, and how they should be promoted as a temporarily measure to counter act the long time women have been out of professional responsibilities. The issue of how to have managers working part-time was also discussed and possible solutions were given, as for examples having 2 people sharing the same job.

Fourth Session:

Moderator: Ms. Ms. Rosa Maria Peris Cervera. Director of Spanish Women Institute

Rapporteur: Ms. Alexandra Prevedourakis. Gender Focal Point in SPMU- OSCE

Keynote Speakers:

Ms. Katrin Hett - Gender and Diversity Department - NATO

At the Prague Summit 2003 NATO International Staff was tasked to set-up a Task Force.

Ms. Hett introduced the concept of diversity. Two policies:

1. Protecting staff against discrimination and Harassment. Equal opportunity
2. A broad framework for diversity to guide each member of staff.

There is an initiative to review all job descriptions (based on competency). Look for talent in all member States (mS), e.g. recruit interns from various countries. These interns will in turn act as ambassadors of the mS and publicize positively the organization. Good networking for the Organization.

The Secretary General is very supportive of the issue. There is progress although slow with Senior Management. At least people are conscious of gender mainstreaming. Statistics correlate number of applicants whatever sphere.

NATO has no quotas system but they do follow guiding principles:

- Quality of staff:
- Global Framework: This does not take place only at the Headquarters but wider bodies/agencies are doing the same.
- Harassment: There is a mediation panel. Main goal: prevention. Managers have an additional responsibility for detecting early indicators. Civilian personnel are provided with the “red book” which includes additional policies to clarify the rules and regulations.

In the plan 2007-2010 three main topics are emphasized:

1. Mainstreaming Gender in all sphere of the organization
2. Reaching out to different groups who are not familiar with NATO. Improvement and promotion of NATO as an organization. Reach out in Universities especially for new members, identifying means of qualified staff. Basically an awareness raising programme.
3. Proposal of flexible time (only with direct managers). Look more deeply into disability: eg. Healthy members return from mission with a health problem.

Ms. Maria Fernández I Barea – Vice President European Network of Policewomen (ENP)

ENP was founded in 1989 and is currently formed by 31 Policewomen from 27 European countries. ENP was granted status of NGO in 1996. The initial aim of ENP is to optimise the position of women within the European Police and Law Enforcement Organisations.

ENP is adopting its strategy to diversity management and gender mainstreaming: Raising awareness of women in the police force to further develop fundamental values of Europe Women at leadership level act as role models: It Helps to increase professional effectiveness in police organizations and to stimulate recruitment, retaining, career opportunity in senior management and management decision-taking levels through conferences and seminars.

Principles the ENP follows:

- Quality throughout equality
- Safer&better Europe by improving police.
- Police Men and Women working side by side regardless of race/religion/sex...

Principle questions that should be asked: Why glass ceilings exist? Women have invisible qualities. What should the government do?

What are police chiefs doing to improve the current situation?

Mr. Christian Scharff – Director Human Resources and Member of the Board - DEXIA Bank Luxembourg.

Education is changing. Evolving origin of recruited employees is different. As for gender, women in low scale positions are still in those positions. Before, there was a homogeneous group to supervise, whereas now, different origins, different sexes, different ethnic background require a different way of looking at things.

Socially and morally, the right thing to do is to support the community (looking at gender issues as a business case) and not just to make money. This is important because of 1) demographics and 2) because of customers.

Who manages home economics now? Now they are women, although before it was men. And the reasons are longevity, globalization and market share.

Harvard Business School has scientifically proven that mixed gender groups perform better at the workplace. However, there is also scientific evidence that the grey and white matter in the brain function differently in men and women.

Who should be involved in matters of gender equality?

Everyone should be involved: The Department of Human Resources, but mainly all the Managers of the Institution/Company..

DEXIA bank is currently working with the Ministry of Equality and others to attract talents and retain them. Once the talents are found, make an effort not to lose them.

In relation to personal development, statistics has indicated that almost all (men and women) feel satisfied with their personal development. Nevertheless in the professional development side women tend to underestimate themselves.

To reach top management, one must go to the international arena. It is however difficult for a 32 year old women with two children to follow her career. The decision to send them abroad when they are still young and uncommitted is productive.

In relation to recruitment, shortlists usually have only men. Thus, the image that the company offers is crucial. The provider of talent (headhunter) must be made aware of the need to take into account the gender issue. It's proven however, that women are tougher than men when preparing assessments for other females.

