

*Project*

**Increasing and Supporting the  
Participation of Women at all Levels in the Montenegrin Police**

**Key Findings and Recommendations**

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## Foreword

This document presents the final report of a study conducted in Montenegro under the extra-budgetary project “Increasing and Supporting the Participation of Women at all Levels of Policing”.

This study was carried out by the Organization for Security and Co-operation in Europe’s Transnational Threats Department/Strategic Police Matters Unit (TNTD/SPMU) in close collaboration with the OSCE Mission to Montenegro and the Montenegrin Police Directorate. It was funded by the Italian and the Slovakian Governments.

The study assessed the status of women’s participation in the Montenegrin Police and explored views and experiences of female and male employees of various level of seniority in the Montenegrin Police. Based on the findings of the study, this report proposes concrete and tailored recommendations to assist Montenegro to translate commitments into practical measures aimed at further advancing the participation of women at all levels of policing.

Studies strongly indicate that increasing the number of women in police services and strengthening their advancement within the police, improves professionalism of the police as well as the services the police provide to the public. During this study, all respondents serving at all levels of the Montenegrin Police agreed that more women are needed in all levels, especially as operational police officers and managers. All respondents also agreed that increased participation of women in operational police units would be positively welcomed by the public and contribute to enhanced public confidence in the work of the police, which is a key precondition for police legitimacy and for effectively preventing and countering crime.

We hope this study and its recommendations will be a useful and practical resource for Montenegrin law enforcement authorities in implementing measures to increase the number of women in the Montenegrin Police as well as to strengthen their retention and advancement as police officers and managers. It is our firm conviction that by further fostering women’s meaningful participation at all levels in the Montenegrin Police, communities will be better served and protected.

We are very thankful to all who have been involved in the study and its outcomes.

We are confident that the work done could be also helpful in some other OSCE participating States.

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## Executive summary

This study, which was undertaken between July and December 2020, seeks to better understand the opportunities and challenges associated with women's representation, roles and meaningful participation in Montenegrin Police, and provides a series of recommendations to further enhance this participation.

Women's representation in the Montenegrin Police remains low. They comprise 13.8%<sup>1</sup> of the total workforce. This percentage is considerably lower in some parts of the operational police. In the Police Directorate, there are 15% women, out of which 12% perform police-related activities (police officers) and 67% perform administrative tasks<sup>2</sup>. During the interviews, respondents mentioned that in some regional/local police stations, there are often no female officers available for shifts. All police managers agreed that more women are needed at all levels of the Montenegrin Police, especially within the operational police (shifts, patrols, traffic, investigations etc.) and some reported that low number of women in some operational units is hampering the work of the police. Examples were even mentioned where special arrangements need to be done when making arrests, conducting searches and handling cases of gender-based violence because some shifts completely miss female officers. Furthermore, while some progress has been made towards the advancement of women to mid-level ranks, there are no female officers in leadership positions<sup>3</sup>.

Women reported experiences and barriers related to the recruitment, retention and advancement in the Montenegrin Police, as well as gender norms, stereotypes and prejudices concerning women's role in the society that limit their participation in law enforcement.

### *Key findings:*

1. Gender inequality is still rooted in the Montenegrin traditions and culture. Most respondents perceive Montenegro as a patriarchal society where men still predominate the roles of leadership and authority. This is reflected in stereotypical and over-generalized roles and responsibilities of men and women, especially in traditional institutions that have been dominated by men, such as the police. Nevertheless, positive developments regarding prevailing gender norms have been slowly changing during the last years towards the direction of diversity and gender equality.
2. Some serving police officers and managers say that policing is mainly a "man's job". These were both men and women mainly of older generation. On the other hand, younger officers all stated that police work is equally for men and women.

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<sup>1</sup> As per data received from the Police Directorate in January 2021. The structure of the Montenegrin Police Administration by gender can be found in Annex 2.

<sup>2</sup> As per data received from the Police Directorate in August 2020.

<sup>3</sup> At levels of Police Director, Assistant Director and Chief Police Inspectors.

3. The low number of female officers is hampering the overall police performance. All interviewees, at all levels (managerial, operational and administrative), male and female, agreed that women are under-represented in the Montenegrin Police and increasing the number of women would bring added value to the work of the police, enhance the performance and increase the public trust.
4. Women are as capable as men are when performing police work, at all levels: managerial, operational and administrative. In some areas, they can be even better (for e.g. public communication, domestic violence, youth and sex crime, gathering and analysis of intelligence). To the contrary, prejudice remains one of the biggest obstacle that women face in the working environment. They are mostly seen as the “weaker sex” and less capable than men are when performing some operational police tasks that may require physical strength.
5. Male respondents highlighted that female employees do not experience discriminatory behaviour or harassment. This is mostly because of a “protective culture for women, mothers and sisters” which dominates the Montenegrin society (benevolent sexism). Men try to help, support and protect women, both in the private and public spheres of life. On the other hand, some respondents indicated that this is a stereotypical and consequently discriminatory view and that these attitudes hamper women’s advancement in the police.
6. The majority of male respondents (managers and officers) indicated that there is “good will” to promote women as operational managers. The main obstacles to promotion are the lack of motivation of the women themselves to advance and the lack of higher education, which is mandatory for managerial positions. These opinions came in contradiction with statistics provided by the Police Directorate, which show that, overall, the percentage of female officers holding university degrees is higher than those of male officers. On the other hand, many female respondents underlined that the lack of motivation is not a real obstacle to the promotion of women to higher ranks and that this is a discriminatory argument. Rather, there are simply very few women in the operational police and many seek administrative work because of challenges in balancing the work and family responsibilities and thus lack the operational experience to qualify for managerial positions. In addition, managers also tend to assign women to administrative work instead of fieldwork, which hampers their opportunities to gain skills and experiences in areas seen as important for law enforcement leadership and therefore to advance.
7. All respondents (male and female) stated that the working conditions are suitable for all (infrastructure, working hours, shift schedule, uniforms and equipment). Nevertheless, female officers indicated that balancing family and work is more difficult for women with children and that additional support is needed. This is one of the main reasons for which women often choose to work in administrative roles because, among other benefits, this helps them balance family and childcare responsibilities. Furthermore, networking opportunities for women are limited and infrequent. In a service without a critical mass of female employees, this was highlighted as an important area of improvement.

8. A considerable number of respondents underlined the need to promote more systematically the nature of the police work. They highlighted that this would improve the public's perception of the police and attract more applicants, male and female.
9. Internal initiatives on gender equality, such as awareness-raising activities for all employees, at all levels, are fragmented and sporadic. While the top management officially endorses the gender equality agenda, respondents highlighted the need for a stronger top-bottom approach, which will lead to more sustainable results.

***Key recommended solutions:***

1. Increase the number of women in the Montenegrin Police, especially in operational work (uniformed police services, patrol, traffic, investigations etc., in the Police Directorate and in the regions). While professional competencies should remain a leading factor when recruiting personnel, the decision makers should consider setting the objective to reach a critical mass of 30% women among the operational police officers within the next 10 years. To reach this, the following milestones should be set: 15% by the end of 2023, 20% by the end of 2025, 25% by the end of 2027 and 30% by the end of 2030. Thus, Montenegro would be a leading example in gender equality among law enforcement services in South-Eastern Europe. Increased number of women as police officers could contribute to:
  - Create a “critical mass” that will have positive effects on the male-dominated culture and help diminish stereotypes and prejudices;
  - Increase the number of qualified female candidates for managerial positions;
  - Secure that female police officers are always available when attending to cases of gender-based violence, executing arrests or search operations, in accordance with the relevant internal policies and international standards;
  - Enhance visibility of female officers and contribute to increased public confidence;
  - Contribute to efforts to decrease corruption and excessive use of force.
2. Draft, adopt and implement a specific internal Policy Document on Gender Equality and Equal Treatment<sup>4</sup> within the Police Directorate. This document should complement the National Action Plan for Achieving Gender Equality (APAGE) 2017-2021, the Action Plan for the Implementation of the United Nations Security Council Resolution 1325 Women, Peace and Security in Montenegro, the Police Development Strategy 2021-2024, and the Action Plan for Achieving Gender Equality in the Police Administration 2019-2020. Ensure awareness by all staff and clear commitment from the Police Director and all police managers in communicating

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<sup>4</sup> This recommendation is based on good practices in other countries, in particular the Swedish Police. The proposed Policy Document is a short, precise document describing key instructions and values regarding gender equality and equal treatment within the Montenegrin Police. This document needs to be well known by all police officers and strongly communicated by the Police Director and all police managers. The Swedish Police Authority's Equal Treatment Strategy 2017-2021 can be found as an example of good practice in Annex 5.

and fully implementing this policy through, for example, a Gender Coach Programme<sup>5</sup> for the top management. In the monitoring and evaluation of the strategy, ensure a top-bottom approach. Create a poster with key messages from the internal policy document to be placed on walls and tables in departments and police stations.

