

PROMOTING DIVERSITY AND PREVENTING DISCRIMINATION IN POLICE FORCES



The project was financed by the European Union
European Commission
General Directorate for Employment and Social Affairs

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Foreword

The Handbook you have in your hands is the final product of the EU-funded project “Minority Representation in Police Organisations – Transnational Measures for the Exchange of Information and Good Practice”. The countries participating in the project were Sweden, the Netherlands and Greece. The organizations involved in the project were police organizations, research organizations and NGOs supporting the rights of minorities and migrants:

Greece:

Antigone <http://www.antigone.gr/>

Sweden:

Arbetslivsinstitutet <http://www.arbetslivsinstitutet.se/> (coordinator),
Stockholm County Police and
SIOS <http://www.sios.org/>

The Netherlands: EGA hrm consult <http://www.ega-hrmconsult.nl/> and
Landelijk Expertisecentrum Diversiteit <http://www.lecd.nl/>

The project researched into the causes behind the under-representation of ethnic, racial and religious minorities and homosexuals in police organizations in the participating countries, through legislation studies, interviews with staff and policy-makers and attitude surveys. Its activities included a “diversity audit” of each participating police force, awareness-raising sessions with police officers and the elaboration of Recommendations to increase diversity inside police organizations with the aim of creating police forces that mirror society’s diversity.

This Handbook is an information tool. It will provide you with insights into EU legislation and activities to combat discrimination; as well as an overview on the results of the diversity audits in the participating police organisations. Lastly, a number of good practices from the three countries is provided with the aim of increasing and retaining diversity in each country’s police forces. If you wish to seek further information on EU anti-discrimination activities, we suggest you navigate here:

http://www.europa.eu.int/comm/employment_social/fundamental_rights/index_en.htm

If you wish to seek further information on the project “Minority Representation in Police Organisations . Transnational Measures for the Exchange of Information and Good Practice”, we suggest you navigate here: <http://www.antigone.gr/Police1.htm>

We wish you a pleasant reading!

Athens, Stockholm, Amsterdam
November 2004

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Introduction

The need to promote diversity in the workplace

The need to promote diversity in the work place is a direct consequence of our societies' changing composition. For a long time, European countries were made up, in our collective conscience, of relatively homogeneous populations sharing common features and beliefs. National and international population movements, the emancipation of women and homosexuals, increased sensibility towards the disabled, and the ageing of Europe's population, have radically changed that seemingly static composition.

With the increased diversification of Europe's populations, comes the increased diversification of Europe's labour force. The need to take on board social diversity by actively reflecting it in the work place can be argued on a number of grounds. The most common argument used in this context is that unless social diversity is taken into account when a company is recruiting, it will miss out on an enormous part of the available work force. In fact, the "white, male, heterosexual, majority ethnic group" potential employees are fewer than potential employees diverging from this model. Not targeting the latter directly, could diminish a company's access to talented and promising individuals.

In purely business terms, companies that implement workforce diversity policies identify important benefits that strengthen long-term competitiveness and, in certain instances, also produce short and medium-term improvements in performance. The most important benefits arising from the implementation of diversity policies arise from strengthening organisational and human capital. Along with knowledge capital, these are the principal intangible assets used by companies in a wide range of sectors to establish competitive advantage and to create value.

The need to combat discrimination

Parallel to the need to promote a more diverse work environment runs the need to combat discrimination. Individuals diverging from the theoretically common model face increased risks of being marginalized from the labour market in direct or indirect ways.

Very often, the reasons for their marginalization are not to be found in their incapacity to fulfil certain positions, but either in their exclusion due to one or more individual characteristics, such as their sex, or in the problematic nature of the position itself. The former is commonly known as "direct discrimination" while the latter is known as "indirect discrimination". An example of "indirect discrimination" can be found for example in the Dutch and Swedish police a number of years ago, where applicants were required to have a certain minimum height. On the other hand, negative quotas, restricting the number of women entering the force to ten percent of the inflow, practiced by the Greek police until recently, are an example of "direct discrimination".

In addition to being a bad social and business practice, discrimination may provoke or intensify social conflicts and lead to the fragmentation of society into openly competing groups.

A Fighting Discrimination in the EU

The EU is among the world's forerunners in the fight against discrimination. Since its foundation, an important number of legislative and other texts have been elaborated to this effect. In addition to the binding Community laws (Treaties and Directives), the EU has also provided Member States with the financial resources to implement them.

The following chapters offer an overview of the most important texts and activities pertaining to the fight against discrimination in the EU.

1 EU Legislative Texts

1.1 Treaties

European integration is based on a number of Treaties signed by all the Member States. The Treaties set out in great detail on the one hand the rights and obligations of each Member State vis-à-vis the Union, and on the other, the responsibilities and obligations of the Union vis-à-vis the Member States.

1.1.1 The Treaty of Amsterdam

The Treaty of Amsterdam is the European Union's most important tool in the fight against discrimination. Not only does it reinforce existing provisions preventing discrimination between men and women related to pay (Art. 141), but it goes one step further by adding to the Union's responsibilities the promotion of equality between men and women in general (Art. 2 and 3). In Article 12 the Treaty prohibits discrimination on the basis of nationality. Undoubtedly, the most important article as regards the fight against discrimination is Article 13:

Article 13 of the Treaty of Amsterdam enables the EU Council of Ministers (the "executive branch" of the EU) to take action to combat discrimination based on sex, race, religion, disability, age or sexual orientation within the limits of the powers conferred to it by the Treaty. In accordance with its new responsibilities, the Council adopted two Directives and one Decision, which will be explained further on.

1.1.2. The Treaty of Nice

The Treaty of Nice provided the Union with further impetus for its fight against discrimination, by stipulating that the EU Council of Ministers will adopt incentive measures countering discrimination by qualified majority voting.

A further innovation in the field of discrimination was Article 21 of the **Charter of Fundamental Rights of the European Union**, also adopted in Nice during the European Council on December 7th 2000. According to its stipulations, discrimination is prohibited on any ground such as sex, race, colour, ethnic or racial origin, genetic features, language, religion or belief, political or other opinion, membership of a national minority, property, birth, disability, age or sexual orientation, and nationality.