Full-time / Part-time is important, especially when coming back from a maternity leave.

DEXIA bank offers lifestyle in-house services, like:

-Childcare at proximity to the working place with opening hours from 07:00 – 19:00 hours

-Fitness centre

-Additionally they offer services such as dry-cleaning/shoe repair/prescription service/bakery provision for sick child where a nurse comes in to cater to the child's needs.

Other actions and initiatives:

- Mentoring: however did not give such good results
- E-family: provided with all information after the mother returns from pregnancy leave
- E-after school: what to do with the children when school closes early. Currently working with the government to put in place a system that takes care of the children when the schools close early. Working also with Finance Ministry to have the costs tax deductible.
- Welcome-back day: pursuant to a long absence, offer to assist the person who has been away and has lost touch with the daily activities.
- Ministry of Economy hands an award to the “Woman Business Manager of the Year”.
- Diversity: creation of “Diversity Working Group. No longer the decision of the Head.

Lema: “Let us share the best we have and be enriched by our differences”.

Final Session:

Discussions, conclusions and recommendations

Facilitators:

Mr. Manuel Marion. Deputy Head of the Strategic Police Matters Unit. OSCE

Ms. Erika Wietinger. Colonel. President of the European Network of Policewomen.

The discussions led to the following conclusions and recommendations:

Gender balance is a business case, it is an important element to improve police services and make a modern police more efficient and effective. The situation presented in the meeting showed that important efforts have to be made to get a better balance in all the scales, basic, intermediate and management.

To this end, the commitment and determination of the political and police management level is the first important pillar and this implies the next steps:

- *Awareness and ownership of the process of change.*
- *Creation and dissemination of gender equality culture and training of gender relevant issues.*
 - *Setting up adequate legislation and regulations on gender issues at the national and institutional levels.*
 - *Statistics/data as indicators for improvement and success (“if we don’t measure we don’t improve”)*

These steps have to be referred to facilitate gender balance particularly focused on recruitment and selection, promotion and retention of women in police services.

We have identified a series of tools which could facilitate the process:

- *Improve communications and information on personnel issues (particularly gender) internally and externally. This could be achieved through the cooperation with existing networks on gender and others which could be set up, at national, regional and international levels. The International Organizations, particularly the OSCE, as a forum for dialogue and cooperation, could contribute to the establishment of a virtual network of gender points of contact in police agencies. It was explained the possibility to use the POLIS (Policing On Line Information Service) platform as a virtual tool for OSCE police institutions.*

- *The web sites, if they are multilingual, are definitively an important element to disseminate information on gender issues. Some police agencies have already set up these platforms or they develop some multilingual products (surveys, researches, etc) which could be useful to share with other institutions, as the same experience could be applied in other parts (Shared difficulties-Shared solutions).*

- *Designing proactive campaigns specifically focused on having more women applying for police services. These campaigns could include some modules for secondary education, specific campaigns to improve the image that police have among young people and to have more young women attracted by police work.*

- *Revision of the requirements to join the police, adapting them to the needs of the targeted group: it was mentioned particularly the physical test and the height of the applicant. Permanent revision of job descriptions.*

- *It is absolutely relevant to link the action plans on gender to business, to operations, and to services and duties. This element would allow to detect and identify inequalities before decision making. This is quite important when drafting human resources regulations but it shall also include decision making on operational level.*

- *Modern leadership implies to be able to recognize someone when their work has been well done. The culture of appreciation is even more important to be applied by police leaders, aware of gender matters, as it has been stated in this meeting that, according to some surveys, women underestimate themselves more often than men. Giving more visibility to achievements of female leaders and giving space for women to provide leadership of their own strength would support the process.*

- *Mentoring Programs and “welcome back” packs should be applied for staff returning to the agency after a temporary period of absence, due to various reasons, including maternity/paternity leaves.*

- *It has been revealed necessary to build a police worldwide culture on gender equality and to this end it is very clear that debates, dialogue and cooperation, networking, think-tanks, researches and surveys should be promoted. The inclusion of gender issues in the agendas of police leaders meetings could contribute to the creation of this culture.*

Finally it is important in all this process to have a view on multidimensional inequalities and discrimination (particularly mentioned was the position of disabled women, who could perform some specific police work).

Madrid 6th June 2007