



The Journal for Women and Policing

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*2005: Improving
Policing for
Women in the
Asia Pacific Region*



The Journal

for women and policing

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contents

Editorial	3
Excellence in Policing Awards	5
Excellence in Policing Awards Nomination Form	9
News from Queensland	10
Book Review	13
In the United States	15
In Australasia	19
Asia Pacific Focus for 2005	21
Leadership Conference	25
From New Zealand	29
Sexual Assault Resources	37
From Victoria	39
Membership Form	52

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With the aim of recruiting 120 constables per year, NT Police is offering you the chance to establish a career where you are given responsibility, opportunity and the chance to experience all the NT has to offer.

The NT Police force offers diverse career options such as general duties policing, criminal investigation, forensic, marine and fisheries, technical support and working in bush stations.

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You will have the chance to work in various stations throughout the Territory. From the red desert sands of Alice Springs, to the picturesque tropical coastlines of Nhulunbuy or the thriving metropolis of Darwin, NT Police offers it all.

The Northern Territory is one of the most culturally diverse jurisdictions in Australia and policing in the Territory requires a special kind of person.

If you want to join one of Australia's most exciting and rapidly developing Police agencies – then accept the challenge ... it goes with the Territory.

For more information on joining NT Police phone 1800 005 099 or go to www.nt.gov.au/pfes

Hello Members,

Here we are again in the middle of another year, not sure if time is travelling as fast for you all as it is for me. The policing endeavours that fill our days are all devouring and one wonders where the balance is for us to fulfil all our commitments of work, family and community.

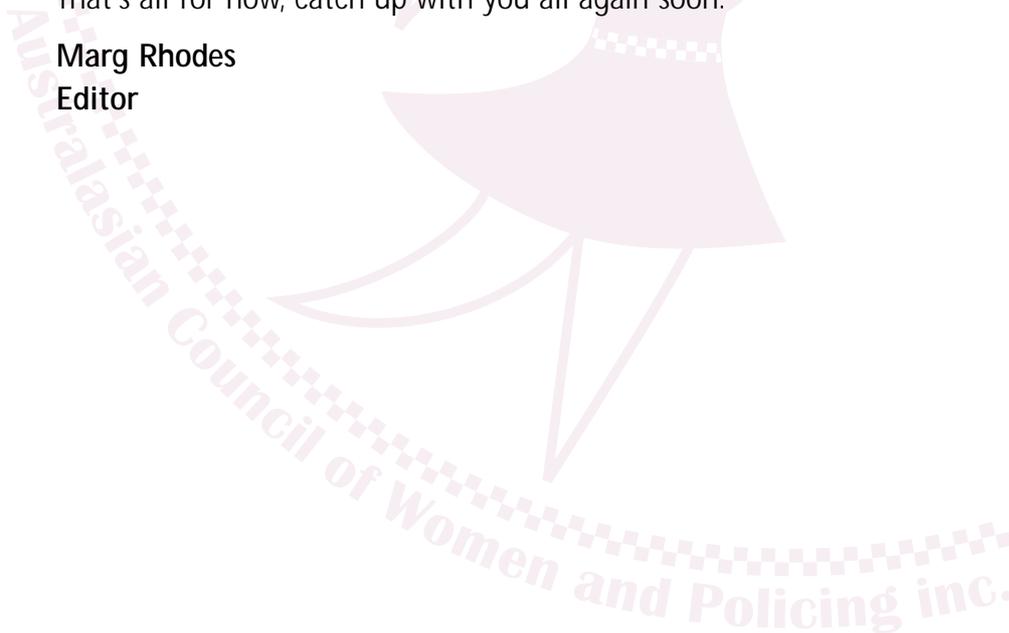
The Journal this month has been put together with great help from Helen McDermott and for this my thanks go to her for filling the breach.

With many interesting stories and coming events it is worthwhile for all to become involved and assist in spreading the news. So please do not be hesitant to forward to me any news item that is happening in your state or territory.

In Canberra during March 2004, the Australian Federal Police held an Inspirational Leadership Seminar which hosted women speakers who found their own path to ensuring promotion and recognition for their skills. One of these speakers was Avril Henry, her lecture is included in this edition and is a must read. My thanks to Avril for allowing her material to be published.

That's all for now, catch up with you all again soon.

Marg Rhodes
Editor



2004 AUSTRALIAN POLICE WINTER GAMES

Members of all Police Services are invited to take part in the 2004 Australian Police Winter Games (APWG)

Where: Mt Hotham, Victoria

When: 8–13 August 2004

Cost: Packages start from \$730 (includes lift tickets) (lift/lesson packages available), 5 x breakfasts and 4 x dinners, on-snow accommodation, race and event entry **and more**)

Events: Include Alpine and Snowboard events, catering for **all** levels of skier ability from first-time beginners to experienced skiers.

Queensland and Tasmania successfully joined forces last year and won the Winter Games, following on from two previous, successful alliances with Queensland and Western Australia.

The APWG encourages officers, their families and supporters to become involved in the sport of skiing in a friendly and relaxed atmosphere. You are encouraged to take this valuable opportunity to 'network' with other interstate officers.

The APWG is a proud supporter of Camp Quality. For more details go to the interactive website www.apwg.com.au

Inquiries can be directed to info@apwg.com.au

Contact: Sergeant Rory Hawkins, Recruiting Section (PACE-Experienced Officer Program) Queensland Police service on **(07) 3364 4012**.

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- attractive pay increments over the current enterprise bargaining period
- cost of living differences
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For a **police application package** call the Queensland Police Recruiting Section on **07 3364 4010** or **07 3364 4015** or write to the Recruiting Section, GPO Box 1440, Brisbane Qld 4001 Australia.

www.police.qld.gov.au/recruiting



2004 Australasian Council of Women and Policing Excellence in Policing Awards

The Australasian Council of Women and Policing is calling for nominations for the sixth annual Excellence in Policing Awards.

The awards will be presented on Saturday 2 October 2004 at a dinner in Adelaide.

Nominations for the awards close on Friday 3 September 2004, although you are encouraged to submit them as early as possible.

The Australasian Council of Women and Policing Inc was established as an outcome of the First Conference of Australasian Women Police. It is an independent body that aims to be a leading organisation within Australasia in:

- participating in the global network of women in policing;
- improving the opportunities and outcomes for women within policing; and
- improving the policing services provided to women.

The Council's national Awards for Excellence in Policing are an opportunity to publicly acknowledge and reward the achievements of the women and men who are significantly contributing to making policing and law enforcement better for women. They recognise the excellence that is being developing and currently exists in policing.

Award Categories

The categories for the 2004 ACWAP Excellence in Policing Awards are:

- Bravery Award.
- Bev Lawson Memorial Award.
- Most outstanding female leader.
- Most outstanding female investigator.
- Most outstanding female administrator.
- Most outstanding female practitioner.

- Most significant achievement in advancing the status of women in law enforcement.
- Best police service employer for women.
- Griffith University Excellence in Research on Improving Policing for Women Award.
- Most woman-friendly police union.
- Most significant achievement in improving the relationship between women in the community and in law enforcement and policing.

Judging the Awards

A selection panel comprised of the Council Vice President, members of the law enforcement and policing community, feminist and community representatives will assess all nominations and shortlist nominees in each of the award categories.

Nominations must be received by the Council before 5pm on **Friday 3 September 2004**.

The winners for each of the categories will be announced at the Council's annual Awards Dinner being held in Adelaide on Saturday 2 October 2004.

Eligibility

Current or former employees (sworn or unsworn) of an Australian or New Zealand policing or law enforcement agency, National Common Police Service or justice agency may be nominated for the following awards:

- Bravery Award.
- Bev Lawson Memorial Award.
- Most outstanding female leader.
- Most outstanding female investigator.
- Most outstanding female administrator.
- Most outstanding female practitioner.

Anyone in Australia or New Zealand who has an interest in improving policing for women may be nominated for the following three awards:

- Griffith University Excellence in Research on Improving Policing for Women
- Most significant achievement in advancing the status of women in law enforcement.
- Most significant achievement in improving the relationship between women in the community and in law enforcement and policing.

Any registered industrial organisation representing women and men in Australian or New Zealand policing or law enforcement agencies, Common Police Service or justice agencies may be nominated for the Most Woman-Friendly Police Union award.

Any Australian or New Zealand policing or law enforcement agency, Common Police Service or justice agency may be nominated for the Best Police Service Employer for Women award.

Who can nominate?

Anyone who is concerned about and interested in improving policing for women.

How to Nominate

Complete the Nomination Form and make sure it is received by the Council before 5pm on **Friday 3 September 2004**.

Useful and succinct supporting documentation is encouraged, for example a supporting statement from a nominated officer's supervisor, women's network, union, feminist organisation would be useful in assisting the judging panel.

For organisations nominating themselves, rhetoric and publicity material is not generally as useful as supporting statement from the organisation's women's network, anti-discrimination body or a feminist organisation. Media articles actually demonstrating advocacy for women would also be useful.

About two pages is optimal. Lengthy applications are not encouraged. If the panel requires further information it will ask.

Address and Deadline for Nominations

Please mail the completed Nomination Form together to:

Australasian Council of Women and Policing
C/o SAPOL Sergeant Joanne Howard
GPO Box 1539
Adelaide SA 5001

Or email to: joanne.howard@police.sa.gov.au

Faxed copies of nominations will also be accepted, please contact:

Sergeant Joanne Howard on (08) 8204 2927 or 0410 632 622 to make the necessary arrangements.

Nominations must be Received by 5pm Friday 3 September 2004

Any questions?

If you would like any further information or have any questions, please contact:

Joanne Howard on (08) 8204 2927 or 0410 632 622 or email: joanne.howard@police.sa.gov.au

Bravery Award

This award is not a duplication of the various bravery awards already in place. Women and men who qualify for bravery awards under those systems should be nominated for those awards.

This Bravery Award recognises and honours the difference women bring to policing and how many women and men face additional challenges to those already present in policing and law enforcement.

The award is open to both women and men. Candidates will be assessed on her/his brave response to an incident or series of incidents. These can be incidents involving the community, other police or law enforcement employees. The incidents can also include the resolution of long-term situations.

The award recognises the fortitude needed in a situation where there is time to reflect on the consequences of your actions, where you have time to analyse the risks and long-term damage, and when you know that your actions will change your life and impact on your career forever.