1.2. Directives

EU Directives are one of the three instruments of European law. The others are **Regulations** and **Decisions**. Their differences reside in the form of their incorporation into the body of national law. **Regulations** are *incorporated* directly and automatically into national law. **Directives** are *transposed* into national law. In other words, national legislatures are required

to “translate” the Directives into national law by enacting a corresponding national law. **Decisions** urge national governments to implement EU policy in a certain area, but are not binding.

The largest part of EU legislation is formed of Directives. Directives offer a flexible way of promoting policy in a Union made up of countries which are diverse not only culturally, but also in regard to their legislative tradition and practice. Their flexibility resides in the fact that national legislatures are given free reign over the way in which they will choose to “translate” the EU legislative provisions, within of course the scope and limits of the Directive.

Due to the legislative and societal divergence between countries, the Directives are very often an expression of progressive policy. Provisions which have been around in some countries for years, but are considered far too progressive for other countries, become, through the enactment of a Directive, common law for all the Member States. This is the case of the “Racial and Employment Equality” Directives.

1.2.1. The Racial and Employment Equality Directives

Building on the strong legal foundation provided by Article 13 of the Treaty of Amsterdam, the Council adopted:

Council Directive 2000/43/EC a Directive designed to combat discrimination based on race or ethnic origin.

Implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, the so-called “Racial Equality Directive” provides a binding framework that outlaws discrimination in the fields of employment, social protection and social security, social benefits, education and access to the supply of goods and services. Furthermore, recognising that discrimination on the grounds of ethnic origin may affect men and women differently, the Directive clearly states that the community is a strong defender of the human rights of women.

The Racial Equality Directive 2000/43/EC

- Implements the principle of equal treatment between people irrespective of racial or ethnic origin.
- Gives protection against discrimination in employment and training, education, social security, healthcare and access to goods and services.
- Contains definitions of direct and indirect discrimination, harassment and victimisation.
- Gives victims of discrimination a right to make a complaint through a judicial or administrative procedure, associated with appropriate penalties for those who discriminate.
- Shares the burden of proof between the complainant and the respondent in civil and administrative cases.
- Provides for the establishment in each Member State of an organisation to promote equal treatment and provide independent assistance to victims of racial discrimination.

Council Directive 2000/78/EC a Directive concerning employment and outlawing the grounds for discrimination mentioned in Article 13 with the exception of sex (which is dealt with in a separate Directive) and establishing a general framework for equal treatment in employment and occupation.

Aiming to put into effect the principle of equal treatment, the so-called “Employment Equality Directive” established a general framework for equal treatment in employment and occupation, by prohibiting discrimination on the grounds of religion or belief, disability, age or sexual orientation as regards employment and occupation. In particular, employers are required to

take appropriate measures where needed in order to facilitate the access of a person with a disability to employment and training.

The Employment Equality Directive 2000/78/EC

- Implements the principle of equal treatment in employment and training irrespective of religion or belief, sexual orientation and age in employment and training.
- Includes identical provisions to the Racial Equality Directive on definitions of discrimination, rights of legal redress and the sharing of the burden of proof
- Requires employers to make reasonable accommodation to cater for the needs of a person with disability who is qualified to do the job in question.

Allows for broad exceptions to the principle of equal treatment, for example to preserve the ethos of religious organisations, to allow special schemes to promote the integration of older or younger workers into the labour market, to exclude armed forces from the non discrimination rule on the grounds of disability and age, to ensure its non application concerning payments of any kind (including state social security or social protection schemes) or to preserve measures laid down by national laws which are necessary for public security, for the maintenance of public order and the prevention of criminal offences, for the protection of health and for the protection of the rights and freedoms of others.

1.2.2. Outstanding features of the Racial and Employment Equality Directives

The most important feature of both Directives is the definition of the concepts of direct and indirect discrimination, and harassment.

Direct Discrimination: Direct discrimination occurs where one person is treated less favourably than another is, has been or would be treated in a comparable situation on grounds of racial or ethnic origin (Directive 43/2000), religion or belief, disability, age or sexual orientation (Directive 78/2000).

Indirect Discrimination: Indirect discrimination occurs where an apparently neutral provision, criterion or practice would put persons of a racial or ethnic origin (Directive 43/2000) or having a particular religion or belief, a particular disability, a particular age, or a particular sexual orientation (Directive 78/2000) at a particular disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.

Harassment: Harassment is considered to be discrimination when an unwanted conduct related to racial or ethnic origin (Directive 43/2000), religion or belief, disability, age or sexual orientation (Directive 78/2000) takes place with the purpose or effect of violating the dignity of a person and of creating an intimidating, hostile, degrading, humiliating or offensive environment.

Both Directives give the victim of discrimination the right to make a complaint through a judicial or administrative procedure, and allow for the imposition of appropriate penalties for those who discriminate. Ground-breaking innovations in both Directives include the sharing of the burden of proof by the litigant and the defendant and the empowerment of associations or legal entities to engage in proceedings either on behalf or in support of any victim.

2 Community Action Programme to Combat Discrimination

In the context of Article 13 of the Treaty of Amsterdam, the Council adopted Decision 2000/750/EC of November 27th 2000 establishing the 'Community Action Programme to Combat Discrimination 2000-2006'.

Actions financed by the Programme include Data Collection, Studies, European Conferences, Seminars for Judges and Legal Practitioners, Information Campaigns and Capacity Building.

The present project is financed through the Action Programme to Combat Discrimination, as a Capacity Building project.

The Programme has 3 **objectives**:

- a. To improve understanding of discrimination by evaluating the effectiveness of anti-discrimination policies, laws and practices;
- b. To develop the capacity of key players, such as local authorities, social partners and NGOs to combat discrimination;
- c. To promote and disseminate the values and practices that underpin the fight against discrimination.

The Programme is **financed** through the EU Structural Funds and the EU Programme EQUAL.

You can find detailed information on the Action Programme here:

http://www.europa.eu.int/comm/employment_social/fundamental_rights/prog/index_en.htm

3 Community information campaign 'For Diversity Against Discrimination'

In the context of the 'Community Action Programme to Combat Discrimination', the European Commission launched in July 2003 an information campaign aiming to raise awareness among citizens on issues related to diversity and discrimination.

The campaign's slogan is 'For Diversity Against Discrimination'.