3. Design and implement a gender-responsive public relations (PR)/communications strategy. Include elements of gender equality in order to promote the police as an attractive workplace for women, as well as activities aiming at improving the public's perception of the police.
4. Enhance promotion measures of the Police Academy prior to recruitment. Make use of all existing promotion tools (for example, the videos produced in 2020 by the OSCE Mission to Montenegro, in partnership with the Police Directorate). Increase efforts to co-operate with schools and in-person exchanges by uniformed female police officers with potential candidates of both genders. Promote and encourage young women and girls to apply for a job within the police.
5. Revitalize the Women's Police Association with the aim to ensure internal and external networking, education and training opportunities for members. Enhance regional networks and opportunities to share experiences and best practices for gender-inclusive law enforcement.<sup>6</sup>
6. Consider making use of available human resources from pool of certified police officers currently working as civil servants within administrative departments (mostly women) by enabling them to return to operational police duties subject to the mandatory retraining.
7. Design and implement an in-service Mentoring Programme<sup>7</sup> for female officers, with male and female mentors. This programme should be different from the mandatory mentoring programme that all newly recruited personnel have to undertake.
8. Ensure that recruitment processes for all managerial positions are fully transparent, that all vacancies are promoted and advertised, and all positions are filled after merit-based competition procedures following a vacancy notice with clearly defined criteria and conditions.
9. Adopt the bylaw/regulation drafted by the Police Directorate with regards to the minimum time required for all personnel to serve in operational departments before being able to switch to

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<sup>5</sup> For example, the Gender Coach Programme launched in 2015 by UNDP SEESAC, in co-operation with the Ministry of Defence and Armed Forces of Montenegro, enables participants to become leaders in integrating gender into their operations and encourage change in their institution. In 2017, Head of Small Arms and Light Weapons Commission, a high rank official of the Ministry of Interior, participated in the Gender Coach Programme. More information at: [https://www.seesac.org/News\\_1/Gender-Coach-Programme-for-Advancing-Gender-Equality-in-the-Ministry-of-Defence-of-Montenegro/](https://www.seesac.org/News_1/Gender-Coach-Programme-for-Advancing-Gender-Equality-in-the-Ministry-of-Defence-of-Montenegro/); [https://www.seesac.org/News\\_1/SEESAC-introduces-Gender-Coach-Programme-in-Small-Arms-and-Light-Weapons-Control-work-/](https://www.seesac.org/News_1/SEESAC-introduces-Gender-Coach-Programme-in-Small-Arms-and-Light-Weapons-Control-work/) and in Annex 4.

<sup>6</sup> The Women's Police Association in Bosnia and Herzegovina could be used as a good practice example for Montenegro.

<sup>7</sup> The mentoring programme for female police officers in North Macedonia, supported by the OSCE Mission to Skopje, could be used as a good practice example for Montenegro. A summary of this programme can be found in Annex 3.

administrative work. This will make women more visible to the public and enlarge the pool of candidates for senior managerial positions.

## Introduction

Women are severely under-represented in police services of most OSCE participating States. Building on its mandate on police-related activities, TNTD/SPMU works with OSCE field operations and key stakeholders in selected countries to develop and launch measures to address identified obstacles, promote women's recruitment and participation, and strengthen women's working conditions, tailored to each country's needs and context. The project, entitled *Increasing and Supporting the Participation of Women at all Levels of Policing*, aims at raising the awareness at policy and institutional levels on the under-representation of women in the police and the benefits for effective policing of increasing the number of women police officers and strengthening their participation in all levels of policing. In 2020, at the request of the Montenegrin national authorities and in close partnership with the OSCE Mission to Montenegro, the project was implemented in Montenegro.

Since declaring its independence in 2006, Montenegro has made significant progress in the fields of development and human rights. Nevertheless, further progress is needed in the area of gender equality. Women continue to face various forms of discrimination in political, social and economic spheres.

The police, as one of the public authorities serving the population, should represent the society it serves. Women's representation in the Montenegrin Police remains low as they comprise 13.8% of the total workforce. This percentage is considerably lower in some operational police units. In the Police Directorate, there are 15% women, out of which 12% perform police-related activities (police officers) and 67% perform administrative tasks. During the interviews, respondents mentioned that in some regional/local police stations, there are often no female officers available for shifts, which is jeopardizing the efficiency of the police service. Furthermore, while some progress has been made towards the advancement of women to mid-level ranks, there are no female officers in leadership positions. According to data from the Police Academy, during 2018, 249 candidates applied for training at the Academy, out of which 77 were women (30.93%). At the end of the recruitment process, 45 participants were admitted, of which 11 were women (24.4%). This gap (24.4% admitted to the Police Academy and 13.8% presently working in the police, including in administrative jobs) clearly demonstrates one of the key challenges of the Montenegrin Police, namely the retention problem.

This study, undertaken between July and December 2020, explores the views and experiences of female and male employees of various level of seniority from Montenegro Police. Its purpose is to identify the cultural, social and institutional barriers that underpin the recruitment, retention and advancement of women at all levels of the Montenegrin Police and ways to address and overcome these barriers. It proposes concrete recommendations and practical measures to assist Montenegro in further advancing the meaningful participation and representation of women at all levels of policing.

*Chapter 1* of this report describes the research methodology, including limitations of the study. *Chapter 2* explores national and institutional strategies on gender equality and the way these are

translated into procedures and implemented. *Chapter 3* examines community prevailing gender norms and masculinities along with the public perception of Police and how these influence the participation of women in law enforcement. *Chapter 4* looks into the institutional environment, culture and leadership, in particular at the gender-related attitudes and behaviours of male and female personnel and the leadership's strategies and messages on diversity and equal treatment. *Chapter 5* assesses the policies and procedures on recruitment, retention and career advancement of personnel, as well as the education, networking and mentoring opportunities for female employees. *Chapter 6* studies the reporting and management of gender-based discrimination and harassment. Each of these chapters first presents *Key findings* and then *Recommendations* based on the findings.

## Research Methodology

The analysis was conducted in accordance with the *Methodology*<sup>8</sup> for the development, drafting and monitoring of implementation of strategy documents, which accompanied the Government of Montenegro's Decree on methodology and procedure for drafting, aligning and monitoring of the implementation of strategy documents.

The study draws on national and institutional legal and policy frameworks, previous research on gender equality, and interviews, key-person meetings and focus groups with employees of the Police and other relevant stakeholders.

The analysis identified gaps and proposes recommendations in five areas, grouped under the following themes<sup>9</sup>:

- 1. Laws, policies, planning and procedures:** national laws, standards and policies; institutional policy and procedural framework.
- 2. Prevailing norms and community relations:** community prevailing gender norms and masculinity; public's perception of police.
- 3. Institutional environment, culture and leadership:** relations between male and female personnel (attitudes and behaviours); leadership strategies and messages (internal and external).
- 4. Human resources management and capacity development:** policies and procedures on recruitment, retention, career advancement, networking, mentoring, training and infrastructure.
- 5. Accountability and oversight:** reporting and management of gender-based discrimination and harassment cases.