The Council's Bravery Award is for someone who has faced situations or a series of incidents that may have happened over time and the nominee's response will not just involve reacting to a violent or physical incident in a way that risks life. It will recognise someone who has resolved violent or physical incidents in an innovative way. The award seeks to recognise the bravery needed to make the community and policing better for everyone. For example, it may include resolving conflict or situations that require challenging policing itself and protecting others who are also negatively effected by unlawful, dangerous, discriminatory or unethical practices or events.

The judging panel will take into account how the candidate:

- Resolved a situation or series of incidents to protect others who may also find themselves in the same situation in the future.
- Protected and cared for others involved in the situation.
- Resolved the situation or series of incidents using innovative and non-traditional responses; and
- Pursued a resolution despite the level of threat to the candidate and her/his career and well being.

Nominators may also wish to consider whether their nomination would also be eligible, or more suitable, for a Bravery Award through the Australian or New Zealand Honours systems.

For more information go to www.itsanhonour.gov.au or www.dpmc.govt.nz/honours/index.html.

Most significant achievement in advancing the status of women in law enforcement.

Candidates will be assessed on the overall achievements she/he has made to advancing the status of women in law enforcement.

This award is open to anyone in Australia or New Zealand.

Bev Lawson Memorial Award

The Bev Lawson Memorial Award is an annual award for the most outstanding woman who has been first in any policing or law enforcement activity or support service.

The criteria are to have:

- Been a first in a particular area, field or endeavour;
- Made a significant contribution to that area, field or endeavour;
- Paved the way for women who follow;
- Encouraged other women to develop and peruse their skills, abilities and opportunities in that area, field or endeavour.

Most outstanding female leader

Most outstanding female investigator

Most outstanding female administrator

Most outstanding female practitioner

These awards are only open to women currently or formerly employed (sworn or unsworn) in an Australian or New Zealand policing or law enforcement agency, National Common Police Service or justice agency.

Candidates will be assessed on the significance of her contribution to her field by her use of relevant skills, experience and personal qualities and how she has improved policing for women.

The definitions of the three categories are:

Leader – any woman who has shown dynamic leadership and has mentored and provided guidance to women and men who do not conform to traditional male patriarchal models.

Investigator – criminal investigations, for example the work performed by detectives in the state police services or operational federal agents in the AFP.

Practitioner – a general category for anyone who is practicing any aspect of policing, for example this includes general duties, community policing, forensic science and investigations.

Administrator – general administrative support, policy development, management, human resource management, co-ordination and computing.

The criteria are to have a:

- Commitment to improving the delivery of policing and law enforcement services to women in the community;
- Proven ability to enhance the profile of women in policing
- Outstanding on-the-job performance;
- Introduction of, or support for, improved or innovative work practices within the workplace.

Best police service employer for women

Organisations will be judged on the overall positive impact they have on their female employees. The selection criteria includes:

- Innovative and flexible solutions to the issues which arise from having women in the workforce and evidence that these policies have been effectively implemented;
- The appropriateness of the uniform and accoutrements provided for female employees;
- Industrial practices and outcomes that encourage women's participation in the workplace; and
- Evidence of high recruitment, promotion and retention rates for female employees

Organisations may nominate themselves for this award.

Most woman-friendly police union

This Award has never been presented.

Candidate organisations will be judged on the overall impact they have on their female employees and their genuine commitment to advancing the outcomes for their female members. The selection criteria will include:

- Innovative and flexible solutions to the issues which arise from having women in the workforce;
- The employment outcomes for female employees, such as the evidence of the removal of indirect discrimination in awards and employment practices;
- Advocacy and support of practices that improve policing outcomes for women in the community; and
- The number of women actively involved at all levels of the union organisation and decision-making.

Organisations may nominate themselves.

Griffith University Excellence in Research on Improving Policing for Women Award

Anyone in Australia or New Zealand who has an interest in improving policing for women is eligible for this award. The award winner will have finalised a research paper that explores how policing and law enforcement can be improved for women. The research will be contemporary, original, and of publishable quality. The research may already have been published or produced for another purpose. It must however be

available for publication by the Australasian Council for Women and Policing on its website and in its journal (although this can be in another form from the original research paper).

Please ensure that a copy of the research is attached to the nomination form when it is submitted.

Most significant achievement in advancing the status of women in law enforcement.

This award is open to anyone in Australia or New Zealand who has an interest in improving policing for women and who has had a significant positive impact on how women in policing and/or law enforcement are represented. In particular, work that increases the impact women have in decision-making process will be taken into account.

Most significant achievement in improving the relationship between women in the community and in law enforcement and policing.

This award is open to any individual or agency in Australia or New Zealand that has:

- Had a significant positive impact on how women are able to access the justice system through policing; or
- Improved the outcomes for women who access the justice system; or
- Built relationships that further women's justice and policing interest; or
- Enhanced feminist networks between policing and the community.

2004 Australasian Council of Women and Policing
Excellence in Policing Awards

Nomination Form

Award: _____

Candidate's Details

Name: _____

Organisation: _____

Work Mailing Address: _____

Contact phone and email: _____

Nominator's Details

Name: _____

Organisation: _____

Mailing Address: _____

Contact phone and email: _____

Reasons: *(please address selection criteria)* _____

Inaugural Jim O'Sullivan Achievement Award 2003



*Barbara Blackmur, Inspector Tonya Carew,
Commissioner Bob Atkinson.*

The Jim O'Sullivan Achievement Award was developed to acknowledge and honour the outstanding contribution of former Commissioner Jim O'Sullivan to the furtherance of women in the Queensland Police Service.

The criteria for the award required the successful nomination to be able to demonstrate outcomes in the promotion of standing of women in the QPS and display innovation or creativity in the initiative, project or activity.

A high calibre of nominations were received and the winner was announced by Commissioner Atkinson at the Academy's annual International Women's Day brunch. The inaugural winner was Inspector Tonya Carew of Mareeba District.

The Inspector, who also sought input from key stakeholders from within other Government and non-government agencies, interviewed many women and managers within the QPS. During this time the Inspector quickly found she became an advocate for many women, negotiating part-time contracts. Inspector Carew's project explored issues surrounding family friendly work environments for women in the QPS. To assist in her research Inspector Carew facilitated a number of training sessions throughout the state on part-time hours, maternity and child care issues. A detailed paper was subsequently developed, identifying the issues and making firm recommendations to both the Senior Executive Conference and the Commissioners Australasian Women In Policing Advisory Committee. Inspector Carew's work will have an impact on sworn women within the QPS and possibly throughout Australia.

During the IWD Brunch, a speech prepared by Inspector Carew in acknowledgement of the receipt of the award was read. The scope of the project was such that it required much professionalism and dedication as well as much personal commitment.

A Certificate of Encouragement was presented to Constable Shelley Moore of Weipa Station whose work in the Aurukun Community as the first female police officer to be stationed there, has paved the way for other female officers wishing to experience this special type of policing.

The Queensland Police Service (QPS) Women's Advisory Group (WAG) Network – Update!

By State Co-ordinator Sergeant Michelle Millar, QPS Equity and Diversity Unit



The QPS WAG Network has been in its current format since 1995, and with only a few minor administrative changes along the way, the Network continues to gather momentum. The new Network Action Plan 2003 to 2006 has been completed and an official launch will be conducted by the end of the year. With a few amendments to the policy and an enhanced conference structure, the future looks exciting for our Network.

The last Network Coordinators Conference was hosted by State Crime Operations Command and held in Police Headquarters Brisbane. Currently, three Coordinators Conferences are held per year, from Wednesday noon to Friday noon. Next year, the new structure includes two conferences per year, a week long each. Much will depend on our budget, as the distance travelled by some coordinators to attend conferences is well over 1000 kilometres, one way! Subsequently, much conference time is taken up with travelling time. The proposed new conference structure will allow for over three days of business, instead of one and a half.

Each Coordinators Conference begins with a Network Information Session open to all QPS employees. These sessions generally involve a guest speaker external to the QPS, an overview of the Network, and afternoon tea. At the June Coordinators Conference held in Townsville, we had four long sessions and three smaller

ones with the guest speakers all being female QPS employees. These women spoke about their careers, provided advice on applying for promotions, the QPS Leadership and Mentoring Program for Women and retention and recruitment of women in Far North Queensland. This session proved very popular and around 40 women attended. So following on with the success of providing sessions by QPS employees for QPS employees, we used the same strategy for the October Coordinators Conference Network Information Session.

With retention of women being one of the current issues being addressed by the Network, the Information Session focussed on "Flexible Working Options". The keynote speaker was the newly appointed Manager of the QPS Equity and Diversity Unit, Senior Sergeant Ben Marcus. Ben's presentation focussed on the changes experienced by the QPS over the past forty years and how could we be planning for the next forty years. Changes in work and family were addressed and how the composition of the Australian workforce has changed dramatically over the past thirty years. Ben also spoke about how these changes have resulted in an increase in the number of people with both work and family responsibilities. The options for an evolving workforce include part-time work, job sharing, flexible hours, responsive rosters and telecommuting. It is important to find an option, which is mutually acceptable to the employee and the service.

Three sessions followed on after Ben's keynote speech, which provided background to the necessity of flexible working options. The first session was on part-time policing and I provided an overview of the relevant QPS policy and government legislation.

Sergeant Jacinta Hodgetts, WAG Network Coordinator for the Central Region then spoke about her pilot project; "CAFI" – Child and Family Issues committee. Superintendent Tonya Carew travelled to Mackay to be involved in the setting up of this project. Jacinta has had tremendous support from her District Inspector

and Assistant Commissioner and she is now trailing her project in Mackay. Currently the District Officer decides upon applications for part-time hours. Some stations in Queensland have experienced up to nine officers on maternity leave, or returning from maternity leave on part-time hours at the one time. To assist in implementing strategies that provide an outcome suitable to the applicant and the district, a committee of stakeholders is formed to overview each application for part-time hours. The committee consists of the District Officer, the Officer in Charge, the Human Services Officer and the WAG Network Representative of the district. This provides support for the decision and once approved by the District Officer, the application can be forwarded to the relevant Assistant Commissioner for final approval. This committee helps to keep the lines of communication open and assist in giving consideration to all parties and their needs. The committee will ultimately form a great knowledge base of successful solutions as one station may have differing issues to another. If a WAG Network Representative from Mackay's "CAFI Committee" can ring the WAG Network Representative in Cairns to discuss their latest strategies, then we have very quickly set up a state-wide part-time consultative body via the WAG Network. Our aim is to implement "CAFI" Committees across the state and provide suitable training to Network Representatives to assist them in this role.