For more information please refer to the campaign's website:

<http://www.stop-discrimination.info/index.php?id=14>



B. The role of the police in a diverse society

The growing diversity in society, and on the labour market, presents organizations with challenging problems. As a public organization, the police force plays a significant role, due to its intense and direct contact with large groups of citizens. A predominantly 'white' and male police force fails to reflect diversity in society and is therefore less recognisable and less credible to a diverse society than a mixed force would be. For police forces, it is therefore a challenge to maintain both its recognizability and its credibility. As a service provider in today's diverse society, its legitimacy will depend in the long run on its capacity to accommodate diversity within its own organization.

Recognizability and credibility to all the different groups in society, as well as shortages on the labour market are important arguments for police forces to aim for a workforce that reflects the population in quantitative and qualitative respects. A quantitative reflection means a police force in which, for example, women, migrants, gays and lesbians are proportionally represented. A qualitative reflection implies a force in which members of these groups are proportionally represented in different ranks and jobs.

Racial/ethnic and gay/lesbian minorities are still under-represented in police organizations, to find a woman in a high-level job is frequently an exception to the rule. Diversity is obviously not something that comes about automatically. This under-representation is often explained by shortcomings of the minority groups themselves: bad language skills, poor education, deviant culture (in the case of migrants), expression of a deviant lifestyle (by for instance people with a different sexual orientation), lack of ambition (in the case of women), etc.

On the other hand, the role of the receiving society and institutions is often underexposed and underestimated, as research shows convincingly¹². What is this role? There are at least two possible organizational explanations for under-representation. The first explanation is bias in the selection and recruitment of personnel, which makes organizations less accessible to members of minority groups. The second is high turnover rates of members of minority groups working in organizations caused by mechanisms of direct and indirect discrimination within organizations.

The first chapter of this section deals with current diversity policies within the different police forces involved in this project. The second chapter presents the organisational culture results of the "diversity audit" performed on the three police forces. The third chapter offers a number of arguments for the promotion of diversity inside the police forces.

¹ Soininen, M. and Graham, M. (1997), Case Study of Good Practice for Prevention of Racial Discrimination and Xenophobia and the Promotion of Equal Treatment in the Workplace, Dublin: European Foundation for the Improvement of Living and Working Conditions

² Abell, J.P. (1997), Compendium of Good Practice for Prevention of Racial Discrimination and Xenophobia and the Promotion of Equal Treatment in the Workplace. Two Dutch national case studies Dublin: European Foundation on the improvement of living and working conditions

1. Mission statements, diversity strategies and diversity outcomes in the Police

Central aims for police work

The point of departure for this chapter is the argument that diversity-management and anti-discrimination measures must not be seen only as expressions of “good-will” on behalf of police organizations. Rather, they are an essential element for the organisation’s capacity to reach central objectives. More diversity and less discrimination can thus contribute to achieving key results for the police force. We will therefore start by having a quick glance at the central objectives of the three Police Forces involved, i.e. their mission statement.

Greece: Law 2800/2000 describes in detail the structure of the Greek Police, and defines – in some articles directly and in other ones indirectly - the official mission of the Greek Police. Article 8 of the law stipulates that the Police is responsible for “ensuring public peace and order” (par. 1a) and guaranteeing “the continuing stability in the social life of citizens” (par. 1a). Although there is no explicit reference to the need for diversity, the expression “the promotion of social cohesion” leaves a door open for policies that would promote diversity in the police force.

Sweden: The 1st paragraph of “Polislagen” (1984: 387) states the aim for the Swedish police: *“As a part of society’s actions to benefit justice and safety, the police shall work under the objective of upholding public order and security, and to ensure protection and assistance to the public”*

The 6th paragraph of chapter 1 “Polisförordningen” (1998:1558) gives directions on how police work is to be conducted: *“In its mission to uphold public order and security and to ensure protection and assistance to the public, the police shall pay attention to and consider demands and requests from those who live and act within the district. The Police should develop and choose such methods of work which contribute to a close and favourable relation towards the public.[...]”*

The Netherlands: The mission statement of the Dutch police, as put in the National Framework Dutch Police 2003-2006, is to contribute to a safer social environment. This will be done by intensifying generic crime fight, with the emphasis on hard core criminal youngsters and on youngsters with a history of repeating delinquency. Diversity is no longer seen as a priority as earlier stated in the Diversity Workplan Dutch Police Force 2001-2005. Yet the National Framework states that diversity in police forces is an important issue and necessary to keep the forces informed on developments in society. Diversity in police forces is also considered necessary when it comes to an adequate, tailor made police care. Each force will therefore try to reflect the multicultural society and will monitor the necessary increase in percentages of ethnic minorities to see to what extent a reflection is realised and what actions should be undertaken to come to a reflection.

Each of the 26 Dutch police forces also knows a specific mission statement. The mission of the regional police Haaglanden is being appreciated by the public, a high job satisfaction and a place in the Dutch Police Forces’ top five. This was translated by the diversity team at that time as mutual respect and valuing differences. Differences should not be treated as a threat but treated as an opportunity.

Diversity policies and strategies

These central objectives, as outlined above, guide police organisations in the establishment of policies and strategies to fulfil their aims. In other words, the central mission statements set the stage for the organisations' work on diversity, as well as on other matters. Over the last decade, a number of policies relating to diversity and anti discrimination have surfaced in the three countries. In the paragraphs below, a few of these are cited:

Affirmative action in Greece: Law 2341/1995 (FEK 208A/06-10-1995) introduced, for the first time in Greece, the concept of affirmative action in favour of a socially excluded minority: the Muslim Minority of Thrace. According to the provisions of the law a specific number of places in every university department are reserved for Muslim minority students. This measure also concerns Police Schools, which have acquired, since 1994, university level status. This law is very important because for the first time it ensures minimum access to universities for Muslim candidates, and therefore constitutes not only an example of Good Practice, but also the best practice that the Greek State ever adopted as far as diverse groups are concerned.

On unofficial level, according to the General Secretary of the Ministry of Public Order³, the Greek government has tried in the past to promote measures for the social and employment integration of Pomaks. In particular, the example of Good Practice that has been initiated by the Ministry consists in the hiring of Pomaks in the Border Police. It should be pointed out that the Border Police is exempted from the system of entry to the Police Schools and consequently to the Police Forces, through the system of general exams.