To ensure local ownership and minimum duplication of efforts, a project Steering Group was established at the beginning of the project, in July 2020. Representatives from the OSCE Secretariat, the OSCE Mission to Montenegro, the Ministry for Human and Minority Rights, the Ministry of Interior, the Police Directorate, civil society and international partners from Norway CIDS, DCAF

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<sup>8</sup> [http://www.gsv.gov.me/stratesko\\_planiranje/strategije](http://www.gsv.gov.me/stratesko_planiranje/strategije)

<sup>9</sup> Based on the DCAF's Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector, available at: [https://www.dcaf.ch/sites/default/files/publications/documents/self\\_assessment\\_guide.pdf](https://www.dcaf.ch/sites/default/files/publications/documents/self_assessment_guide.pdf)

and UNDP SEESAC met throughout the duration of the study and discussed good practices, challenges, and avenues to address them.

The data was collected through:

1. **Desk research and analysis** – review of national and institutional policies; procedures; handbooks and reports; previous assessments; existing surveys of women’s and men’s perceptions of security and justice.
2. **Key informant interviews / meetings** (online) – 23 interviews and 6 key meetings with representatives from Montenegro’s Ministry of the Interior, Police Directorate, Police Academy, Ministry of Human and Minority Rights, Parliamentary Committee on Gender Equality, OSCE Mission to Montenegro, UNDP/SEESAC and civil society organizations, as well as Norwegian Police Academy, Swedish Police and OSCE Mission to Skopje. In total, 24 women and 23 men shared their opinions on the participation of women in the Montenegrin Police and on ways to strengthen it.
3. **Focus group discussions** – 3 focus group discussions with men and women from different departments and of different ranks within the Montenegrin Police, to discuss and understand the trends that emerge from the key informant interviews and meetings.

During the interviews and focus group discussions, participants were asked about their knowledge and experiences relating to policies and strategies on gender equality, recruitment, retention and promotion policies and practices, as well as the community norms that influence the gender dynamics within their agency.

Last but not least, the study was informed by the survey<sup>10</sup> conducted by the Montenegrin Police Directorate in 2020, with the support of CIDS. This research was part of the "Analysis of the current situation and recommendations for improving gender equality in the Police Administration of Montenegro" and was based on the analysis of the perception of employees of the Police Directorate on gender equality as a result of an online survey conducted in May 2020.

To ensure strong local ownership and sustainability of products, the methodology was participatory, meaning that consultations with representatives of all relevant institutions and civil society organizations (part of the project’s Steering Group) were conducted at all stages.

## **Thematic findings and recommendations**

### **Theme 1: Laws, policies, planning and procedures**

#### **Key findings:**

- 1.1. **The national laws, policies, standards and procedures on gender equality are harmonized with the international legislation and standards.** The law enforcement standards, policies and procedural framework on gender equality are suitable and create an enabling environment for the advancement of the gender equality agenda within the Montenegrin Police.

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<sup>10</sup> The study can be found at: [https://mup.gov.me/upravapolicije/naslovna/rodna\\_ravnopravnost/](https://mup.gov.me/upravapolicije/naslovna/rodna_ravnopravnost/)

- 1.2. Some managers mentioned that they are not familiar with the legal instruments on gender equality.** They also mentioned that there is no strategy to increase the number of women and strengthen their participation in the police, or that they are not aware of any.

**Recommendations:**

- 1.3.** Raise awareness at all law enforcement levels on the policies, strategies, action plans and standards on gender equality and ensure their full implementation. Enable managers to become leaders in integrating gender into their operations and encourage change, through dedicated programmes such as Gender Coach Programme and mentoring programmes.
- 1.4.** Establish, introduce and clearly communicate a specific internal Policy Document on Gender Equality and Equal Treatment within the Police Directorate (see also recommendation no. 3.14). This Policy should complement the National Action Plan for Achieving Gender Equality (APAGE) 2017-2021, the Action Plan for the Implementation of the United Nations Security Council Resolution 1325 Women, Peace and Security in Montenegro, the Police Development Strategy 2021-2024, and the Action Plan for Achieving Gender Equality in the Police Administration 2019-2020.

## **Theme 2: Prevailing norms and community relations**

### **Community prevailing gender norms and masculinities**

**Key findings:**

- 2.1. Gender inequality is rooted in the Montenegrin history, traditions and culture.** All respondents perceive Montenegro as a patriarchal society where men still predominate the roles of leadership and authority. This is reflected in stereotypical and over-generalized roles and responsibilities of men and women, especially in traditional institutions that have been dominated by men, such as the military and the police. They all indicated that these prevailing gender norms have been slowly changing during the last years towards the direction of diversity and gender equality.
- 2.2. The community prevailing gender norms and masculinities influence the decision of women to join the police.** Due to a general view that the police is a “man’s world”, young women and girls are often discouraged in applying for a job within the police by their families and social circles. Respondents indicated that this has been changing lately, but more should be done to accelerate the progress.

**Recommendations:**

- 2.3.** Raise awareness at the community level on the police environment and nature of the police work to the benefit of all people in order to attract more women applicants and to contribute to a wider societal change on attitudes to women’s participation in the public sphere (see also recommendations 2.9 and 4.4).

### **Public’s perception of Police**

**Key findings:**

- 2.4. The negative public perception of the Police contributes to the low number of female applicants.** Some of the interviewees mentioned that the reason for which the number of women in the police is low could be related to the public’s perception of the police. Police is perceived as an instrument of the state.

Often, media is portraying the police in a negative way, especially related to corruption and excessive use of force. These diminish the public's trust in the institution and do not portray the police as an attractive workplace for qualified applicants.

**2.5. Police communication with the public is mostly ad-hoc and defensive, contributing to a negative public perception of the institution and a low public trust.** The interviewees highlighted the need for a comprehensive PR/communication strategy and stronger leadership commitment.

**2.6. The presence and visibility of female officers contributes to increased the public trust in the police.** Most respondents mentioned that the presence of more female officers and/or mixed patrols have positive effects on the public's perception of police. They consider that women perform better than men in some areas such as public communication, domestic violence, youth and sex crime, gathering and analysis of intelligence. Mixed patrol teams are better suited to build public confidence than male-only teams.

#### **Recommendations:**

- 2.7.** Enhance the partnerships between community-based organizations and the police with the aim to understand the public's perception of police and increase the trust in the institution. Systematize these partnerships by creating and maintaining police-public forums, with the aim to foster dialogue and mutual understanding.
- 2.8.** Conduct regular surveys to understand the public's perception of police. Make the results of such surveys public, to enhance transparency and accountability.
- 2.9.** Design and implement a PR/communication strategy. Include elements of gender equality in order to promote the police as an attractive workplace for women, as well as activities aiming at improving the public's perception of the police. For example, nominate women as spokespersons; use gender-sensitive language; implement activities aimed at increasing the visibility of female officers who can serve as role models; engage men as gender advocates. To this end, enhance the partnerships with the media. Make use of the promotion videos on female police officers in Montenegro, produced by the OSCE Mission to Montenegro in collaboration with the Police Directorate in 2020.
- 2.10.** Hire more women and assign them to operational fieldwork. Research indicates that women are less associated with corruption and excessive use of force. More female officers in the police will contribute at enhanced public trust in the service.

### **Theme 3: Institutional environment, culture and leadership**

#### **Relations between male and female personnel (attitudes and behaviours)**

##### **Key findings:**

- 3.1. Women are under-represented in the Montenegrin Police.** All interviewees, including all managers and all officers, male and female, agreed that women are under-represented in the Montenegrin Police and that this should change. Most of them agreed that the low number of women is detrimental to the efficiency and effectiveness of the police service and that it perpetuates a stereotypical and masculinist environment.