We then heard from two part-time police officers, both with different accounts of their experiences. Plain Clothes Senior Constable Christy Ayers is a part-time investigator in the Armed Robbery Unit, State Crime Operations Command and has chosen part-time policing as an option to assist with family responsibilities. Christy has not had any problems with accessing part-time hours within an investigative team environment. She has also worked part-time at the Child and Sexual Assault Investigation Unit, Prostitution Enforcement Taskforce, Major Crime and Organised Crime Investigation Units. The second part-time officer was Constable John Collins, a general duties officer. John is in his mid forties and has only been with the QPS for a short time. John is completing a Master's degree and being able to access part-time hours helps him balance study commitments with work. One concern John raised was his ability to keep up to date with policy and procedures. John felt that when dealing with situations on a daily basis, it was easier to

be fluent in available solutions then when only spending half that time in the environment.

Session two focussed on telecommuting and Senior Industrial Relations Officer (and CAWIPAC Representative) Ms Barbara Blackmur provided an overview of the requirements of applying for and approving telecommuting. Detective Senior Constable Emma Riley of the Fraud Squad, State Crime Operations Command is a part-time officer who telecommutes one day a week. Emma has done part-time work for a number of years for family responsibilities and the transition to telecommuting was well accepted by her squad.

Afternoon tea was then provided and a discussion panel followed this. Mr Gary Pitt, Personnel Officer and Liz Lane, Senior Personnel Officer at the Equity and Diversity Unit joined the guest speakers. Gary has a great amount of knowledge in the application of flexible working hours and Liz is involved in resolutions and conciliations when the communications break down.

The panel fielded many questions and it was obvious that flexible working options is a hot topic in the QPS today. Over 100 people attended these sessions!

The first day of the conference ended with a dinner attended by the Commissioner, Mr Bob Atkinson, members of the QPS Senior Executive, Commissioned Officers, WAG Network Coordinators, Representatives, partners and friends.

The photograph shows the conference delegates getting ready for the business end of the conference: attending to agenda items. We had reports from our CAWIPAC Representatives Ms Barbara Blackmur and Superintendent Tonya Carew, our Network uniform committee representative, Network Executive Committee and Publicity Team. Conference delegates were fortunate to have a session with Dr Ann Scott. Dr Scott is the Director of the Office of the Commissioner and our most senior staff member and shared her career highlights with the group, opening the floor for questions and discussions. We also had a presentation by Network Coordinator Ms Megan Campbell on designing and implementing your own WAG Network website. To assist in raising the profile of the Network, each Coordinator is encouraged to set up their own regional Network web page.

The conference finished up at noon on Friday with all delegates returning to their home office.

When Police Unionise: The Politics of Law and Order in Australia

Mark Finnane

(Sydney: The Federation Press, Institute of Criminology Monograph Series No. 15, 2002), pp 264 \$33.00
Review by Dr Jenny Fleming, Australian National University

Beginning with the Queensland Police Union's intervention in the 1996 Mundingburra by-election, Mark Finnane's book records the historical background to the industrial and political activity of Australia's police unions since the early part of the twentieth century. Finnane examines the early organisation of police in Australia, changing relations with police management and the labour movement in the inter-war years. He describes the tenuous post-war alliance with the labour movement and the gradual emergence of a more independent, aggressive and ambitious police union culture. Using a historical framework Finnane seeks to 'develop an understanding of the emergence of an independent police voice in Australia' (p.24). Needless to say this 'independent voice' is essentially male. Are we surprised? As Finnane notes:

In an occupation that was almost an emblem of masculine identity, police unions reflected to a good degree the ambivalent, if not hostile, disposition towards women's changing role in the workforce ... they were almost at one with police departments, which for many decades perceived the role of women police as one that was wholly confined within a domesticated definition of the role (p.149).

In the early decades, the NSW Police Association explicitly excluded women from joining its organisation while others such as South Australia and Victoria permitted membership. The Queensland Police Union admitted women to its ranks in 1955. Policewomen in South Australia had declined membership of its Police Association until the early 1950s when the Association successfully supported women in their opposition to

attempts of that state's police commissioner to reduce the wages of its policewomen. Not so successful was the Queensland Police Union in seeking wage parity for its female members in 1956. This I am afraid is just about the extent of the book's references to women in Australia's police unions and given the source of much of the book's information this is perhaps not surprising.

The primary source of material for this book is police union journals – as Finnane sees it, 'an extraordinarily rich source of information'. It is conceded that other sources may have been more useful but these are 'either very resource-intensive or closed to the researcher' (p.4). This may be true but the use of the police union journal has all but excluded policewomen union members from this story. As Kathy Muir has pointed out, the journals published by Australian unions rarely feature women in highly visible roles regardless of their status within the organisation (1997, pp 172-193). As a result, the activities and input of women in decision-making roles in Australia's police unions are not recorded here. Thus, there is no mention of Patricia Hunter, the first female to be elected to the Executive of the Police Association and its first female Vice-President; nor of Anne-Maree Murphy, the first female to be appointed President of an Australian police union (Northern Territory). Nor of course is there mention of the 'Women Officials in Police Unions' group.

Established at the First Australasian Conference of Women and Policing in July 1996, 'WOPU' was established as a networking and support forum for women officials in police unions (of which there are many). The group has developed strongly and in 1999 formerly aligned itself to the Police Federation of

Australia and renamed itself the Women's Advisory Committee. Amongst other functions it encourages networking within each jurisdiction and advises the PFA Executive (comprising all police unions and associations in Australia) on strategy and activity. With observer status the group attends regular Executive/Committee meetings of all Australian police unions and continues to be a strong and viable voice for women in police organisations generally and police unions specifically. Its existence and activities merited acknowledgement in this discussion about police unions in Australia.

When Police Unionise asks a number of questions. For example, 'How have organisations of workers who were once denied the right to organise come to deploy significant power in shaping, or seeking to shape, public policy over crime control and prevention,

resource allocation in policing, the size of police budgets ...'; 'Is the police union story one of expanding power and influence?'; and 'What impact has unionisation had on the internal management of police forces'? The book addresses these questions in a lively and expansive manner. It is full of anecdotes, eyewitness accounts and battleground tales. What a shame that in acknowledging the 'changing disposition of police unions' (p.235) the 'emerging independent voice' is essentially male.

Jenny Fleming
Australian National University

Reference

Muir, K (1997) 'Difference or Deficiency: Gender, representation and meaning in unions' in B. Pocock, (ed) *Strife: Sex and Politics in Labour Unions*, Allen and Unwin, St Leonards.



The Queensland Police Service Women's Advisory Group
as designed by Police Liaison Officer, Mr Laurie Nona.

WAG Network Logo Rational

Rational

Circle: Represents binding all women irrespective of ethnicity and religion

Eyes: Represents the people in the group who are keeping an eye on Women's issues

People: This is a top view of people holding hands, representative of support for each other

Flower: In botany, culturally and symbolically, the flower can represent women, growth and it is from a flower that a fruit is produced.

Growth Still Slow at Top

By Jeff Lemberg – from Women’s eNews

www.womensenews.org

Margo Frasier says she’s ready for a new challenge and won’t run for re-election when her second four-year term as sheriff of Travis County, Texas, expires at the end of this year.

It remains to be seen how the county will honor Frasier, a 20-year veteran of the force, the first woman to head the sheriff’s department – who also is openly gay, with a domestic partner and an 11-year-old daughter. But perhaps the greatest tribute to the ground Frasier broke has already taken place far beyond the arid plains of Austin. From San Francisco to Boston, Detroit to Milwaukee, mayors of large U.S. cities are for the first time appointing women to head their police departments.

“Things need to be constantly changing to stay relevant ... and women bring a different style,” said Margaret Moore, director of the National Center for Women and Policing in Arlington, Va. “The infusion of different points of view is essential. I’m not saying women are the answer to every police department’s problems, but they have to be given a chance.” The growth of women in large law enforcement agencies – defined as employing 100 or more sworn personnel – has been slow-moving over the past decade.

Women accounted for just 12.7 percent of all such law enforcement officers in 2001, down from 14.3 percent in 1999 and 13 percent in 2000, according to a 2002 survey by the National Center for Women and Policing. What’s more, women held just 7.3 percent of all top command positions in 2001. Corruption and allegations of police brutality, stale public safety initiatives and a recent spike in the number of violent crimes have led a handful of big-city mayors to shake up their police departments with historic appointments of women in leading roles.

On February 19, Kathleen O’Toole was sworn in as police commissioner of Boston, while Heather Fong was named interim police chief of San Francisco in late January. For two of the most liberal-leaning cities in

the nation, it is the first time either has had a woman leading its police department. Other recent police chief appointments include Ella M. Bully Cummings in Detroit, Mich., and Nan Hegerty in Milwaukee, Wis. A Different Sensibility Each of the recently appointed women have acknowledged their unique situations – “My whole career has been a tryout”, Fong told The Associated Press – yet most observers say it is that uniqueness that is each woman’s greatest asset. Because the vast majority of women lack the ability to physically intimidate others, Moore said, they are more adept at defusing volatile situations through words rather than force.

“There’s a militaristic culture in most law enforcement agencies,” Moore said. “Power, image, use of force. It’s a very authoritarian attitude. But good policing isn’t in the shoulders; it’s in the head.”

For their roles in an off-duty brawl and a subsequent cover-up, 10 officers from the San Francisco Police Department, including then-Chief Earl Sanders, were indicted last February. Most charges were dropped, but the veil of impropriety still weighed heavily atop the department. With the appointment of Fong, a 26-year veteran of the force, Mayor Gavin Newsom sought to instill a fresh set of sensibilities. (Newsom has now become a national symbol for breaking gender boundaries. On February 11, he began granting marriage licenses to same sex couples and continued until barred by the state’s Supreme Court a month later.)