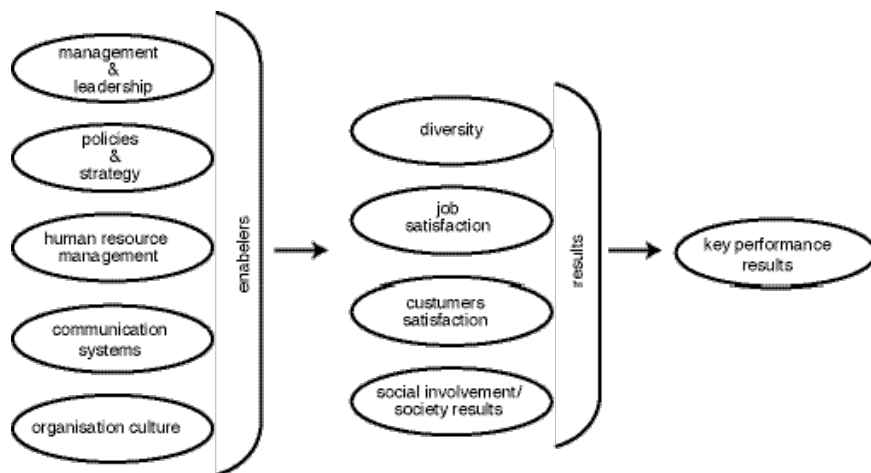
A central action-plan in Sweden: In an action-plan for ethnic diversity, launched in 2000, the Swedish Police (RPS) is very clear about its mission to fight discrimination: "*The police will actively work against intolerance, xenophobia and discrimination, and ensure the promotion of ethnic and cultural diversity.*" Apart from this comprehensive objective-statement, the action plan also explicitly points to the fact that diversity is "good for business": "*Personell of other ethnic origin, with their experience of other cultures and their knowledge of other languages, increase our total competence, professionalism and creativity. With such a diverse work force we increase our ability to work more efficiently*" The action plan also states that: "*Considering the value of ethnic and cultural diversity must be a natural aspect of planning and performing all operations*"

The Netherlands: Diversity Workplan Dutch Police Force 2001-2005: The ministry of the Interior, responsible for general policies on the 26 police forces in the Netherlands, has drawn up a diversity policy regarding women, ethnic minorities and gay and lesbians for the period 2001-2005. The independent individual forces are responsible for the implementation of this diversity policy. New ideas and a different approach can have a refreshing effect and can therefore increase the work quality. Differences between people offer more possibilities for creativity and inventiveness when searching problem solutions than a non-diverse organisation can offer. It needs no explaining that a diversely composed police provides advantages for all employees, including employees that do not belong to the defined target groups. Research shows that diversely composed organisations are better prepared for an adapt faster to societal changes. The police force operates in a constantly changing environment. In order to maintain good police care in the future, police forces need to convert themselves to diversely composed organization

³ Mr. Efstathiades, public meeting organized by the Hellenic Center of European Studies and Research (EKEME) on December 18th 2003 in Athens.

2. Diversity Outcomes in the three Police forces

In order to assess the need for anti-discrimination measures an organisational diagnosis or 'diversity audit' of the three police forces involved was performed. This diversity audit is based on a model, recently developed by EGA, and partly derived from the Total Quality Management (TQM) system. The diversity audit covers several areas (see below). Key performance results are the main issue of the audit. The diagram should be read from the right to the left.



The audit framework

Diversity will only attribute to organisation results if the organisation itself and the different organisation areas (the 'enablers' on the left side) and result areas (in the centre) are effectively attuned to diversity. This also implies that exclusion mechanisms are absent. In other words: management, policies, HRM practises, communication and organisation culture must be 'diversity proof'. This means, for instance, that the management must be 'intercultural competent' and that newcomers are judged on their qualities and not on the basis of gender, race, sexual orientation or handicap. Only if these demands are met, will job satisfaction and customer satisfaction is adequate and equal to all the different groups within the organisation; and will diversity increase and contribute to the organisation results.

In this project, the focus was for practical reasons restricted to the organisation areas (or 'enablers'): *'Management & Leadership'*, *'Policies and Strategy'*, *'Human Resources Management (HRM) – which encompasses personnel selection, processes of upward mobility and retention and 'organisation culture'* and the result area *'diversity'*.

The audits included an inventory and analysis of documents, collection of quantitative data and a quick scan, by performing an internet-based 'Diversity Audit' (<http://www.forum.diversityaudit.nl/>) as a quick way to get an idea of whether the organisation itself and the different organisation and result areas are effectively attuned to diversity. Structured interviews were held with key informants such as members of the Management Team and HRM officers (only *the Haaglanden Regional Police* and the *Stockholm County Police*), focused group interviews were held with policemen and policewomen and if possible with policemen and –women with a migrant and homosexual background to get a better understanding of the organisational culture. Last, also a survey was added (only the *Greek Police* and *the Stockholm County Police*) to gain more insight into the organisation's commitment to diversity policies and into different aspects of the organisation's culture such as tolerance, intercultural relations, etc.

Management & Leadership		
The Greek Police Force	The Haaglanden Police Force	The Stockholm County Police
<ul style="list-style-type: none"> • Management seems to lack the necessary interest, knowledge and skills to manage a diverse force • However there are also some positive signs. At the Police Academy, lectures etc. are given with the purpose of increasing knowledge of diversity among new recruits. 	<ul style="list-style-type: none"> • Management seems to lack the necessary interest, knowledge and skills to manage a diverse force • However there are also some positive signs. At the Police Academy, lectures etc. are given with the purpose of increasing knowledge of diversity among new recruits. 	<ul style="list-style-type: none"> • Management of the Stockholm County Police show some commitment with a diversity policy. Members of the management team are convinced of the necessity of a diverse workforce. • Yet, not all members of the management team are equally optimistic about the possibilities of implementing a diversity policy within the organisation.

Policy & Strategy		
The Greek Police Force	The Haaglanden Police Force	The Stockholm County Police
<ul style="list-style-type: none"> • The basis for a future diversity policy in the Greek Police is very thin. A majority of officers do not recognise any positive effect of a diverse police force. Introducing such a policy will thus be problematic. • With a few exceptions, the issue of anti-discrimination and diversity is not part of the public agenda in the Greek Police Force. Therefore, these matters are not usually taken into consideration, and have to be developed yet. 	<ul style="list-style-type: none"> • At first glance, it seems that diversity management is firmly established through policy documents in the Haaglanden force, and in the Netherlands in general. Among other things, there is a national Expertise Centre on Diversity. • However, as evident from the audit, these policies may only be 'paper-thin' in some cases. Due to changes in the Dutch political situation, as well as changes in top-level management in Haaglanden, diversity management has recently been reduced to scrap. Diversity management is often considered the fad and fancy of only one person. 	<ul style="list-style-type: none"> • There is a sound basis for combating discrimination in Sweden. The Swedish police also sees diversity as a 'business case' • Results from the survey reveal that there is some commitment to diversity within the force, but also some resistance. More women than men seemed to appreciate the positive effects of increasing diversity in the organisation. Future communication strategies should take into account that resistance, especially from men, is to be expected. • Respondents mentioned the open culture and the management commitment as strengths for the organisation's work on diversity.