- 3.2. More women are needed at the operational and managerial levels.** Most managers mentioned that more women are needed for working “in the field” and at managerial level, to cover areas such as patrols, traffic policing, community policing, domestic violence, trafficking in human beings, sex crimes, trafficking of illicit drugs, as well as direct communication with the public. Some managers underlined that the low number of female officers and managers is hampering the police work. For example, it is often the case that there are no female officers available to conduct searches and arrests involving women and children, which sometimes is resolved by asking female officers from other shifts/units to be on call. These situations affect the effectiveness of the police and create an extra burden for the female officers.
- 3.3. All respondents agreed that women can perform police work as good as their male colleagues.** The opinion of the majority of interviewed managers was that female employees within their units perform police duties in general as well as men. Performance is not related to gender but individuals. Some managers noted that the main advantages of men are related to physical strength but women perform better than men in difficult communications, gathering and analysis of intelligence and investigation of cases of domestic violence, youth and sex crime and trafficking in human beings.
- 3.4. The culture within the Montenegrin Police is rooted in masculinist and stereotypical views. “Softer” police tasks such as admin work, youth- or child-related issues, information gathering and analysis, communication and reporting are viewed as better suited for women.** This finding reflects the societal norms in Montenegro and is in line with research findings in other countries. On the other hand, respondents highlighted the traditional understanding of the role of women in family and society as an obstacle to greater representation of women in the police. In their responses, both male and female interviewees mentioned that prejudices still exist, especially concerning women as a “weaker sex” because of their physical abilities. This culture views men more capable to perform arrests or attend to stressful or dangerous situations where physical strength might be needed.
- 3.5. All respondents recognised the meaning and importance of gender equality within the police, but some mentioned that due to a “protective culture for women, mothers and sisters” which is deeply rooted in the Montenegrin society, male managers and officers tend to overprotect women (benevolent sexism<sup>11</sup>).** This often leads to women being assigned to administrative tasks only. Furthermore, some male managers and officers who were interviewed consider that a protective attitude towards women is beneficial for them. This is in opposition with the opinion of female respondents who think that male colleagues and managers are overprotective and sometimes inconsiderate of their capabilities to conduct police work, especially operational fieldwork.
- 3.6. Some senior female police respondents consider the police profession to be more for male than female.** This is in contrast with the opinion of younger female respondents, who consider women as capable as men when conducting police work.
- 3.7. Working in mixed teams is generally effective, although women think that often they have to prove themselves twice in order to be respected by their male colleagues.** All respondents consider that men and women work well in teams, although women indicated that they often have to work more than their male colleagues to be considered equal and that colleagues do not have high expectations of them.

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<sup>11</sup> Benevolent sexism is a set of attitudes toward or beliefs about women that categorize them as fragile. These attitudes are characterized by a desire to protect women and despite their seemingly positive characteristics, they are often dangerous to women’s rights.

### Recommendations:

- 3.8.** Establish a co-ordinated plan between Ministry of Interior, Police Directorate and Police Academy to reach a critical mass of 30% women among the operational police officers within the next 10 years, while maintaining professional competencies as a leading factor when recruiting personnel. To reach this, the following milestones should be set: 15% by the end of 2023, 20% by the end of 2025, 25% by the end of 2027 and 30% by the end of 2030. Monitor the progress towards these milestones and mitigate obstacles. In the implementation of this plan, engage the already established network of trainers on gender equality and gender focal points (Gender Co-ordinator in the Police Directorate and local gender focal points).
- 3.9.** Develop a standardized mandatory training curriculum on gender equality and human rights and integrate it in the basic Police Academy. Within the Police Directorate, provide gender-sensitive training for leaders, managers and gender focal points on diversity and equal treatment to empower them to promote a gender-inclusive work culture and eliminate discriminatory practices.
- 3.10.** Ensure the functionality of the gender equality mechanisms and strengthen the gender focal points network, as well as the co-ordination between the Gender Co-ordinator and local gender focal points.
- 3.11.** Revitalise the Women's Police Association with the aim to support and empower female police officers. Ensure that all employees are aware of its existence and activities by investing resources in awareness raising. Enhance regional networks<sup>12</sup> and opportunities to share experiences and best practices for gender-inclusive law enforcement.

### Leadership strategies, messages and communication

#### Key findings:

- 3.12. The police top management shows some commitment to the gender equality agenda, but not enough.** Some respondents highlighted that some efforts were put in advancing the gender equality agenda in the Ministry of the Interior and in the Police Directorate, but not enough attention was paid to regional and local police stations.
- 3.13. The leadership messages and communication on gender issues have to be improved, both internally and externally.** The respondents underlined that there is little internal communication on the gender equality agenda. The same goes for the external communication, which was defined by some interviewees as ad-hoc and mostly defensive.

#### Recommendations:

- 3.14.** Analyse the leadership communication strategies and messages and ensure that they are formulated in a gender-sensitive manner. The Police Director and top management should send clear signals of their support to gender equality, both in their internal and external communications and in practice (see also recommendation 1.4. on internal policy and recommendations 2.9. and 4.4. on PR/communication strategy).
- 3.15.** Ensure that gender perspectives and attention to the goal of gender equality are central to all activities. Mainstream gender in all strategic documents.

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<sup>12</sup> For example, consider exchanges with the "Policewomen's network" Association in Bosnia and Herzegovina and the Women Police Officers Network in South East Europe (WPON), as well as other relevant associations in the region.

- 3.16.** Conduct communication campaigns (internal and external) to build trust within the institution and in the community. Given the size and structure of Montenegro, external campaigns could be very effective and could considerably increase the public's trust in the police (see also recommendations 2.9. and 4.4. on PR/communication strategy).

## **Theme 4: Human resources management and capacity development**

### **Recruitment – policies and procedures**

#### **Key findings:**

- 4.1.** The negative public perception of the police, the low awareness of the nature of the police job and the cultural stereotypes and prejudices that define police as a “man’s world” were mentioned by all respondents as the main reasons for a low number of women applying to become a police officer.
- 4.2.** The fact that the Police Academy is a vocational school can be perceived as unattractive by young high-school graduates, especially women, who want to pursue university degrees.
- 4.3.** Young girls receive little support from their families and social circles and are often told that they are not suitable for a job within the police because this is a “man’s world”. These attitudes prevent them from applying for the Police Academy and later on, for a job within the police.

#### **Recommendations:**

- 4.4.** Design, launch and implement a PR/communications strategy and communicate clearly that the police job is equally suitable for men and women.
- 4.5.** As part of the PR strategy, analyse the image and the branding of the police. Based on the results of this analysis, consider re-branding actions and discuss them together with the Police Academy, in a joint endeavour to promote the police job as a prestigious, top employer for both men and women. Conduct awareness campaigns and assess them regularly. Survey the female officers when they join the service and get their feedback on the campaign. Make efforts to co-operate actively with schools (universities, high schools and secondary schools) and enable in-person exchanges by uniformed female police officers with potential candidates of both genders. Promote and encourage young girls to apply for a job within the police, including by running the new short videos, produced by the OSCE Mission to Montenegro in 2020, in TV stations and uploading them on social networking websites.
- 4.6.** The awareness campaigns conducted by the Ministry of Defence were mentioned as an example of good practices when recruiting personnel. As a recommendation, the Police Academy, jointly with the Ministry of Interior and the Police Directorate, could meet with the representatives of the Ministry of Defence and make use of the Ministry’s approaches and experiences.
- 4.7.** During the recruitment process, ensure that the selection committee members and interview panel members have attended at least a basic course on gender equality. Ensure that recruitment selection committees and interview panels include women.

- 4.8. Consider including competency-based questions during the recruitment processes, with specific questions on diversity and gender equality, in order to depict stereotypes and prejudices. Recruitment panels should use these competency-based questions during interviews with cadets during application process as well as during selection process for managerial positions.
- 4.9. During the recruitment process, enquire about the candidates' history of gender-based violence.
- 4.10. Provide preparatory courses for applicants to increase the capacities of women prior to taking the entry exam.