“We must reform the department and restore the full faith of our city in the department,” Newsom said in a Jan. 17 statement announcing Fong’s appointment. Changing public opinion, said Frasier, the soon-to-step down Texas sheriff, is a mandate placed upon every minority – be it gender or racial – who takes on a leadership position.

"I often tell my deputies, 'It's really not your job to teach these nincompoops to be more culturally sensitive,'" said Frasier, 50, who oversees a staff of 1,340. "But the world would be a better place for it if you did." "What's the point of owning the boat," she added, "If you can't rock it?"

Frasier said today's female law enforcement personnel have it far easier than she did as a rookie officer 22 years ago, when her toughness and competency were regularly tested by male colleagues and the public alike.

But even though the playing field has become more level over the years, Frasier said, today's female officers still have to work harder and work longer than their male counterparts.

"It may not be fair, but that's life," she said. The Role of Sexism Although Penny Harrington became the first woman named chief of a major police department when she was appointed to head the force in Portland, Ore., in 1985, women have faced a slow climb to the highest levels of law enforcement. Some say sexism, however, had little to do with the sluggish ascension.

Teresa Chambers, the first woman to serve as chief of the U.S. Park Police, which was created in 1791, has the view that female law enforcement officers are finally getting their due because it wasn't until just recently that many deserved the chance.

"I've long said we need not be impatient," said Chambers, who was appointed to her post in 2002. Many have been on the job for 25 and 30 years, she said. "We're coming of age."

"You have to have that amount of experience to get these jobs," she added. Boston's O'Toole, like other women recently named to top posts, certainly has the resume to support her appointment. O'Toole first joined the Boston Police Department in the late 1970s. She became a deputy superintendent of the state's Metropolitan Police Department in 1986, and was promoted to superintendent four years later. O'Toole then joined the State Police Department, was appointed the state's Secretary of Public Safety and

started her own international consulting firm that specialised in crisis management.

She holds a bachelor's degree in political science and a law degree. Despite such qualifications, O'Toole and her female colleagues should still expect to be judged, to some degree, based upon their gender. Chambers knows that painful reality first hand. In early December, Chambers was placed on paid administrative leave for telling reporters that her department is under-funded and under-staffed to properly safeguard Washington, D.C.'s parks and national monuments. Nothing Chambers told the media was confidential information, yet the Interior Department's National Park Service, which oversees the U.S. Park Police, said she violated a federal regulation that barred publicly discussing budget issues.

Deputy Parks Director Donald Murphy brought termination proceedings against Chambers, which she continues to fight. Chambers declined to discuss the specifics of her current legal battle, but those close to the ordeal say gender is definitely a factor in how the Park Service has treated her. "The Washington Post" reported in December that Chambers' predecessor, Robert Langston, repeatedly spoke publicly about budget and staffing issues during his tenure, yet he was never reprimanded.

"I don't think I was hired because I was a woman," said Chambers, who was chief of police in Durham, N.C., before being appointed to head the U.S. Park Police in 2002. "What they were looking for was what I brought to the position: ethics, integrity, experience.

"Today, it's a question of what do you bring that we uniquely need here."

Jeff Lemberg is a fellow at The Reporters Committee for Freedom of the Press, located in Arlington, Va.

For more information:

National Center for Women and Policing:
<http://www.womenandpolicing.org>

International Association of Women Police:
<http://www.iawp.org>

Equality Denied

The Status of Women in Policing in the United States in 2001

by Helen McDermott

The annual research report from the National Center for Women and Policing finds very slow gains for women in policing in law enforcement in the United States.

Since 1996 the Australian Institute of Criminology has annually published the composition of Australian Police Services which provides a gender disaggregation of police numbers in Australia.

This publication reflects the AIC's contribution to the development of effective policing in Australia and a recognition that gender is an important factor in providing effective and responsive policing in Australia.

In the United States it is left up to the Feminist Majority, a not-for profit, feminist, non-government organisation to fund and research the equivalent publication.

Every year the National Center for Women and Policing, which is a division of the Feminist Majority, conducts a survey of sworn and civilian female personnel within the largest law enforcement agencies in the United States.

For the last two years the Justice and Safety Center at Eastern Kentucky University in cooperation with the National Center for Women and Policing, also conducted an annual survey of small and rural law enforcement agencies in the US.

Anyone interested in reading the report in full should go to the National Center for Women and Policing's website at www.feminist.org.

The structure of policing and law enforcement in the United States is very different from Australia. The number of police and law enforcement agencies is hard to imagine from an Australian perspective.

The US has a confusing and decentralised system with federal, state, county, city and university police and law enforcement agencies. For example there are almost 12,000 small policing and law enforcement agencies areas in county and municipal areas with populations of less than 50,000 and with fewer than 100 sworn personnel.

The National Center for Women and Policing has examined the gains – and the gaps – in the numbers of women in policing, providing a picture of where women are in law enforcement in the United States today. Their *2001 Status of Women in Policing Survey* provides a comprehensive – and discouraging – picture of women's representation in law enforcement.

Their research shows that the number of women in sworn law enforcement in the US remains small, and in large agencies the pace of increase has stalled or even reversed.

In 2001, women accounted for only 12.7% of all sworn law enforcement positions in large agencies (with 100 or more sworn personnel) – less than four percentage points higher than in 1990, when women comprised 9% of sworn officers.

The National Center for Women and Policing found that in small and rural agencies (with fewer than 100 sworn personnel), women comprise only 8.1% of all sworn personnel.

Women represent only 11.2% of all sworn law enforcement personnel in the U.S. – dramatically less than the participation of women in the whole of the United States labour force at 46.5%.

In 2000 and 2001, the representation of women in large police agencies in the US declined from the year before – from 14.3% in 1999 and 13.0% in 2000 to 12.7% in 2001.

At this rate, women will not achieve equality in policing in the US for several generations, if at all.

The National Center for Women and Policing states that despite overwhelming evidence that women and men are equally capable of police work, widespread bias in police hiring, selection practices and recruitment policies keeps the numbers of women in law enforcement artificially low.

It says that entry exams, with an over-emphasis on physical prowess block many qualified women from

servicing, even though such tests are not job-related and do not predict successful job performance. While discriminatory height requirements were finally discarded in the early 1970's, today's tests continue to bar highly qualified women from entering policing.

The *Status of Women in Policing* report argues that many women are discouraged from applying to law enforcement agencies because of policing's aggressive and authoritarian image, an image based on the outdated paramilitary model of law enforcement. Once on the job, women often face discrimination, harassment, intimidation, and are maliciously thwarted, especially as they move up the ranks. This undermines any efforts to recruit and retain women, and contributes to their dramatic under-representation in sworn law enforcement.

The National Center for Women and Policing's report states that research conducted in the United States and internationally demonstrates that women police officers utilise a style of policing that relies less on physical force and more on communications skills. As a result, women are often better at defusing potentially violent confrontations, and are less likely to become involved in use of excessive force situations and that women are substantially less likely to be named in what they call a citizen complaint, sustained allegation, or civil lawsuit for excessive use of force.

Those who attended Margie Moore's presentation at the 2002 Women and Policing Globally conference in Canberra would have heard about how the continued under-representation of women in policing is a significant contributing factor to the widespread excessive force and corruption scandals plaguing law enforcement in the US today.

US research cited in the *Status of Women in Policing* has found that the under-representation of women in law enforcement also has significant implications for women in the community who are victims of domestic violence and that female officers respond more effectively to domestic violence incidents – which constitute approximately half of all violent crime calls to the police.

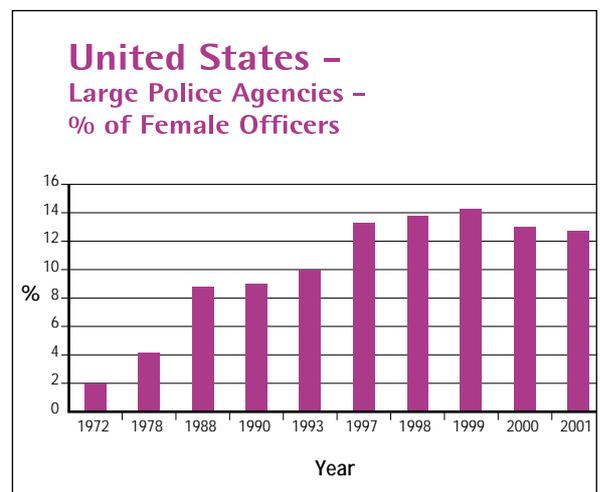
A 1992 US study found that up to 40% of police officers commit domestic abuse themselves. That means that 4 in 10 officers responding to the scene of a domestic violence incident may themselves be abusers.

The National Center for Women and Policing's report argues that the overall quality of police response to cases of violence against women would improve greatly by increasing the numbers of women in law

enforcement and that the disparity between the numbers of men and women involved in policing adversely impacts on the culture, operations, and efficacy of law enforcement agencies throughout the United States country.

Key Findings:

- Women currently comprise 12.7% of all sworn law enforcement positions among large municipal, county, and state law enforcement agencies in the United States with 100 or more sworn officers.
- In small and rural police agencies, women hold only 8.1% of all sworn positions and women of colour only 1.2%.
- Over the last ten years, there has been a gain of less than 4% in the number of women in large police agencies in the US, from 9% in 1990 to 12.7% in 2001. 46.5% of the adult US labor force are women.
- More recently the percentage of women in large police agencies has actually fallen with 14.3% in 1999, 13.0% in 2000, and 12.7% in 2001.
- Within large police agencies, sworn women currently hold only 7.3% of top command positions, 9.6% of supervisory positions, and 13.5% of line operation positions.
- More than half (55.9%) of the large police agencies surveyed reported no women in top command positions, and the vast majority (87.9%) reported no women of colour in their highest ranks.
- For small and rural agencies, 97.4% have no women in top command positions, and only 1 of the 235 agencies has a woman of colour in their highest ranks.



Source: *Equality Denied: The Status of Women in Policing*; 2001 National Center for Women and Policing a division of the Feminist Majority Foundation.