Human Resources Management

The Greek Police Force	The Haaglanden Police Force	The Stockholm County Police
<ul style="list-style-type: none"> Diversity and anti-discrimination is hardly taken into consideration by the Greek Police when it comes to HRM-policies. In fact, formal restrictions still exist, limiting the number of female entrants to the Academy. This despite court decisions and constitutional changes. In addition, a list of 'mental' and 'gynaecological' diseases', including very abstract terms, may enable the Greek Police to exclude gays and lesbians from joining the force. 	<ul style="list-style-type: none"> A large number of HRM measures regarding diversity have been implemented by the Haaglanden police force, as a result of the diversity work plan Yet, little progress has been made considering the large amount of time and energy invested in the process. In general, people tend to return to 'business as usual' after time. The analysis of recruitment data show that there is a substantial difference in selection ratio between majority and minority applicants. This calls for changed testing procedures. 	<ul style="list-style-type: none"> The analysis of recruitment data to the Swedish Police Academy revealed no substantial differences in selection ratio between migrants and non-migrants. However, the available data does not differentiate between migrants from western-countries and non-westerners. Therefore, it could still be the case that direct or indirect discrimination plays a role during admissions. Testing procedures have not been systematically screened for bias against non-western migrants.

Organizational Culture

The Greek Police Force	The Haaglanden Police Force	The Stockholm County Police
<ul style="list-style-type: none"> Results from the survey show that the vast majority of the Greek police force does not see any positive consequences of more diversity. In fact, the majority agrees that more diversity will have a number of negative effects. Interviewees did not appreciate the role and place of women in the organisation in a very positive way. During interviews, it was repeatedly pointed out that gays and lesbians causes problems in the force. All interviewees agreed that disabled police officers must be allowed to continue serving in the force. Embracing "Greeknness" seems to be a prerequisite for being accepted by colleagues. Obviously, the organisation culture is attuned to diversity only in a very limited way. 	<ul style="list-style-type: none"> Generally, the Haaglanden Police force has been, and still is, fairly open for change. Also, the management-team still sees a need for changes in attitudes. Many of the focus-group interviewees claimed that there has been a positive change in attitudes in the organisation over the last decades. The internal culture is less 'macho' and more open than before, albeit negative attitudes still very much exist and continues to play a role in daily work. Some interviewees point at a dramatic negative change in attitudes towards Moslems, - also Moslem colleagues, since September 11. To prevent an outflow of migrant officers, activities are necessary to halt the growing negative attitudes. 	<ul style="list-style-type: none"> Results from the survey at Stockholm County Police show that while many employees feel that people are treated on the basis of equality, there are a substantial number of employees who have a more negative image of the situation. A large number feel that people are <i>not</i> treated on the basis of equality, that sexist remarks are <i>not</i> corrected etc. The focus group interviews conducted confirm the picture given by the survey. To gays and ethnic minorities, and to a lesser extent also women, the organisation culture is not tolerant and safe for all, and everyone does not feel at home. Women, gays and ethnic minorities have to deal with contempt homophobia or xenophobia on occasion, and/or they have encountered unequal treatment.

Diversity		
The Greek Police Force	The Haaglanden Police Force	The Stockholm County Police
<ul style="list-style-type: none"> Reliable statistics are missing in Greece, when it comes to many minority groups residing in the country. (such as Roma, asylum seekers, religious minorities etc.) The only reliable figures supplied by the authorities are figures on the foreign population, accounting for 7.3% of the entire population. (largest group is Albanians). This figure could be seen a minimum standard for the Greek police, if it wants to reflect society. Data shows that 9.1 % of the police officers in Greece are female. This is considerably lower than in the other two countries participating in the project. Data also show that women are underrepresented in the higher ranks. 	<ul style="list-style-type: none"> The Hague-area counts the highest percentage of ethnic minorities in all of the Netherlands (17% of the labour force, and 38.5% of the population). It is only a matter of years before the migrant population in Hague will form a majority of the population. When it comes to reflecting society, the Regional Haaglanden Police has made little progress. About 7% of the employees belong to ethnic minorities. (compared to 17% in the labour force) Data also show that ethnic minorities are underrepresented at every level of the organisation. In relative terms, minorities are more underrepresented in higher-level jobs, than in lower-level jobs. 	<ul style="list-style-type: none"> In the Stockholm municipality, almost 33% of the population have foreign background (1st or 2nd generation). About half of these are of non-western descent. Unfortunately, there are no reliable data on the number of ethnic minorities within the Stockholm County Police.

3. Arguments for diversity and anti-discrimination measures within the police

As seen from the audit results, there is still a lot of work to be done to efficiently accommodate diversity within the police. Insights from the audits also show that there appears to exist some resistance among certain personnel groups towards further diversity and anti-discrimination measures. With this fact in mind, some arguments as to why diversity is important for police organizations could be useful:

Good for business

- A diverse work force will increase credibility and recognizability in the eyes of the public, thereby enhancing the police's legitimacy. Trust from the public is vital for efficient police work.
- The population is diverse in its composition. For good police care towards all groups in society, it is therefore essential that the police force mirror the population.
- Access to different kinds of experiences and competences within the organization will ensure that decisions are based on best available knowledge, thereby making police work more efficient.
- A non-biased selection process will give access to a larger pool of applicants, from which competent personell can be recruited. This is especially important in the face of the decreasing supply of labour in the market.
- A non-biased selection process will mean that recruitment is based on rational criteria in terms of competence and suitability. Thereby the overall level of competence within the force will increase.
- The absence of harassment and discrimination at the workplace will facilitate a more optimal use of human resources and talents, as well as decrease turn-over rates and leaves of absence.
- A good working climate will also make it easier for the police to attract the most competent applicants to the force.