## **Retention – policies and procedures**

### **Key findings:**

- 4.11. **The working conditions for both male and female officers are suitable.** All respondents indicated that the facilities, uniforms, equipment and weapons are generally suitable for both men and women.
- 4.12. **In general, as per the legislation in place, the working hours and shift schedule allow for a work-life balance for both men and women.** Managers try to accommodate the requests coming from female employees with small children, on a case-by-case basis. The majority of respondents consider that there are enabling conditions for mothers of young children, such as exemption from shift work.
- 4.13. **Many respondents, female and male, indicated that women face challenges in balancing work and private life, as they are expected to take care of their families.** The law enables both maternity and paternity leave. Nevertheless, the interviewees mentioned that it is not common for a male officer to exercise his paternity rights and that sometimes, the leave entitled for parental care might be used for taking a second job because of the low salaries. By reasons of traditions and culture, women with families carry an extra burden and have a more difficult time in balancing their work and private life. Thus, many female officers seek daytime administrative jobs within the police.
- 4.14. **Police officers who move into administrative work within the Police Directorate, including female police officers that opt for office administrative jobs because of child/family obligations,** lose their status as a police officer and become civil servants. As a consequence, they cannot turn back to police duties unless they undergo certain retraining modules. According to some respondents, this has proved an obstacle for those women within the Police Directorate who would be interested and motivated to return to operational police work.
- 4.15. **Another obstacle to the retention of personnel is the low salaries.** Some respondents underlined that the low salaries have an impact on the recruitment, retention and advancement of personnel in general. The financial incentive that comes with the shift work/on-call/managerial responsibilities is not enough to motivate women, especially those that have to balance their work and family responsibilities.
- 4.16. **Lack of feedback and appraisal for good performance were mentioned as factors diminishing the motivation of female officers.** A performance evaluation system is in place. The performance of an employee is evaluated on a yearly basis. The results are entered into the Central Personnel Record. Nevertheless, some female respondents mentioned that the work of women is not valued and recognised and that they lack feedback from the management.

### Recommendations:

- 4.17. Ensure that managers promote the obligations and rights of both parents to care for their children. This should not be a “women’s burden”. Positive examples of fathers working in the police and being active in family life should be promoted internally and externally.
- 4.18. Implement support mechanisms aimed at increasing retention, such as guaranteeing women who take maternity leave are able to return to work in a comparable position.
- 4.19. Consider providing support to facilitate/strengthen childcare (kindergarten) for police officers.
- 4.20. Ensure that managers receive adequate training on evaluation of performance, feedback and appraisal.
- 4.21. Consider making use of available human resources from pool of certified police officers currently working as civil servants within administrative departments (mostly women) by enabling them to return to operational police duties subject to the necessary retraining.

### Career Advancement – policies and procedures

#### Key findings:

- 4.22. **More women are needed in managerial positions thus improving the overall performance of the police.** Most interviewees (managers included) said that more women are needed in managerial positions and it would be beneficial for the Montenegrin Police if more women served as managers. They consider women as capable as men when conducting managerial work. The same agreed that women should not be chosen as managers because of gender but strictly on merit.
- 4.23. **Lack of motivation was mentioned as an obstacle for women’s advancement in the police service; this opinion was rejected by other respondents who saw it as a discriminatory argument.** Most interviewees mentioned that they do not recognise any formal obstacles that could hinder the advancement process for women. A majority of male interviewees (managers and officers) indicated that one of the greatest obstacles in the advancement process for women is their motivation. Some senior female interviewees agreed with this statement, mentioning low salaries, low chances of promotion, stereotypical environment and difficulties in balancing family-work life as main factors diminishing their motivation. On the other hand, younger officers disagreed, saying that motivation is not an issue at all. Some female respondents underlined that the lack of motivation is not a real obstacle to the promotion of women and that this is a discriminatory argument. Women are seen as less capable of conducting operational work and they are not given the opportunity to advance because they are not considered as potential candidates for managerial positions, often lacking sufficient operational experience. Many women are reluctant to take over managerial positions due to a working culture dominated by stereotypes and prejudices that does not empower women, on the contrary, lowers their self-confidence.
- 4.24. **Senior female officers mentioned that women do not apply for managerial positions because they do not want to take more responsibility and to be held accountable for their work.** They prefer working from the shadow of a male manager. In addition to this, they mentioned that the salaries for managers are not sufficient considering the level of responsibility that these positions imply and therefore do not motivate them enough to advance.

- 4.25. Some male managers mentioned that while they are eager to promote women, they find it difficult to do it because very few of them have the necessary educational degrees** (for managerial positions, a bachelor's degree is required). This argument does not reflect the reality, as according to the opinion of other interviewees and statistics provided by the Police Directorate, overall, the percentage of female officers holding university degrees is higher than those of male officers.
- 4.26.** Many interviewees mentioned that **one of the greatest obstacles to women's promotion to higher police ranks is the fact that female officers have been assigned to office/admin work instead of operational fieldwork, which hinders their opportunities to advance.** Often, it is believed that women are less capable than men to conduct fieldwork, a belief that is often shared by women as well. Managers assign women from fieldwork to admin because of the stereotypical view that women are better at performing office work (mostly analytics and reporting). This hinders their advancement in the operational police service. Without field experience, women do not have the necessary qualifications for operational managerial positions. The Police Directorate has drafted a bylaw/regulation to require all personnel to serve in operational departments for a certain time, before being able to switch to administrative work. At the time of the research, the regulation was still a draft with no clear indications on adoption.
- 4.27. Respondents indicated that while the promotion procedures are in line with the labour legislation, the process is not fully transparent.** The Police Director can choose an officer and appoint as manager if he/she fulfils all qualifications, based on consultations with and suggestions from the Assistant Directors. Only if there is no qualified candidate, the position is advertised and a recruitment process (including a vacancy notice and competition procedure) is carried out accordingly. Experience in operational fieldwork is mandatory for these posts; thus, very few female officers are deemed qualified. According to respondents, very few managerial positions are filled following vacancy notices and open competition procedures.

#### **Recommendations:**

- 4.28.** Ensure that recruitment processes are fully transparent, all managerial vacancies are promoted and advertised and that women are encouraged to apply. Further on, ensure that all positions are filled after merit-based competition procedures following a vacancy notice with a clearly defined criteria and conditions.
- 4.29.** Consider organising regional and/or international study visits for young promising future police managers. Make sure to select young men and women equally.
- 4.30.** Facilitate women's participation in training and educational programmes to ensure that they meet the minimum criteria for being considered for a managerial position. Partner with relevant stakeholders to increase the number of educational and training opportunities (e.g. in neighbour countries, with Police Academy, Police Associations etc.).
- 4.31.** Evaluate the salary grid and look into possibilities to increase the salaries of both male and female officers and/or offer incentives based on merit as a result of a systematic performance review.
- 4.32.** Implement awareness activities for all managers on gender issues in order to reduce the stereotypes, prejudices and discriminatory views within the police. Consider embedding these activities in the existing mandatory training courses for managers (see also recommendation 1.3. on a Gender Coach Programme for senior management).

- 4.33.** Ensure women are part of all interview panels and selection committees for managerial positions.
- 4.34.** Develop a career advancement programme to support women who want to be promoted to higher ranks within the police. As a part of the programme, provide targeted training on leadership and technical skills for mid-career female officers and enable their participation in training courses, study visits, exchanges etc. This programme should be linked to the recommended Mentoring Programme (see recommendation 4.37).

## **Education, Networking and Mentoring**

### **Key findings:**

- 4.35. Due to low number of women in the police service, women experience difficulties in accessing training opportunities.** Some respondents mentioned that women could be discriminated when accessing training programmes due to logistical reasons. For example, it was mentioned that in the past, the Police Academy rejected one female applicant because the rest of the applicants were men and therefore it was difficult to organize accommodation for one woman only. While this can be seen as an isolated incident, in the absence of a critical mass of female employees, special attention has to be paid to ensure that women have the same access as men to educational and training opportunities.
- 4.36. Networking opportunities are ad-hoc and fragmented.** Respondents indicated that there are not many networking opportunities for women. This is because of two main reasons: 1) low number of women in the police (no critical mass) and 2) low awareness of the existence and activities organized by the Women's Police Association.