Women in Policing: Fragile Gains

by Helen McDermott



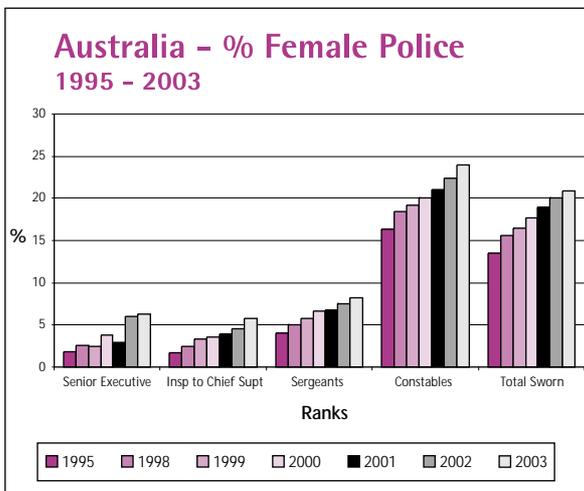
Since 1995 the Australian Institute of Criminology has maintained the statistics of the number of women in policing in Australia. This great resource also provides data on the number of police per population and the data for each state and territory police service.

The AIC data shows that numbers of women in policing in Australia has grown since 1995 from 5,741 to 10,059 in 2003 and overall the percentage of female police has grown from 13.5 to 20.9.

As the number of women in policing has increased, so has the number of women moving up through the hierarchy of the police services. This movement of women through the ranks in policing in Australia is promising and seems to reflect the overall increase in the number of women in policing.

As the critical mass of women increases at each rank, women will be less pressured to conform to the prevailing masculine values in policing and will be more able to take into account the complexities and difference of women's lives when making decisions and changing policing. As they begin to normalise the difference women bring to policing, policing will start to regard the crimes that impact on women to be as important as those that impact on men.

The paucity of women in the senior levels of policing is of concern. It is these decision making levels that make the real difference to policing for women, both the women within policing and how policing responds to women in the community.



Source: adapted from Australian Institute of Criminology

Each Australian jurisdiction has had varying success in increasing its number of female police officers.

% of Female officers: Comparison from 1995 to 2003

	1995	2003
New South Wales	13.1	23.8
Victoria	14.2	17.8
Queensland	13.2	21.1
Western Australia	9.5	15.1
South Australia	15.0	22.0
Tasmania	14.6	21.1
Northern Territory	16.5	25.3
Australian Capital Territory	18.5 (in 1998)	24.4
Australian Federal Police (exc ACT)	17.3	23.7

Source: Australian Institute of Criminology www.aic.gov.au

Western Australia continues to have the lowest representation of women in policing in Australia. Although recent improvements in WA, for example paid maternity leave, and the SPIRIT Project, are all contributing to making the WA Police more representative of the community it is policing. There is still a long way to go.

NSW has significantly improved its ratio of female police officers whereas Victoria however has not increased its number of female police officers at the same rate as the other police services.

According to the 2002/3 New Zealand Police Annual Report 14.7% of New Zealand Police are women and they have a target of 20% by 2005 and 25% by 2010.

New Zealand Police have women in 5.6% of its senior positions and an unambitious target at 12.5% by 2010.

Nevertheless, in comparison to the United States, policing in Australia is more reflective of the community it polices.

The US data indicates a decline in the representation of women of women in policing.

This is a cautionary tale for us in Australia if we think that our current trends do not need constant vigilance to ensure that the easier path of not improving policing for women is taken.

2005: Improving Policing for Women in the Asia Pacific Region



Darwin 21-24 August

The Australasian Council of Women and Policing's 2005 conference will explore how policing can be improved in the Asia Pacific Region.



The All Nations Parade at the 2002 Women and Policing Globally Conference in Canberra.

In August 2005 delegates from Australia, New Zealand, the Pacific Islands and Asia will explore how policing can better protect women's human rights and develop strategies to improve the number of women in key decision making positions within policing.

Women and Policing

Policing plays a critical role in women's lives. Without a policing service that responds effectively to women, women are not free from violence, they are not protected from exploitation, and they cannot thrive; their community cannot flourish.

Policing is central to protecting and empowering women and ensuring their equality. Police services around the world can no longer ignore their obligation to provide better policing services to women.

Policing in the Asia Pacific has been highlighted as a key element to international security and women's security and safety is an important aspect of any future work in this area.

Countries in the Asia Pacific region are also examining how their police services can better respond to women, both to the women within policing and how policing services meet women's needs.

Policing in countries such as Australia and New Zealand have made radical changes to improve how they police women, but much is still to be done.

The expanding role of Australian policing internationally to include investigation and peacekeeping responsibilities in the Asia Pacific region requires the development of gender sensitive strategies to ensure that policing



2002 Women and Policing Globally Conference included a delegation from the Asia Region.

does not prejudice women's human rights in the region, but instead empowers women to develop and contribute to the future of their community.

In 2005 women and men from the Asia Pacific region will come together in Darwin to exchange information about and develop strategies to improve policing for women in the region.

The conference will explore three main themes:

- Women as decision makers in policing;
- Improving the police response to women; and
- Creating women's policing networks in the Asia Pacific Region.

This conference will provide an opportunity to share insights, developments and strategies to improve policing for women in the Asia Pacific region.

The Australian Council of Women and Policing

The Australian Council of Women and Policing is a non-government organisation that works to improve policing for women. It focuses on three main areas, improving the policing service provided to women, improving the opportunities and outcomes for women

within policing; and participating in the global network of women in policing.

One of the Council's key activities is the Australasian Women and Policing conference series held every three years. Copies of the outcomes and papers presented at these conferences are available on the Australian Institute of Criminology website www.aic.gov.au.

2005

In 2005 the Australasian Council of Women and Policing will be holding in Darwin its fourth conference in the Australasian Women and Policing series of conferences.

The 2005 conference will build on the outcomes from the 2002 Women and Policing Globally conference held in Canberra and will focus on how policing can be improved in the Asia Pacific Region.

Delegates from Australia, New Zealand, the Pacific Islands and Asia will explore how policing can better protect women's human rights and strategies to improve the number of women in key decision making positions within policing.

The conference will start on the Sunday evening with a reception and the first two days will focus on the key

themes of the conference. The final day of optional workshops will allow participants to develop strategies and outcomes they and the Australasian Council of Women and Policing can progress.

The Host Territory

About Darwin: Capital City of the Northern Territory

Where: Asia meets the Dreamtime

An exciting, eclectic mixture of cultures. A place that is uniquely Australian and home for more than 60 different nationalities, people who come from all continents of the globe.

Darwin City is set on a rocky peninsula reaching into one of the most beautiful natural harbours on the north Australian coast. Elevated above the cliffs, surrounded by water on three sides, it is a city fanned by soft cool breezes that contribute to its tropical charm. The tropical climate encourages outdoor living. Take advantage of this lifestyle to stroll through Darwin's leafy streets, browsing through the art galleries and enjoying cafe life, discovering little hidden corners of the city.

A city of contrasts and tempting tastes. Where shady parks lie only metres from streets full of shoppers, the smells of food drift on the air from sizzling grills, flaming woks and bubbling saucepans.

Destroyed three times, first by the cyclone of 1893, then by the bombs of World War II, next by Cyclone Tracy. The spirit of survival undiminished, Darwin has grown and developed to become the modern city of today, a monument to the tenacity and courage of its diverse people.

Some attractions of Darwin and surrounding areas

Fannie Bay Gaol: Opened in 1883, Darwin's notorious original penal institution is now a museum of incarceration. The starkness of the old galvanised iron and netting wire gaol, its crude facilities and a chilling old gallows section will make you glad that you can walk out the gate at the end of the visit!

Mindil Beach Sunset Market: One of Darwin's most popular attractions, this beachside market is a local institution as people gather to watch the sunset over the Arafura Sea. Held every Thursday evening and Sunday afternoon, the market offers local produce, authentic fare from dozens of different countries while local artists and craftspeople display their wares.

Litchfield National Park: Located just 129kms from Darwin, Litchfield National Park is a jewel in the crown

of Australia's Northern Territory. The park abounds with permanent spring-fed waterfalls, remnant monsoon vine forests, intriguing 'magnetic' termite mounds and breathtaking scenery. Highlights of the park are the magnificent Florence, Tolmer and Wangi Falls. Take a swim and enjoy this unique part of the Top End.

Kakadu: Internationally recognised, the World Heritage listed Kakadu National Park is one of Australia's most prized cultural and ecological treasures. From Darwin, the park is just 257kms along the fully sealed Arnhem Highway. Kakadu's rugged escarpments, spectacular gorges, stunning waterfalls and lush wetlands are home for a vast array of birds, reptiles, amphibians and insects. Ancient rock art indicates an Aboriginal presence for tens of thousands of years.

Katherine: The Katherine region has a wealth of natural attractions which include areas of environmental and cultural significance, locations of outstanding beauty and a wide range of diverse landscapes. Nitmiluk (Katherine Gorge) National Park consists of 13 natural gorges, numerous waterfalls and is home to many species of birds, fish, flora and freshwater crocodiles.

Conference Themes

Women in decision making in policing

- Women in Policing in the Asia Pacific Region.
- Women in Leadership and Decision Making in Policing.
- Leadership in policing – challenges of the future
- Ethics, professionalism and women.
- Human Resources Best Practice for Women in Policing.

Improving the police services provided to women

- Policing's role in empowering women and the community.
- Better policing responses to sexual assault.
- Policing family violence.
- Migration and trafficking of women for the sex industry.
- Peacekeeping and the role of police in regions of conflict.
- Keeping policing accountable to women.

Networking

- Developing the Asia Pacific networks of women in policing.
- Maintaining and sustaining networks.
- Using women's policing networks to empower women in the community.
- What is wanted and needed from the networks.



The conference will combine high profile keynote speakers from the Asia Pacific Region with smaller concurrent session.

The optional workshops on Wednesday will provide delegates an opportunity to explore in more detail the ways forward to address the issues raised during the conference.

Strategies to progress policing's acceptance and advancement of women within its ranks and its response to how it polices women in the community will be explored.

Issues such as violence against women, the need for women's role within policing to be recognised, improving policing response to sexual assault, policing's role in the rebuilding of communities after conflict, policing's role in protecting women human rights, policing and women in times of conflict; and strategies for removing artificial barriers to advancing women within policing will be discussed.

The Council's website www.auspol-women.asn.au will be kept up-to-date as the topics and speakers are finalised.