Legal compliance

- The law prohibits all forms of discrimination, and also demands proactive measures for diversity on behalf of employers.
- Non-compliance with existing laws against discrimination comes at the cost of increased risk for bad reputation, costly judicial processes, and decreased legitimacy in the eyes of the public.

Democracy/Justice

- The police, being a public organisation funded by taxes, should give the right example concerning diversity policy.
- Diversity and non-discrimination benefits society in terms of decreased levels of segregation and hostility between different groups in the population.

C. Examples of good practice for the promotion and accommodation of diversity within the participating police forces

The most important part of transnational projects is the cross-border exchange of experience, policies and measures that have been proven to offer positive results in overcoming specific problems. Although national and regional situations may vary greatly, good ideas can be adapted nationally, regionally or locally to provide solutions to similar situations across borders.

In this part of the handbook we will present a number of innovative ways to solve discrimination-related problems from the three participating police forces. These examples of good practices are not meant to be implemented in the same way across Europe. But they can provide inspiration to seek case-specific means to tackle common European, or global, issues.

The portfolio of good practises presented below have been divided into three chapters. First, we discuss practises that may help minorities gain access to the police profession in the first place, i.e. practises which have to do the **external recruitment** to the force. Thereafter, practises concerning internal recruitment and career development/**up-ward mobility** are presented. Finally, practises focusing on **organisational culture**, work place environment and ethics are discussed.

External Recruitment

That external recruitment processes are important for diversity within organisations is something more or less self-evident. The use of biased recruitment and selection instruments seriously hinders the inflow of minorities to police organisations. Making sure that these instruments are neutral and attuned to diversity is obviously a very important first step in the process. But there are also other pressing challenges at hand. Another important task is to make members of minorities *want* to join the police profession in the first place. Targeted recruitment campaigns and the production of communication material which appeal also to minorities are key-tasks in this respect.

In the section below, we have listed a number of good practises emanating from The Stockholm County Police force, the Greek police force and The police force Haaglanden, - practises which we believe may have positive effects for the inflow of minorities to police organisations. The examples are categorized under two headings, where the first deal with efforts to broaden the base for recruitment to the police profession, and the second dealing with measures which may improve selection processes during recruitment.

Getting the right people to apply

Targeted recruitment campaigns (Haaglanden regional Police)

In The Netherlands, the police forces have for a long time experienced difficulties in attracting minority applicants. Analysis of recruitment data has shown that the number of migrant applicants was disappointingly low, compared to the proportion of migrants in the working population. To better the situation special recruitment campaigns were designed aiming specifically at migrant resident groups. In this context, recruiters visited mosques, coffeehouses and used migrant networks and migrant media.

Changing communication strategies (Stockholm county police)

Following an analysis of its communications material, the Stockholm County Police has come to the conclusion that the material produced does not reflect the kind of diverse police force it wants to achieve. Moreover, in general pictures show "tough", "macho" policemen going through fire and water. Too little attention is given to daily activities, such as assisting the public in different matters. To improve the situation the Stockholm County Police is currently at work designing a strategy that works in the right direction, and increases the possibility of recruiting officers with diverse backgrounds. The aim is to make all brochures, texts and films clearly indicate the kind of people the organisation is targeting, i.e. women and men from various cultural backgrounds. At the same time, they must provide a realistic picture of the kind of work accomplished daily by police services

Make use of role models during recruitment campaigns!(Stockholm county Police)

Not only the contents of brochures and films matters for the image communicated outwards by the police. *Who* presents the information is also important. The Stockholm county Police therefore makes an effort to make sure that all targeted recruitment activities performed outside of the organization (at high schools, recruitment fairs and such) are carried out by a mixed group of officers, including both women, men and officers from ethnic minorities.

Preparatory courses for targeted minority groups (Stockholm county Police)

Some minority groups are vastly underrepresented, and sometimes altogether absent, in the Stockholm police force. The Stockholm County Police therefore works together with the local municipalities in setting up special preparatory courses for adolescents from certain immigrant communities. The aim is to provide the participants with both theoretical and practical skills so that they in the future may qualify to apply to the Police Academy. The purpose is also to market the police profession for the targeted minority groups.

Participation in events hosted by minority groups (Haaglanden regional Police)

Many minority communities by tradition carry a negative image of the police. In the eyes of migrants, gays and lesbians the police represents an excluding majority society. Therefore the number of applicants from these groups used to be disappointingly low. To reach out to these communities, the police force now participates actively in special events hosted by minority groups, such as gay parades and migrant festivals

Inviting immigrant associations to observe police work (Stockholm county Police)

Adolescents from immigrant communities in Sweden often consult their parents before choosing a line of education or profession. Therefore immigrant parents constitute an important target group for marketing activities carried out by the Stockholm county Police. One way of reaching this target group is through the dense network of immigrant associations active in the Stockholm region. The Stockholm county Police,

as well as the National Police Board of Sweden, regularly invites representatives from these associations to info meetings and participatory observations in the organization.

Local advisory bodies for crime prevention (Greek Police)

Another inspiration of how to build bridges between the police force and the surrounding society may be given by a Greek example. In Greece, the law stipulates that a Special Council for the Prevention of Criminality must be created in every Municipality that has a population of more than 3.000 residents.⁴ The above Council consists of scientists and experts who are specialists in the field of criminology, such as judges, criminologists, psychologists, sociologists, police officers, social workers and doctors, as well as representatives of the productive classes and various social institutions. Advisory platforms, such as these councils may be of great value when it comes to promoting the issue of diversity within the police, as well as establishing closer links of cooperation between the police and local minority communities.

Improving the selection processes

The task of eliminating possible biases from the selection processes during external recruitment, require action on two system levels at once. The challenge is both about ensuring the quality of the testing procedures used under existing rules and regulations concerning admissions to the police profession, and about making changes to the system as whole, so that unnecessary qualifying criteria are scrapped. The first step is thus to make sure that the testing of applicants is carried out a neutral and optimal way, using non-biased techniques as well as adequately trained recruitment personnel. The second, and equally important, step is to ensure that the selection criteria are fully relevant to the job-demands of the profession. Or, in other words, getting rid of non-relevant demands which might have the effect of being discriminatory against certain groups of applicants. Below, we present a number of good practises, falling into either of these two categories.