### **Recommendations:**

- 4.37.** Design and implement an in-service Mentoring Programme for female officers, with male and female mentors. This programme should be different from the mandatory mentoring programme that all newly recruited personnel have to undertake. Such programme can help female officers in managing their police career and can contribute to their life-work balance. In the process of selecting the mentors, pay particular attention to their values, norms and culture, in addition to education and experience, to avoid multiplication of stereotypes and prejudices. The mentoring programme in the Police of North Macedonia, supported by the OSCE Mission to Skopje, could be used as a good practice example.
- 4.38.** Ensure that all mentors working with young recruits during their internship period are educated on gender equality, by reviewing the existing terms of reference for the selection of mentors. Monitor and evaluate their activity. Where possible, ensure mentors who are women.
- 4.39.** Gather data through exit interviews covering the reasons for leaving the police service and use the data for future strategies on recruitment, retention and advancement of personnel.
- 4.40.** Revitalise the Women's Police Association and raise awareness amongst all employees of its existence and plan of activities. Strengthen regional and international ties to existing associations, especially in the South-Eastern European region.
- 4.41.** Consider upgrading the level of police education to higher education (university degree), in line with international police education standards. This will attract more qualified candidates and will form a basis

for higher salaries. Further on, it will provide equal chances for both men and women in the advancement process and will increase professionalism which will lead to higher public trust.

- 4.42. Ensure equal access to education and training for both women and men as this is a precondition for career advancement. Collect gender-disaggregated data on participation, analyse it periodically and take corrective measures when necessary, to ensure a higher participation of women.

## **Theme 5: Accountability and oversight**

### **Reporting and management of complaints**

#### **Key findings:**

- 5.1. **There are no official cases of gender-based discrimination or sexual harassment in the Montenegrin Police.** While the majority of respondents explained that this is the result of a “protective culture for women, mothers and sisters” which is predominant in the Montenegrin society, some respondents mentioned that this could be because of a lack of understanding of the different forms of gender-based discrimination and harassment. This latter finding can be verified by analysing the results of the questionnaire-based survey conducted by the Police Directorate in spring 2020. In this research, 17.71% of respondents mentioned that there are certain forms of sexual harassment of women in the Police Directorate of Montenegro.
- 5.2. **While there are no official cases of gender-based discrimination and sexual harassment in the Montenegrin Police, there are incidents and un-reported cases.** Some respondents underlined that gender-based discrimination and sexual harassment are common, but not reported. Gender inequality is so common and deeply entrenched in societal norms and behaviours that women do not distinguish between the different forms of discrimination and harassment. Due to a lack of awareness, often, women do not realize when they are subject to discrimination.
- 5.3. **All respondents consider the procedures for reporting and management of complaints clear enough.** The Code of Conduct that employees have to sign when taking over the posts binds them to respect a set of certain rules and values.

#### **Recommendations:**

- 5.4. Conduct an analysis on the levels of gender-based discrimination and harassment within the Montenegrin Police and publish the final report. In the analysis, pay particular attention to the institutional culture, attitudes and behaviour towards discrimination and harassment, as well as the levels of understanding of these issues.
- 5.5. Based on the findings of the aforementioned research, conduct awareness-raising activities with the aim to eradicate the culture of silence and to change the mind-set. Enhancing the employees’ knowledge and understanding of discrimination and harassment as well as the existing mechanisms for reporting. Boost the Women’s Police Association and promote activities aimed at de-normalization of discrimination and harassment.

- 5.6.** Evaluate the messages on discrimination and harassment sent by the leadership and consider the communication of stronger messages on zero-tolerance aimed at encouraging the reporting of cases, protection of victims and punishment of perpetrators, while ensuring a safe space for reporting. Promote a collective ownership and organizational transparency.
- 5.7.** When managing cases of gender-based discrimination and sexual harassment, address the trust deficit by placing victims and their experiences at the centre of the investigation while ensuring their full protection.
- 5.8.** Ensure a position of zero-tolerance for gender-based violence acts committed by police officers. Consider vetting police recruits and officers for histories of gender-based violence. Conduct background checks on employees and repeat such checks at regular intervals, for example, every five years.

## **Annex 1: Background Research**

This project is a response to a statistical analysis, and a comprehensive research review, carried out by TNTD/SPMU in 2018. Over 60 published academic researches were reviewed to build a research base for the project. The findings of the research were grouped under the following three key questions:

### **1. Does increased number of women officers result in improved police services?**

Generally, the composition and demographics of the police should reflect those of the population it serves. Research suggests that increased diversity improves policing and enhances the organizational abilities to foster innovation, flexibility and the climate necessary to respond to developments and changes in the environment. This is especially important for the police, as the societal and criminal changes constantly call for renewal of skills, methods and approaches. The TNTD/SPMU research review clearly concludes that increased number of women police officers is beneficial for policing. In other words, quantitative gender equality measures can lead to qualitative improvements of the police as an organization, and the services they provide to the public.

### **2. What are the main obstacles and barriers for women's participation in policing?**

The research literature agrees that the male-dominating culture within the police is a major obstacle for women's involvement. Some researchers suggest that there is a "universal police culture", which is built on stereotypical "masculinist" norms and values, where violence, danger, risk-taking and courage are believed to be among the fundamental features of policing. Many female police officers feel that they have to adapt to this culture and prove their capabilities. Research suggests that 35% female representation is necessary for women to form a "critical mass" within the police to help overcome gender stereotypes and discrimination, and change the dominant culture, thus ensuring sustainable progress. Police culture, with its gender substructures and stereotyping, is not the only identified obstacle. Others include gender-related discrimination and harassment; male-dominated selection panels (both recruitment and promotion); "family/child-unfriendly" employment requirements.

### **3. Which positive conditions, strategies or good practises can result in increased number of women officers at all levels of policing?**

A number of researches agree that directly addressing the aforementioned obstacles, including through general awareness, clear policies, support mechanisms and relatively moderate equality programmes, which aim at removing discriminatory barriers and make the jobs more flexible and "family/child-friendly", can lead to considerable increase in numbers of women police officers and managers. Such interventions have to involve all levels of the organizational structure and all ranks of officers.

## Annex 2: Staff of the Montenegrin Police. Statistics by Gender<sup>13</sup>

Data provided by the Police Directorate in August 2020:

STRUCTURE OF POLICE ADMINISTRATION (by units and gender)				
Organizational Department/Unit	Female	Male	Total	% Female
Director's Office	0	3	3	0%
General Police	18	62	80	23%
Criminal Police	65	112	177	37%
Fight against Organized Crime and Corruption	11	73	84	13%
Border Police	86	1205	1291	7%
Security of Personalities and Facilities	38	434	472	8%
Special Police	13	168	181	7%
Prevention of Money Laundering and Terrorism Financing	11	11	22	50%
International Police Cooperation and Public Relations	3	4	7	43%
Analysis and Improvement of Police Work	8	4	12	67%
Forensics	25	25	50	50%
Internal Audit	0	0	0	n/a
Human Resources, Finance and Technical Support	155	83	238	65%
Podgorica Security Center	97	591	688	14%
Nikšić Security Center with its Departments	25	213	238	11%
Bar Security Center with its Departments	28	165	193	15%
Budva Security Center with its Departments	20	102	122	16%
Herceg Novi Security Center	26	179	205	13%
Pljevlja Security Center	9	111	120	8%
Bihelo Polje Security Center	21	181	202	10%
Berana Security Center	19	233	252	8%
<b>TOTAL female police officers</b>	<b>678</b>			15%
<b>TOTAL men police officers</b>		<b>3959</b>		
<b>TOTAL police officers</b>			<b>4637</b>	

<sup>13</sup> These numbers include all staff, including office and admin jobs as well as operational police officers.

### **Annex 3: OSCE Mentoring Programme for Female Police Officers in North Macedonia**

Between 2017 and 2019, the OSCE Mission to Skopje implemented a Mentoring Program for Women in Police (The Programme) which finished with 106 female police officers participating as mentors or mentees in one of the two rounds of the Programme. Together with the Women's Section of the Macedonian Police Union (The Women's Section), the Mission adapted the OSCE-internal Mentoring Programme for Women to the local needs and paired senior female police officers with younger female police officers who had less than five years of professional experience.

In the North Macedonian Ministry of Interior, there are in total 15,9% women, of which 61% are in the civil and administrative units and 11,8% are in managerial positions. The Programme aimed to help young female police officers to better orient themselves in the male-dominated working environment, recognise and overcome obstacles in relationships with colleagues and identify opportunities that may lead to their professional development.