To keep informed about developments, join our email list. Just email the council on inquiry@auspol-women.asn.au

Program

Sunday

Optional tour/s
Welcome reception

Monday

Opening Ceremonies
Plenary and concurrent sessions:
Conference Dinner

Tuesday

Plenary and concurrent sessions:

Wednesday

Optional Workshops

Who should attend?

All women and men who want to improve policing for women in Australia, New Zealand and the Asia Pacific region, policy makers, police, law enforcement officers, senior police and law enforcement management, researchers, human rights activists, and women's services.

Registration Fees

It is anticipated that the following registration fees (GST inclusive) will apply for the conference.

\$600 early bird (ACWAP members)
\$650 early bird (non-members)
\$700 regular (ACWAP members)
\$750 regular (non-members)
Single day registration \$350 per day (ACWAP members)
Single day registration \$400 per day (non-members)

Day 3 Workshops \$200 (conference participants – ACWAP members)
Day 3 workshops \$250 (conference participants – non members)
Day 3 Workshops \$350 (non-conference participants – ACWAP members)
Day 3 workshops \$400 (non-conference participants – non-members)
(Workshop numbers will be limited and preference given to Conference participants).

Flights and Accommodation

A group rate for travel to and from the conference will shortly be available (subject to availability) through CTM Travel. Accommodation has been reserved at the conference hotel and further information can be obtained through Conference Co-ordinators on 02 6292 9000 or email confco@austarmetro.com.au.

Administration Enquiries

Conference Co-ordinators
P.O. Box 139
Calwell ACT 2905

Phone 02 6292 9000
Fax 02 6292 9002
Email confco@austarmetro.com.au

Program and Sponsorship Enquiries

Australasian Council of Women and Policing
P.O. Box 3994
Manuka ACT 2603

Phone: 0417231838
Email: helenmcd@ozemail.com.au

Inspirational Leadership Seminar

Canberra 18-19 March 2004

by Margaret Rhodes



Avril Henry

Avril Henry graduated from the University of Cape Town in Accounting and Economics, migrating to Australia in 1980, with two suitcases, \$500 and a dream to live freely and make a difference.

Making a difference to Avril was about being comfortable with change so she passionately embarked on a career which spanned senior roles in Finance, IT Project Management, Change Management and HR. The companies she has worked for include De Beers, Barclays Bank, Midland Bank, UBS Warburg, Westpac, Merrill Lynch, DMR Consulting and Clayton Utz. She has worked in South Africa, Australia, the UK and USA.

During a time of significant cultural change at Westpac in the mid 90s, Avril developed and implemented two programs which resulted in two awards for Westpac from the Australian Human Rights Commission. In 1996 she went on to win a Silverscreen award for a video on child care "Care for Kids" in Chicago, and received a special recognition award for her role in producing a video titled

"What's Sex Got To Do With It?", which was a finalist at the New York Film and TV Festival awards.

Over the last eight years, Avril has held HR Director roles at DMR Consulting Group, Merrill Lynch and Clayton Utz, covering the Asia Pacific region with responsibility for developing and implementing business related HR strategies, with a focus on leadership development, people management strategies, cultural change and integration. Avril is a Fellow of CPA Australia, a member of the Australian Institute of Company Directors, Australian Institute of Management and the Australian Human Resources Institute. She is a past President of the Sydney Business & Professional Women's Club and was a member of the Australian NGO delegation to the 1995 Beijing Women's Conference. Currently she is Chairperson of the National Diversity Think Tank.

In 2002, Avril was one of the five finalists in the Australian HR Awards for Best HR Director. Avril was nominated in 1995 and 1996 for the Telstra Businesswoman of the Year. In 2003, Avril sought to follow her passion for making a difference and creating inclusive work environments, by reaching a greater audience. She set up her own business, focusing on consulting in Leadership, People and Performance strategies. She also does Public Speaking and Executive Coaching.

The Australian Federal Police hosted a leadership seminar over two days in March 2004 chaired by Julie Drew. The basis of this seminar was to enlighten those attending of the requirements in practical leadership, the pit falls and the rewards. The women speakers selected were from a wide range of professions, who imparted their own journey successes and sometimes not so successful ventures into the world of leadership. Workshops discussed contemporary issues facing women in policing and through discussion developed recommendations which will assist the organisation in delivering an effective police service to the Australian community.

The theme continuously stressed courage, conviction and constant vigilance, accompanied by the leap of faith to achieve the goal set and the determination to carry it through.

Avril Henry one of the inspirational speakers, forwarded her notes to our journal giving those who did not attend, an insight into inspired leadership.

Avrils' lecture – "The power of one" demonstrate her belief in creating a difference for women within the workforce, her CV, confirms her work in making that difference.

As editor, I thank Avril for her encouragement to all women.

Women In Leadership: Leading Yourself and Others

Avril Henry

Executive Director, AH Revelations

Women fulfil so many roles in life ... daughter, sister, partner, wife, mother, employee, friend, etc, etc, and in the process we often forget about the most important person of all ... ourselves. In our drive to be all things to all people and to please others, for that is how we have been socialised, to be the "nurturers of the planet", we nurture least the people who need it the most ... ourselves.

In her book, "Meditations for Women who do to much", Anne Wilson Schaefer paints the following picture, which I think most women today can relate to:

"Some of us have modelled our lives after the road runner cartoon character: jump out of bed in the morning – beep, beep. Throw in a load of laundry so it can wash while we do our exercises and shower – beep, beep. Nine minutes for make-up and hair – beep, beep. Seven minutes for toast. Five minutes for eating breakfast and making a list of things that must be done today – beep, beep. Throw laundry into the dryer, grab keys, handbag and briefcase, and burst through the front door – beep, beep."

Now this is clearly a "single female road runner".

The anecdote doesn't include those of us who have children to wake, feed, get dressed and march out the door with eyes still half shut with a piece of Vegemite toast in one hand, a juice popper in the other (so it won't spill in the back of the car) and hoping that they have two matching shoes on as you drive them off to day care or before school care, before the sun has risen. Note this part of the story doesn't even have "beep, beep" as we don't even have time to make the noise. By the time we have finished our morning routine, most people would be exhausted, and we have just began – beep ... beep ... Perhaps it is important for us to remember that while we have many characteristics in common with the roadrunner, we were not created to be roadrunners.

In her self-help book "Be-Good-To-Yourself Therapy", Cherry Hartman puts forward the very valid proposition that you cannot be anything to anyone until you take care of yourself first! And many women have yet to learn that. We are often brought up to believe that God, or which ever spiritual being we may (or may not) worship comes first, then others, and right down the bottom of the scales, ourselves. We have believed this and accepted it. As women we are even referred to as a

minority group in terms of the work place and political and economic power. Extraordinary when you consider that in Australia alone we make up 52% of the population, occupy 43% of full time jobs and 75% of part-time jobs. We also own 40% of the over 800,000 small businesses in Australia today, and have a higher success rate in small business than our male counterparts, and yet we continue to doubt ourselves.

In a study done in the USA by Carol Tomlinson Keasey, she said: "One startling finding, given that these women had an average IQ of 143, was their lack of confidence in their abilities and belief that their intellectual selves were ... not developed." People have said that the women's movement is the only revolution where the outpost of the enemy is in our minds (not that we need to think in terms of enemies). We should all feel a lingering sadness for a group of intelligent women who do not believe in themselves or their abilities, and then perhaps ask ourselves if they are not too dissimilar to ourselves. We put up a good front, but often there is a niggling doubt that perhaps we are not quite good enough, or as good as others tell us we are.

In order for us to be good leaders we need to change this by starting with some self-leadership. Self-leadership is the essence of all individual and team change management. Self-leadership is based on knowing yourself and seeking reliable counsel. It is also the core of the future career covenant. It encompasses our personal goals, values, vision and requires us to be courageous.

Here are some tips for self-leadership from a researcher in this field, Richard J. Leider:

- **Choices are the secret of our power**
We are not powerless in choosing our living and working conditions. We need to make choices that are right for us. So many Generation X women are choosing not to have children, 25% of them, because they believe that you cannot have a successful career and a family, and yet society does not ask men to make the same choice. That is not only sad, but is contributing to Australia's declining birth rate, and therefore the "War for Talent" will no longer be about hiring the brightest graduates, it will simply be about getting enough people to do the work that needs to be done within the next 10 – 20 years.
- **Gain control where you can**
You need to make time not only for your family, but for exercise or some form of stress relief and self development. The only person who can give you permission to do something for yourself, is YOU.

Lock the door to your bedroom for 15 minutes when you get home from work before tackling domestics, children, dogs or whatever else requires your attention, and if you turn up the music high enough (even Enya) you can't hear them beating on the door.

- **Change your mental maps**

Real change comes from changing the way we think, and in order to do that, you need time to think. Even 10 minutes a day in a quiet spot, whether a park or a coffee shop ON YOUR OWN will give you that time to think and ask yourself the question "What area of life would I like to develop besides work ... my mind, body or spirit?"

- **Do what you love**

If you don't love what you do, get some career counselling and start changing things. Baby Boomers could learn from Generation X and Y, who quite openly will tell you that "We won't do work we don't like or that is boring or not challenging". Therein lies another secret clue for leaders in relation to retention and motivation of Generation X and Y in the workplace.

- **Renew a relationship with a mentor or coach**

Ask yourself "Who is the first person I'd call for leadership advice?"

- **Step out of your comfort zone EVERY DAY**

Risk and challenge can recharge your batteries. All successful people are risk takers, often they take calculated risks but nevertheless they take risks. The worst thing that can happen when you take a risk is that you fail, and failure is not something many successful people are afraid of. It should be seen as a learning opportunity.

- **Quit doing something!**

Busy people and leaders tend to over commit themselves. The end result again is that you will have no time for yourself.

- **Self-leadership is self-care**

Be honest with yourself, and have fun ... it's contagious!

Now that we have some tips about leading ourselves, we are ready to lead others. The trick for women is to get into those positions of senior leadership. In the most recent statistics released by EOWA, we find:

- Men outnumber women in managerial roles by more than 3 to 1.
- Only 1 in every 8 members on private sector boards is a women.

- Of the top 100 companies in Australia, only 2 CEO's are female.
- Women comprise just 13% of general managers and 27% of specialist managers.
- Women still only earn 84% of men's full-time weekly earnings for doing the same work.

When you look at these and other recent statistical information, which suggests it will take only 177 years before we have an equal number of men and women in leadership positions, then you realise that while we may have come along way in the last 30 years, we have an incredibly long way to go.