Intercultural training for officers in charge of recruitment and selection

(Stockholm County Police)

The Stockholm County Police appreciates the importance of training its interviewing officers in intercultural communication and neutral recruitment techniques. The absence of such competences might result in a recruitment process which is based on faulty standards, following the interviewers own attitudes and prejudice. In such cases, there is often a tendency for selecting individuals which are similar to the interviewer in terms of ethnicity, gender etc., thus preserving old structures and hindering the selection of the individuals best fitted for the job. Therefore the Stockholm County Police train all of its recruitment personnel in intercultural communication and fair selections methodology.

Mixed interview committees (Stockholm County Police)

The Stockholm County Police is also aware of the risk that the results of the selection procedure will be biased if only one gender is represented in the interview committees. In order to minimize the risk of the interview-situation (and its result) being affected by the age and gender of the interviewers themselves, all interview -teams now consist of at least one woman and one man (and usually with different rank and age). The interviewers are, as mentioned above, also trained by the Stockholm County Police in intercultural communication and selections methodology.

⁴ Article 16 of Law 2713/1999 (FEK 89A/ 30-04-1999)

Advice and help for those who failed the admissions (Stockholm county Police)

Rather many of the applicants to the Swedish Police Academy fail the language test, which is the first step in the selection process. This is especially so for applicants with an immigrant background. For purposes of increasing diversity within the force, it is important that these individuals are supported and encouraged to apply again in the future. Therefore, the personnel department at the Stockholm county Police hand out a letter to all those who failed the language test during admissions. The letter contains advice and tips on how to increase your knowledge of Swedish language, such as language courses, well renowned textbooks, useful websites etc. A similar letter of advice is also given to candidates who'd like help to pass the physical tests.

Allowing non-nationals to apply (Haaglanden regional Police)

Holding the Dutch nationality used to be a prerequisite to apply for a job in the Dutch police forces. As a consequence, applicants holding a foreign nationality did not apply to join the police force. However, even if holding a Dutch nationality is a non-negotiable demand, laid down in law, for police officers, it is not necessary to extend that demand also to applicants to the Academy. Therefore, applicants are now allowed to apply for Dutch nationality *after* passing the tests and being selected to join the Dutch police forces.

Over viewing the selections criteria (Haaglanden regional Police)

In The Netherlands , the entire system of qualifying criteria to the police profession has been audited. After careful study, it was proven that certain job demands/criteria were not really relevant for the job in question and may have involuntarily but systematically been excluding certain population groups. The organisation studied the relevance of each job demand /criterion and abolished irrelevant demands. For example, the demand for a minimum height of 1,75m caused a lower intake of migrants, because relatively more migrant applicants did not meet this criterion.

Integrating the Muslim minority in Greece (Greek Police)

Law 2341/1995 (FEK 208A/06-10-1995) introduced, for the first time in Greece, the concept of affirmative action in favour of a socially excluded minority: the Muslim Minority of Thrace. According to the provisions of the law a specific number of places in every university department are reserved for Muslim minority students. This measure also concerns Police Schools, which have acquired, since 1994, university level status. This law is very important because for the first time it ensures minimum access to universities for Muslim candidates, and therefore constitutes not only an example of Good Practice, but also the best practice that the Greek State ever adopted as far as minority groups are concerned.

Internal Recruitment & Career development

The difficulties experienced by minorities in the labour market does not stop at the entry to professional work-life. Once inside the organisation, minorities tend to get stuck at lower positions (and for a longer time) than their colleagues from the majority-group. The problem with minority members relatively slower career development is, as was the case with external recruitment, double-sided. On the one hand, there are often biases at work during recruitment and selection processes for higher positions. On the other hand, members of minorities also tend to apply for these positions to a lesser degree than members of the majority. The reason behind this rather peculiar fact is however not that minorities are less interested in career development than their colleagues. Our investigations into the police forces in Stockholm and Greece show that it is instead the lacking confidence in the internal selection processes held by minority members, that stops them from applying for management positions in the organisation. Simply put, minorities don't believe that they will be subjugated to a fair selection process, and therefore refrain from applying in the first place.

Management coaching for women and migrants (Haaglanden Regional Police)

In the regional police force Haaglanden, The Netherlands, it has been noted that the number of women and migrants working in higher level and management positions is relatively low. In order to encourage and support individuals from these groups to reach higher positions, individual career development projects and management coaching has been introduced. In addition, part-time management jobs were made possible.

Improved selection- and recruitment processes for higher positions (Stockholm County Police)

Internal recruiting within the Stockholm police force has, for a long time, been handled in such a way that internal personnel structures have remained unchanged. This despite social changes and the increased inflow of minorities in the organisation. Among other things, there has been a strong tendency to recruit "from ones own nest" when new chiefs are appointed. Moreover, the judgement of merit among applicants has to a large extent been based on recommendations from superiors, rather than on a more formalized selection and qualifying process. With the intent of improving overall quality of the internal recruitment processes, the Stockholm County Police has now developed a comprehensive recruitment-standard, based on position-analysis and profiling. Clear manuals for grading applicants have been given to all recruiting personnel. One important aim with these changes, apart from improving overall quality during recruitment, has also been to increase minorities confidence in the selection processes for higher positions in the organisation, thus encouraging them to apply to a larger degree.

Organisation culture

In every organised group of individuals, certain dominant beliefs, attitudes and behaviours will eventually develop over time. This phenomenon is sometimes referred to as the organisations “spirit”, “climate” or the things which “go without saying”. In academic discussions, the concept of “organisation culture” is widely used. This concept can be defined in many ways, but common to most of them is that they refer to the inner life of an organisation. One established definition of organisation culture read: *“the bundle of joint norms, values and beliefs about reality which develop in an organisation as its members cooperate with one another and with the outside world”*

The organisational culture not only exists, it also affects the members of an organisation, and it has a function. It fosters solidarity between members, it provides the individual with an identity, makes internal communication easier, - and thus integrates the organisation. It also provides patterns of behaviour for the individual in his or her interaction with others, inside and outside of the organisation.

But just as well as the organisational culture may foster solidarity and ease internal communication, it can also cause tendencies of exclusion and create problems for newcomers and minorities in the organisation. Minorities are in general more at risk than others when it comes to being seen as “deviant”, of not “fitting in” and of not being given access to the silent knowledge which defines appropriate behaviour at the workplace. The result of such exclusionary mechanisms are seen in a higher degree of long-term sickness, and higher turn-over rates, among minorities than among members of the majority.