For each round of the Programme, a group of mentors and a group of mentees attended basic gender training as well as basic and advanced mentoring skills trainings, and joint mentoring sessions, with additional individual sessions mentor-mentee in between. Each pair set objectives and documented at least three mentoring sessions. In 2019, the Mission included a new component in the Programme: a training-of-trainers course during which seven mentors were trained to teach the main components of the basic mentoring training. In the same year, the Mission organized a gender mainstreaming training for the senior police staff to ensure their support for the participants in the Program.

In 2020, the Mission and its main partner in the Programme, the Women's Section, conducted a self-evaluation phase. The process consisted of two in-person workshops and two online workshops. According to the general assessment from the workshops, the expected outcome was achieved. Male police officers were included in discussions through the Youth Section and through the leadership of the Macedonian Police Union. During the self-evaluation workshops, mentors and mentees shared that the participation in the Programme led to their individual development, in some cases to a job promotion, and some participants mentioned that their working environment was improved after the participation in the Programme. Increased self-confidence dominated as one of the most frequently mentioned changes, coupled with improved performance, improved skills, including communication skills (e.g., active listening), time management and overall management skills. Moreover, during the final workshop held in November 2020, the police representatives discussed solutions for potential integration of the programme into the police human management cycle. The Police Human Resources Department took over from the Women's Section the initiative to organize the new round of the Program, thus ensuring its continuation in future. The director of the Bureau of Public Security in North Macedonia appointed 15 female police officers as co-ordinators of the Programme.

The Mission has produced videos<sup>14</sup>, translated into three languages, to promote the outcomes of the Programme, raise awareness on its benefits, and encourage participation in future cycles.

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<sup>14</sup> An example of such videos can be accessed here: <https://m.facebook.com/OSCE.Skopje/videos/654886005143558>.

## Annex 4: UNDP SEESAC Gender Coach Programme

**The Gender Coach Programme (GCP)** is an innovative approach to *boosting the gender-responsiveness of security sector institutions by developing competencies and fostering commitment of the senior management*. The Programme was developed and first implemented in Sweden in 2007 within the context of the implementation of UNSCR 1325<sup>15</sup>. The GCP aims to increase competences and skills of the senior management in security sector institutions to mainstream gender in their work. In doing so, *it enables participants to encourage change in their institution and become leaders in integrating the gender perspective into their operations*.

In 2015, UNDP SEESAC piloted the GCP as part of the project *Strengthening of Regional Cooperation on Gender Mainstreaming in Security Sector Reform in the Western Balkans* in cooperation with the Ministry of Defence (MoD) of Montenegro. An officer of the Armed Forces of Montenegro (AFM) - Head of the Human Resources Sector of the Human Resources Department of General Staff participated in the programme.

By building on this experience, the GCP was initiated in 2017 to strengthen the capacities of heads of Small Arms and Light Weapons (SALW) Commissions in Montenegro, Bosnia and Herzegovina and Albania to integrate the gender perspective into SALW control policymaking. In 2019, the programme has been further expanded to support the General Inspector of the MoD in Bosnia and Herzegovina<sup>16</sup> and Director of Human Resources Directorate in the MoD of Montenegro.

The GCP is based on **individual work between a representative of a relevant institution and the coach**, and it includes **regular, individual, informal meetings and consultations**. During these informal learning sessions, a wide range of topics is discussed, including basic gender concepts, stereotypes, prejudices and gender-based discrimination, violence against women, the role of men in advancing gender equality etc. The bespoke learning programme is tailored to meet the needs of each individual participant. With the coach's support, the participant develops an **individual action plan (assignment)** that aims to advance gender equality in their specific work by implementing concrete activity. The GCP could also include gender training for staff who co-operate on a daily basis with a coach to foster the establishment of the institutional environment for the promotion of gender equality.

The implementation of the GCP in South East Europe has demonstrated its transformative potential. Participants initiated a wide range of gender-related activities, such as developing an activity plan for raising gender awareness in the armed forces, facilitating the integration of gender-responsive measures in SALW control strategies, or initiating the co-operation with women's organizations and gender equality agencies.

In order to achieve this potential, the GCP has to be clearly linked to broader gender equality initiatives, while the support to a participant has to be provided in the long run and include multiple capacity-building activities.

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<sup>15</sup> For a detailed overview of the Gender Coach Programme and its implementation in Sweden, please see Dr Louise Olsson and Capt. Anna Björsson, *Gender Training for Leaders: The Swedish Gender Coach Program*. Georgetown Institute for Women, Peace and Security Washington, 2017

<sup>16</sup> Focusing on building gender-related knowledge, fourteen one-on-one sessions were held from October 2019 to December 2020 with General Inspector of Ministry of Defence Bosnia and Herzegovina, with the aim of strengthening his ability to more effectively implement the principles of gender equality and non-discrimination in everyday work, in line with his functional competences, and within the key goals of the Ministry of Defence.

**Annex 5: Swedish Police Authority's Equal Treatment Strategy 2017-2021**

# Swedish Police Authority's Equal Treatment Strategy 2017 - 2021



**Polisen**

**Memo**  
**2017:33**  
Case No 747

<i>Concerned area/subject</i> Equal treatment 2017 - 2021	<i>Applies for the following organisational units (addressees)</i> Swedish Police Authority
<i>Decided by/title</i> National Police Commissioner Dan Eliasson	<i>Rapporteur/organisational unit</i> Christer Degsell, HR Department
<i>Decision date</i> 18/08/2017	
<i>Applies as of</i> 18/08/2017	<i>Period of validity</i> 2017 – 2021
<i>Replaces and supersedes</i> The Swedish Police Authority's Equal Treatment Plan / Memo 2015:6 Case No 749	

## 1. The Swedish Police Authority's Strategy for Equal Treatment

The police play a major role in a democratic society. Fundamental rights and freedoms such as democracy, the rule of law, everyone's equal value, and everyone's right to be individually treated on equal terms are to be fostered throughout the activities 24 hours a day, 7 days a week and across the country.

Equal treatment is a natural perspective of all police work, both externally and internally. When questions arise as to the interpretation of legislation relating to conducts, incidents and actions, it is the obligation of the Swedish Police Authority to rapidly promote the seeking of an answer and to take appropriate measures. Contacts with the public should be marked by equal treatment.

As an employee of the Swedish Police Authority, you are a government employee with a responsibility to live up to the values set forth in the Core Value of the Swedish Police and the Common Basic Values for Central Government Employees. This means that your conduct towards the people you meet in your professional role as well as towards other employees of the authority must be beyond reproach. If, nevertheless, your conduct should ever be called into question, the Swedish Police Authority must, in addition to investigating the incident, actively promote the conditions for minimising future questioning.

The Swedish Police Authority's Strategy for Equal Treatment is to contribute to the legitimacy of the police in society and to it being a professional organisation. The strategy complements our governance model and is based on our view of active leadership and employeeship.

As of 2017, the Swedish Police Authority's effort to ensure equal treatment is based on the authority's strategy for equal treatment. The strategy includes five prioritised areas for the period 2017 – 2021. Measures are visualised in an equal treatment plan consisting of aims and directions for the areas stated in the strategy. Other initiatives relating to the authority's efforts to ensure equal treatment are also to be included in this plan and accounted for in the documentation of active measures to be carried out annually.

## 2. Execution

The Swedish Police Authority's Strategy for Equal Treatment is based on the five areas for active measures set forth in Chapter 3 of the Swedish Discrimination Act (2008:567, mod. 2016:828). Active measures are defined as preventive and positive actions to counter discrimination within an organisation and to promote equal rights and opportunities regardless of sex, transgender identity or expression, ethnicity, religion or other belief, disability, sexual orientation or age.

The Swedish Police Authority's Strategy for Equal Treatment comprises measures in the five areas set forth in the Swedish Discrimination Act:

1. working conditions;
2. provisions and practices regarding pay and other terms of employment;
3. recruitment and promotion;
4. education and training, and other skills development; and
5. possibilities to combine employment and parenthood.