However, when you look at what employees of the Employer of Choice (EOC) winners in the Hewitt surveys of the last 3 years have identified as what make these companies good places to work, you realise women are well skilled to play a key leadership role now and in the future. The following factors were identified by employees of EOC companies as highly motivating:

- Strong leadership, and a genuine interest in people
- Performance management systems and processes
- Regular, constructive feedback
- Challenging work
- Opportunities to learn new skills
- Teamwork
- Open and honest communication
- Work/life balance

If you then compare this to what motivates Generation X (born 1965–1979) and Y (born 1980-) in the workplace, it has many similarities to the list of the motivating factors of an EOC. Generation X and Y seek:

- Inclusive work environments
- Regular, honest communication
- Strong team environments Opportunities to make a contribution Opportunities to learn new skills
- Work/life balance
- Being heard Being valued and accepted as a "whole" human being

Both these lists demonstrate that the old style of "command and control" and "Do as you are told" leadership will not work with Generation X and Y, and Employers of Choice are already shifting their cultures to being more open, more inclusive and recognising that loyalty and respect works both ways. While Veterans and Baby Boomers were loyal to organisations,

Generation X and Y are loyal to good leaders and managers and the team they “belong” to. Women have always understood the value of helping others, they are natural mentors and coaches, they simply don’t recognise it in themselves in many cases. Women have learnt how to be team players in sport, social environments and understood how to use teams and teamwork to achieve seemingly impossible challenges, e.g. school fetes and sporting carnivals on shoe string budgets with no technology, etc. Women are good at sharing information, and teaching others, something else that Generation X and Y are looking for in the workplace. Women are good at giving feedback and encouraging people, again an important skill for the leader of the future. And of course, women understand how challenging it is to balance work, home and other personal priorities. We are the “master jugglers” and can therefore empathise.

It would be naive to suggest that all women would lead in this way. Many lead like the Veteran and Baby Boomer male role models that they have had, and continue to have, in the workplace; but Generation X

and Y will take their intellectual property, which sits between their ears, and they will not hesitate to go somewhere else if they are not happy with the leadership, the environment and the team to which they have been assigned. Remember the “War for Talent” is changing! Women are now well placed in terms of physical numbers, education, skill and experience to take an equal place at the leadership table of power bases of society ... government, private sector and churches, and to truly make a difference by leading differently, because that is what the future requires!

Women can no longer wait for others to take the lead or give them permission to lead ... we need to embrace the philosophy of “Power of One” ... it starts with the person staring back at you when you look in the mirror. Make the choice today to be the change you want to see in others!

Acknowledgements

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- “Leadership and Generational Diversity”, Avril Henry, 2002, 2003

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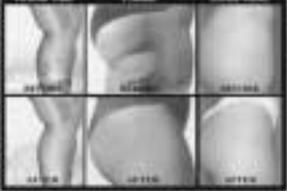
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New Zealand Police – Flexible Employment and Best Practice

Paula Rose

Inspector: Manager Continuing Education, New Zealand Police

Paper presented at the 2002 Women and Policing Globally Conference

Introduction

Women of today are encouraged to pursue careers at the same time as raising a family.

The purpose of this paper is to provide an overview of research conducted in 2001 exploring the relationship between parenthood, part-time work and careers for women within the context of the New Zealand Police. This will be done by providing background information about Flexible Employment Option (FEO) the policy governing part-time work in New Zealand Police, an overview of the research and study group used, information drawn from the study about how part-time police work is currently operating in New Zealand. Finally this paper will examine the recommendations that have been drawn from the research. International best practice is identified as a means of moving forward to improved careers for part-time policewomen.

Organisational Structure

New Zealand Police has a traditional western police career structure. It operates on a rank-based structure with the main body of the organisation at the rank of constable and progressing through an array of ranks to a single position of commissioner. The focus is on an internal labour market for all sworn positions. Although there is some flexibility for recognising previous learning or experience, entry is mainly through recruit level.

Representation of Women

Although the number of women in the police has grown since the 1960's with women now comprising 15.3% of sworn staff, they are clearly, still a minority (New Zealand Police, 2001a). Similar to international law enforcement agencies women are not well represented at the higher levels of the organisation and continue to have difficulty achieving the higher ranks (Gaston and Alexander, 1997; Holdaway and Parker, 1995; Lunneborg, 1989; Miller, 1995; Schulz, 1994). In an organisation of over 7000 sworn officers there are 10 sworn women appointed at Commissioned Officer rank.

Our female Deputy Commissioner is non-sworn. The majority of these women are childless, reflecting researchers' views that promotion within the police will be limited to a few women, those most likely to be successful being those who refrain from having children (Velvede, 1991; Waugh, 1994). This reflects similar findings of women managers (Mallon & Cassell, 1999).

Internationally part-time policing options have increased. The majority of these being implemented since 1990. The rationale for this has been to retain police and capitalise on the investment and training policing organisations have made (Dene, 1992). At this stage the effects on staff retention and promotional opportunities are yet to be clearly identified (Edwards and Robinson, 1999; Gaston and Alexander, 1997).

Flexible Employment Option (FEO)

The ability for sworn staff within the New Zealand Police to work on a part-time basis was introduced in 1993 with the implementation of the Flexible Employment Option (FEO). This policy allows sworn staff to work on a fixed part-time basis ranging from 20% to 80% of a full-time equivalent. What is notable about this policy, is that members retain all benefits including leave and salary levels. These benefits are allocated on a pro-rata basis dependant on hours worked.

The Flexible Employment policy seeks to:

- Retain existing skilled sworn staff;
- Attract skilled staff back into police on a less than full-time basis;
- Meet Equal Employment Opportunity (EEO) and corporate plan objectives;
- Provide employment flexibilities sought by both the organisation and individuals; and
- Efficiently utilise skilled staff.

Working Mothers: 'Balancing Life or a Trade-Off?'

The dramatic increase in working mothers in the western world is evident since World War Two (Joshi and Dex, 1999). Time off, balancing family commitments and a woman's ability or inability to accept overtime or out-of-town placement frequently contribute to problems in obtaining experience relevant for advancement. Those who are unable to work longer hours or who are away from work for periods for childbirth can find that this has damaged their promotional opportunities (Jackson and Hayday as cited in Wright and Whiting, 1999). Even though there has been an increase in the domestic and childcare role played by men, women continue to provide the primary childcare and domestic support role and as such being required to balance home and work. (Aitken, 1993; Gerstel and McGonagle, 1999; Judiesch and Lyness, 1999.)

Research

The literature tends to focus on assessing the effects of absences from work on career and the effect of part-time work on career progression and earning power as separate and independent issues. Increasingly women with families are choosing to return to part-time work with a desire to continue their career, not just work. Part-time work is no longer seen as low status, low paid work but can offer a viable option for both individuals and organisations to attract and retain skilled women. However research relating to the combination of career and part-time work indicates that promotion and success, certainly in a traditional career sense, seldom occurs. While family friendly initiatives are increasingly being applied in organisations the perceptions that part-time work is linked with part-time commitment remains. While part-time work may assist women to balance family and work, balancing part-time work and career success seems much harder.

The Research Study

The research was conducted over late 2000 and through 2001 and began using semi-structured interviews followed by a questionnaire. Members of the research group were all sworn members, either currently or previously working part-time and were at the time of the study employed by New Zealand Police.

Originally questionnaire distribution was to be restricted to women police. However as a result of the issues raised in the interviews and the relatively small number of men in the staff list provided, the questionnaires were forwarded to males who met the criteria. The use of male respondents was primarily aimed at obtaining comparative data.

The questionnaire was sent to 104 members. From this group 87 useable questionnaires were returned. The final study group consisted of 77 women and 10 men. The return rate of 83.6% is well in excess of return rates for questionnaires which often sit around the 30% mark, even with incentives. One inference that can be drawn from the high response rate is the level of feeling respondents held about part-time police work. Indeed many of the comments on the questionnaire forms reinforced this view.

Introduction to study results

The aims of the study were to explore:

- i Why policewomen choose part-time work?
- ii What is the return for the individual on investments made in terms of training, education and experience for working mothers?
- iii Were policewomen working part-time concentrated in specific areas of work? And were there any reasons for this?
- iv Were part-time workers and women who have worked part-time proportionately represented at all levels and in all areas of the organisation?

Why Choose Part-time Work?

Flexible work patterns are seen as a way of enabling organisations to meet their diverse needs while simultaneously combining home and work (Edwards & Robinson, 2001; Lane, 1999a, 1999b; Skinner, 1999). The overwhelming majority of women in the study were parents of young children. In total 96% of women were parents with an average child age of 3.8 years. Although the group of men in the study was relatively low it is interesting that the dominant reason for part-time work was to pursue study with few men (30%) utilising part-time work for family related reasons. These findings differ from comparable research into part-time policing conducted in police agencies in the United Kingdom where all part-time workers (male and female) had children and cited child related reasons as the main reason for working part-time (Edwards & Robinson, 2001, 1999).

Something that is not clear from the current research is the degree to which individuals applying for part-time work determine the hours and role they will work. The preference for work during school hours to meet childcare needs was clear and this was often from women whose full-time position had been shiftwork.

What is the Return?

Investment and returns are often associated with economic rational models and in this way is usually interpreted using a financial perspective. In this research the interpretation on returns and investments is thrown wider. It encapsulates tangible costs and benefits including salary levels and other forms of remuneration but it also includes non-tangible and non-financial elements such as satisfaction, balancing life and work, enjoyment and flexibility. Return on investment in this way adopts a more holistic and less economically rational approach.

Human Capital Theory

Human capital theory is like investing into a bank account, the bank account being the individual. The investments made are composed of training, experience, and qualifications. Like any bank account any return on investment relies on the amount in the account balance and is heavily linked to the rate of interest of that particular account. It doesn't matter whether interest rates are high if the account you hold has a low fixed interest rate. Although the focus is on individual investment and return, the organisation is not unaffected. What happens with the individual has a flow on effect to the organisation. In this case with a closed labour market and organisationally funded and managed training the effect is intensified.