In order to avoid these problems, the management of the organisation must actively and continuously work with issues concerning organisational culture, values and ethics within its ranks. This work should include both *hard elements*, such as clear policies and sanctions against unwanted behaviour (harassment, discrimination etc.), and *soft elements*, aiming at changing attitudes and raising awareness among all employees through education and information efforts. The overall aim of these efforts must be to make the informal norms and attitudes of the organisation, (communicated through organisational culture), correspond to the organisations formally stated key-values.

Policies and structures

Setting up a diversity action plan (Stockholm county Police)

Following the implementation of the diversity-audit in the Stockholm County Police (see chapter B above), the police management concluded there was a need for a special diversity action plan within the organisation. In cooperation with the trade unions, such a draft such action plan has now been elaborated. The purpose of having a special action plan for diversity is to build a basis for a more systematic and goal-oriented process of change within the Stockholm County Police, and to further underline the importance of diversity issues to the organisation. .

Diversity Expertise Centre(Haaglanden regional Police)

Practical knowledge of anti-discrimination and diversity issues is often scattered. The result is that police forces are regularly re-inventing the wheel. To support the Dutch police forces in the development and implementation of a diversity policy, a Diversity Expertise Centre has been established, where all available knowledge about diversity and related subjects is collected

Regular monitoring and auditing of the situation (Stockholm county Police)

A systematic and goal oriented process-work concerning diversity issues not only require clear goals and policy documents. It is also vital to engage in regular follow-ups and evaluation concerning the fulfilment of the goals in question. Without effective means for monitoring and auditing the situation it is in the end not possible to make any conclusions as to if progress has been made or not. In order to lay down a good foundation for a systematic diversity work, the Stockholm County Police in 2002 performed an audit of diversity within its organisation, in cooperation with the National Institute for Working Life and the Dutch consultant EGA. The purpose of the audit (see ch. B of the handbook) was not only to get a picture of the current state of diversity within the organisation, but also to develop instruments which could be used for future self-assessment and monitoring in the organisation

Confidential points of contact (Haaglanden regional Police)

In The Netherlands , studies have shown that turnover rates for gay and lesbian, female and migrant employees were unacceptably high. The high turnover rates could have been caused by repeated intimidation and harassment and the lack of an institution to turn to for redress. The Dutch Police force attempts to tackle this problem by employing “persons of confidence” (‘vertrouwenspersonen’) who work at the force to receive complaints and offer advice and support. Complaint committees have also been created as instruments in the fight against intimidation, harassment, discrimination and rude behaviour. The advice of the complaint committees together with an internal disciplinary code leads to various sanctions being imposed by the authorities, ranging from reprimands to dismissals

An ombudsman against discrimination (Stockholm County Police)

Diversity action-plans and other policy documents exist mainly to provide structure and context for a long-term process of change. In order for these structures to have any real impact on the situation, they must of course also be filled with a concrete set of activities. One central problem which the diversity management strategy has to deal with, is the fact that minorities in the organisation are at greater risk than others of being exposed to harassment and exclusion at the workplace. With the purpose of supporting victims of discrimination inside the organisation, the Stockholm County Police has appointed its own anti-discrimination ombudsman. The ombudsman has a mandate to investigate all complaints of discrimination (on the grounds of gender, ethnicity, sexual orientation, disability etc.) among employees, and to give recommendations on possible sanctions against the perpetrator to the management team. The idea of including all grounds of discrimination in the ombudsman-mandate, rest on the strategy of making the ombudsman institution more powerful within the organisation, and to avoid the risk of cases “falling between chairs” (i.e. cases of “double discrimination”)

Equal rights for homosexual and heterosexual couples (Haaglanden regional Police)

Gay and lesbian employees living together with a gay or lesbian partner did not have the same rights as married heterosexual colleagues. This implied they could not make use of measures such as parental leave. In the specific terms of employment for police personnel all possible forms of partnership have the same status as marriage. This means equal rights for gays and lesbians living together.

Platforms for awareness raising activities

Leadership development (Stockholm county Police)

At the Stockholm County Police, all newly appointed chiefs are obliged to take part in a 1-year leadership-development programme. The training consists of several modules, where different aspects of staff-management are highlighted. The Stockholm county Police is currently planning to include a module in intercultural communication and diversity management into the obligatory training programme. Moreover, there are also plans to hold continuous seminars on diversity matters for the entire management team

Targeted training for key groups (Stockholm county Police)

The HRM department at the Stockholm County Police has over the last years also carried out targeted training activities for staff groups which are regarded as strategically important in the organisations work on diversity, such as commanding officers for the uniformed forces, reception personnel etc. I.e. groups which have a direct and intense relation to the public during the course of daily work

“The closet project”(Haaglanden regional Police)

A number of taboos exist on the subject of homosexuality. Consequently the subject is rarely discussed. The regional police of The Hague designed, produced and presented a closet as symbol for homosexuality in the force. The Dutch expression for publicly acknowledging one’s homosexuality is the same as the English one: ‘to come out of the closet’. The aim of the closet is to promote homosexual emancipation by means of making homosexuality an issue publicly discussed and debated

Networks for gay and lesbian employees”(Haaglanden regional Police)

Many gay, lesbian and migrant employees need to share with colleagues their experiences in working at the police as gay, lesbian or migrant persons. Therefore, national and regional networks have been created, such as the ‘Homo network Amsterdam’ and the ‘Integration network Haaglanden’ to provide a support forum for homosexuals.

Epilogue

The lines you have read have offered you a general overview of several issues pertaining to diversity in police organizations. We have mentioned European legislation, the policies and strategies of the participating police forces and the results of the diversity audits.

The most important part of the Handbook has been the one devoted to examples of good practice. Through them we hope to have provided you with ideas and incentives to ameliorate the structure, function and climate in your organization. It is important for you to know that whole organizations and specific individuals are fighting daily for the human rights of their employees or colleagues.

If you wish to read more on this subject, the following texts are at your disposal:

“Legislation Study of Internal & External Recruitment and Organisation in the Greek Police through the prism of diversity management” (in Greek and English)

“Diversity Audit of the Greek Police”(in Greek and English)

“Diversity Audit of the Stockholm country Police” (in Swedish and English)

“Diversity Audit of the Haaglanden Regional Police” (in English)

You can also visit the websites mentioned in the Handbook or contact ANTIGONE:
ANTIGONE – Information and Documentation Centre <http://www.antigone.gr>