The employer is to continuously conduct work in four steps (investigate, analyse, take action and follow up) within these five areas. The active measures within the five areas of the strategy are to govern all aims and activities during the period 2017 – 2021. In conducting active measures, the employer and the employees must collaborate. The work carried out in relation to active measures is to be documented.

### **3. Conducting active measures in the occupational area**

All seven discrimination grounds stated in the Swedish Discrimination Act are covered by the work on active measures.

#### **3.1. Working conditions**

3.1.1 Working conditions are to be included in the Swedish Police Authority's work on active measures. The purpose of this work is to level out differences in opportunity between different groups of employees and to combat discrimination. The authority's work on active measures and the authority's work environment activities have some strong points in common. These common points are to be found primarily in regulations on the nature of the work environment and in the collaboration between the employees and the employer as regards work environment issues. The same working conditions covered by the rules and regulations in the work environment law are also to be included in the work on active measures. Within this area, the direction is:

- to investigate and analyse working conditions on the basis of all seven discrimination grounds and, if necessary, take action, follow up, assess and document ; and
- to investigate and analyse whether harassment or risk of harassment on the basis of all seven discrimination grounds, including risk of sexual harassment occur and, if applicable, to take action and document.

3.1.2 There are to be guidelines and routines for the activities with the purpose of preventing harassment, sexual harassment and such reprisals as referred to in Chapter 2, Section 18 of the Swedish Discrimination Act that are followed up continuously. Within this area, the direction is:

- to have guidelines and routines with the purpose of preventing harassment, sexual harassment and reprisals; and
- to continuously follow up on guidelines and routines.

#### **3.2. Provisions and practices regarding pay and other terms of employment**

3.2.1 On a yearly basis, the Swedish Police Authority is to conduct a pay survey with the purpose of detecting, adjusting and preventing unjustified differences in pay and other terms of employment between men and women. Within this area, the direction is:

- to detect, adjust and prevent unjustified differences in pay and other terms of employment between men and women.

3.2.2 Through education, training, other skills development and other appropriate measures, the Swedish Police Authority is to promote an equal gender distribution within different types of work and employee categories, including supervisory positions. Within this area, the direction is:

- to take positive actions in order to achieve change aimed at an equal gender distribution in different types of work and employee categories, including supervisory positions.

### **3.3. Recruitment and promotion**

3.3.1 The Swedish Police Authority is to investigate and analyse the recruitment policy and the routines for promotion available in the organisation, and see whether these might entail the exclusion of some applicants, and whether the policy or the routines need to be modified or possibly documented and disseminated. Within this area, the objective is:

- to investigate whether there are any obstacles to providing everyone, regardless of ground of discrimination, with equal opportunities to apply for vacant positions, equal opportunities for transfers to other posts and equal opportunities for promotion.

### **3.4. Education and other skills development**

The Swedish Police Authority is to promote an equal distribution of women and men in different types of work and in different employee categories by means of education and training, skills development and other appropriate measures. Within this area, the objective is:

- to investigate and analyse whether there are any risks or obstacles to providing everyone in the target group, in an equal way regardless of ground of discrimination, with skills development opportunities.

### **3.5. Possibilities to combine employment and parenthood**

The Swedish Police Authority is to investigate and analyse how the activities work out for people who are parents and whether there is need for measures to facilitate employment and parenthood. Within this area, the direction is:

- to investigate and analyse how the activities work out for people who are parents and whether there is need for measures to facilitate employment and parenthood.

## **4. Documentation**

On a yearly basis, the Swedish Police Authority is to document in writing the work carried out in relation to active measures. The documentation must contain:

- an account of all parts of the work that relate to the areas set forth by law;
- an account of the measures taken and planned with the purpose of preventing harassment, sexual harassment and reprisals, and to promote an equal gender distribution throughout the activities;
- an account of the results of the pay survey and the analysis that is required by law;

- an account of pay adjustments and other measures that need to be implemented to eliminate existing differences in pay that are directly or indirectly associated with gender;
- a cost estimate and a time plan based on the goal of implementing pay adjustments as soon as possible and within three years at the latest;
- an account and an assessment of how the measures planned for the preceding year were implemented;
- an account of the fulfilment of the collaboration obligation.

## **5. The perspective of equal treatment must be integrated into the daily operations**

Equal treatment is a strategic issue for the Swedish Police Authority, both as regards internal work and external relations with the public. One condition for ensuring the perspective of equal treatment is to include this perspective in the daily operations and to integrate it into the operational planning, follow-up and development. The work is to be conducted in a systematic way on the basis of legislation and political will expressed through appropriation directions, government remits and the governing documents of the Swedish Police Authority.

Promoting equal rights and opportunities means taking initiatives aimed at levelling out differences in opportunity between different groups of employees as well as countering discrimination. Activities that promote everyone's equal rights and opportunities create the basis for creativity and innovation. If active measures are conducted in a target and result oriented way, the activities will benefit from different skills and experiences. This will contribute to an enhanced organisational competence and will have a major impact on the employee's development based on their personal qualifications and opportunities.

### **5.1. Effects of the strategy for equal treatment**

The effects of the initiatives in the Swedish Police Authority's Strategy for Equal Treatment are reflected both in society's view of how the police work is perceived, and in the results achieved through the initiatives within the strategy carried out.

The work aimed at equal rights and opportunities can be seen as a goal in itself, but also as a means to achieve other goals. When the effort to achieve equal rights and opportunities is viewed as a goal, the equal value, equal opportunities and equal obligations of all are emphasised. Viewing this effort as a means, however, emphasises the fact that it can serve as a tool to achieve other goals, such as a higher effectiveness within various fields of activities, a well-functioning organisation and a better service to the public for whom the Police Authority exists. The expected effects of the equal treatment strategy are that the efforts will contribute to the improvement of the activities and to increased public confidence.

### **5.2. Responsibilities**

Equal treatment is a natural part of the dialogue relating to the fulfilment of our remit and in carrying out daily operations. Everyone, regardless of sex, skin colour, national or ethnic origin, linguistic or religious affiliation, disability, sexual orientation, age or other circumstances that apply to an individual person, must be met and treated in a way that cannot be perceived as offensive or discriminatory. As

the equal treatment perspective is part of near-daily operations, the Swedish Police Authority's Strategy for Equal Treatment addresses all employees.

All employees, therefore, have the responsibility to ensure that they foster equal treatment in the carrying out of their daily duties, both in internal meetings and when meeting the public. In addition:

**The National Police Commissioner has the responsibility for ensuring the conditions necessary for a long-term development of the work on active measures within the Swedish Police Authority:**

- by highlighting active measures as a factor in connection with strategic considerations based on an internal as well as an external perspective of the activities conducted by the Swedish Police Authority;
- by requesting and running development of the areas stipulated in Chapter 3, Section 5 of the Swedish Discrimination Act.

**The heads of police regions and national departments have the responsibility for:**

- Planning and running national development efforts regarding active measures within the responsibilities of the police region or the national department concerned.
- Implementing development efforts, methodologies and tools for active measures developed on a national level, which requires that a plan for the work on active measures be established within the framework of the annual equal treatment plan and that the activities and measures taken be documented and followed up.
- Fulfilling the objective of the Swedish Police Authority's Strategy for Equal Treatment together with supervisors, managers and co-workers.

**Other supervisors and managers have the responsibility for:**

- Planning and carrying out decisions and activities that have already been decided on based on objectives stated in the Equal Treatment Plan of the Swedish Police Authority.
- Fulfilling the objective of the Swedish Police Authority's Strategy for Equal Treatment together with supervisors, managers and co-workers.

The responsibilities of the Department of Human Resources: to process responsibility for the Swedish Police Authority's Strategy for Equal Treatment, including:

- Coordinating annual objectives, activity planning and follow up of the work on active measures within the areas stipulated in Chapter 3, Section 5 of the Swedish Discrimination Act.
- Producing a summary of documentation on a national level based on the documentation requirements stated in Chapter 3, Section 13 of the Swedish Discrimination Act.

### **5.3. Cooperation**

The employer's cooperation with the employee organisations on active measures is coordinated with the employer's cooperation within the framework of the systematic health and work environment effort.