Initially when this is applied to those in the study the return on investment is on par with full-time equivalents at a pro rata basis. However when we examine the current levels of training and the type of experience that part-time workers are accessing then a different picture emerges. Basically three groups emerged:

- 1 Staff who changed duties and benefited from it.
- 2 Staff who changed duties and suffered because of it.
- 3 Staff who remained relatively unchanged.

Staff who incur a change of duties as a result of a move to part-time work are either assisted and so build the investment levels and rate of return or conversely they stop any further forward movement and even begin to regress. If we liken it to the bank account, one group (Group A) add to their investment portfolio and are in a position to increase the return on that investment. The second group (Group B) add nothing further to their investment portfolio and as a result of external pressures, eg lack of recent new skills and experience, their investments begin to lessen in value with a corresponding reduction in potential rate of return. A small group remain in a similar position both prior to and when working part-time. Groups A and B will be examined separately.

Group A

This group comprises members of the study who were moved from their original policing role to a specialist position. The biggest example of this in the group are the eight members who were placed in Intelligence without the positions being advertised. Because this role is a specialist position members working in this group obtained a range of skills and experience that can be measured as investments made in them.

For this group working part-time has benefited them and resulted in an investment in them that they may not have otherwise gained had they remained working full-time in their previous role. This is in sharp contrast to the findings of contemporary research where lack of opportunity, training and advantage for part-time workers is a prominent finding (Joshi and Dex, 1999; Judiesch and Lyness, 1999; Lane, 1999a; Skinner, 1999; Wright and Whiting, 1999; Folbre, 1992).

Group B

Members of Group B are members whose roles changed as a result of part-time work. However, unlike Group A, theirs was not a change for the better. The work that these members were moved to has added no value to their skillset or experience. Examples of this group include members who have moved from specialist areas to watchhouse and administrative support roles. One member of the study clearly demonstrates the effect on human investment capital that such a move can have:

Constable A is a shift watchhouse member. This role was created three years ago when she returned to work after maternity leave so she could work part-time. She has been in this position for over three years. During this time she has not attended any training with the exception of customer focus training. She has not had any training in legislative changes yet she is called on by the public to answer inquiries. She has not had any personal safety training yet she works in a risk area interacting with prisoners and public. Prior to having her child she worked in a number of CIB support roles and was considering undertaking specialist investigators training. This is no longer an option because these skills and experience are very dated. She acknowledges that her future policing choices are very limited because of these factors. (I – W – 2)

Clearly Constable A was an experienced officer before commencing work in the watchhouse and use of her experience in this area demonstrates an under-utilisation of her as an employee. Her current work acts to depreciate her skill set, clearly not efficiently utilising skilled staff as the police policy requires. While this approach adopts a holistic approach to human

capital theory it confirms the findings of similar research which focuses on specifically financial elements of human capital theory (Folbre, 1999; Joshi and Dex, 1999).

It is important that employers who offer part-time work ensure that there are opportunities for training and development if they wish to retain staff and guard against gradual skill erosion (Arulampalam and Booth, 1998).

Research findings in the current study reveal a consistently expressed theme that suggests the majority of part-time workers have difficulty accessing training. Lack of permanent affiliation with workgroups, not being rostered for training as well as being overlooked or forgotten are reasons expressed for difficulty accessing regular training.

Where are the Policewomen Working Part-time?

The study group did not find that part-time policing options were being applied to all policing positions. On the contrary it found that four out of every five women (80.8%) experienced a change in policing position when they worked part-time. The most dramatic change was for women previously employed as general duties staff. In this group 91.4% of women changed roles. Over 10% of women respondents were advised that the position worked on FEO was the only part-time position available in the station. This may be true in very small locations with limited choice, however the majority of respondents were from large centres where this argument does not hold true. The decision-making of what positions are suitable for a part-time option clearly depends on the managers concerned. Further research is required to identify the criteria managers apply in determining which positions are not suitable for part-time work. Women working part-time were found to be concentrated in areas such as Intelligence, watchhouse and support roles. Women working part-time were overwhelmingly at constable level.

A significant reason for part-time workers being concentrated in a small number of positions is linked to the lack of support for members working part-time. Women in the study repeatedly cited a lack of support, understanding, opportunities, fairness and commitment from the organisation, specifically managers, supervisors and colleagues. This is not restricted to New Zealand Police rather similar issues have been raised in other police settings (Edwards and Robinson, 1999). Indeed for family friendly policies to be successful there need to be a change in the culture to one of acceptance (Lewis, 1997).

Evidence of differing attitudes to part-time policing are evident in the type of position members are assigned. While some managers have showed a willingness to match part-time work and the skills of the individual to either their current position or an identified area of policing need, others continue to consider part-time staff a problem where they have to find a job for them. If part-time policing is to be a viable form of employment for members and more importantly for the organisation, managers must demonstrate the willingness to match supply with demand. Essentially this means that managers must use these resources as effectively and as efficiently as they can. It also means that there will need to be greater levels of flexibility from both parties.

A further difficulty with typing certain jobs as part-time is the resulting impact of these positions becoming lesser valued and hurting rather than helping career advancement. Smith (1993) highlighted the potential for this to happen and it has been described that a major reason for this occurring is due to gender stereotyping (MacDermid et al., 2001). The current study supports this with movement to concentrated areas that become identified as 'soft jobs'.

Where are the Part-time Workers?

This study found women the dominant group of part-time workers in New Zealand Police, which is consistent with similar research (Blossfeld and Hakim, 1997; Joshi and Dex, 1999; Lane, 1999a; Skinner, 1999). Unlike comparable studies the context of this research was a male dominated organisation with women representing 15.3% of total sworn police staff (New Zealand Police, 2001a). In this research women comprised 88.5% of the part-time workers studied. Even though New Zealand women dominate part-time work at an expected rate of three to one, in New Zealand Police this level is much higher at a level of almost eight to one. One suggestion is that a bi-product of part-time work is to create a gendered form of labour market participation (Smith, 1993).

The current number of police staff working part-time is 129 with a total sworn policing service numbering 7,087 (New Zealand Police, 2001a). The trend of women dominating part-time work continues with 84.5% of all police members working part-time being women. Women working part-time comprise 10.05% of all policewomen. Men on the other hand are a very small group with only 0.03% of all policemen working part-time. Within the study few women applied for promotion, either while working part-time or afterwards. No one gained promotion while working part-time. This confirms similar assertions that although

promotion is possible for a part-timer, at least in theory, there exists little evidence of it actually happening (Neathey and Hurstfield, 1995, as cited in Skinner, 1999).

The increased representation of women in New Zealand Police shows very slow progress. Opportunities vital for developing skills and experience to achieve promotion are frequently in areas where part-time work is not welcome. The reasons many respondents gave for not pursuing the majority of specialist roles was linked to difficulties in gaining acceptance and support from managers and colleagues alike. Although part-time work is an opportunity to reduce hours of work for a limited period it also provides the opportunity for managers to marginalise women into less valued roles where career development is stalled if not hindered completely. A similar situation exists for nurses in the National Health Service in Wales and Lane (1999b) describes the choices between part-time work and pursuing careers as a 'trap' (p.381). On one hand a return to work full-time makes balancing family commitments difficult. On the other hand those who chose to work part-time had to accept that this would have a negative impact on their careers.

Applying the Policy

Ad hoc decision making about part-time hours to be worked and the position to be filled along with moving staff into positions without advertising them and the accompanying transparency provide additional problems for women. Resistance from colleagues and managers is a consistent theme. Establishing a fair and transparent decision-making process for determining part-time work provides a means of overcoming this resistance. The application of part-time opportunities to all policing roles, unless there are very good reasons, is a key tenet of the New Zealand Police part-time policing policy. However with four out of every five women working part-time being moved out of their position, one questions how successful this part of the policy is. There is no set criteria for determining which roles are unsuitable for part-time work. No process is used for gathering data on this decision making, nor is there any way to audit the grounds for changing members' duties. Information from the current research consistently identifies the narrow range of part-time policing roles.

The New Zealand Police flexible employment policy adopts a fixed period reduced hours approach rather than a permanent part-time option. Although the term is specified at a maximum of four years, evidence from respondents is that this is not being consistently applied. While some respondents cited pressure to return to work being applied almost as soon as they

started part-time work, others were clearly advised that the term was fixed at four years and subject to annual review. This placed individuals under pressure and uncertainty. A third group had exceeded the maximum period but continued to work part-time, either with the agreement of managers or because no one had stopped them. There lies a lack of consistency in the way policy is applied that promotes uncertainty and unfairness for some, and potential challenge from others.

The objective for police managers should be to achieve a point of balance. This focus on people, through meeting needs such as part-time work while managing the need for people to perform. Performance in this context is not about doing whatever job they are assigned to, rather it is about maximising the return on the organisation's investment and utilising the worker where their skills and abilities best serve the organisation. Movement to a point where performance is the only consideration would fail to match the organisation's activities to government outcomes as well as jeopardising the retention of staff. For police, retention of staff is an important issue due to the specialised and unique nature of the training, the length of time to replace members and the closed labour market difficulties. On the other hand concentration on the people aspects only makes poor economic and business sense. Ultimately the organisation is about performing services in exchange for public funding. If the organisation cannot deliver the services then continued funding is at risk. The challenge is to find the balance.

Changes in Career Perceptions

The organisational structure of police lends itself to the notions of traditional career theory. There has been recent restructuring and some removal of the demarcations between sworn and non-sworn positions with many non-operational managerial positions advertised to both groups. However there remains a strong closed internal labour market for sworn positions with levels of rank and advancement still clearly defined. Against this backdrop there is also evidence of the move to acknowledge that policing is not necessarily a career for life (Collins, 2000). Police training has moved from the provision of all training to the use of tertiary providers with externally recognised qualifications together with New Zealand Qualifications Authority recognition for some police courses. Changes to police superannuation also reflect a response to employees moving between organisations over their lifetime by removing the barriers that deferred benefits created to maintain dependency and commitment to the organisation.

The introduction of family friendly policies such as part-time policing are greeted by many working women as an opportunity to successfully combine family and career. Indications from this research are that while a minority have been placed in situations which provide flexibility for family and career opportunity, the majority are placed in situations where although work and family are able to be 'balanced' it has come with costs to their career.

Conclusions

This study set out to explore the relationship between parenthood, part-time work and careers for women in the New Zealand Police. The motivation for part-time work rests primarily with children and family responsibilities. As such this research confirms the findings of similar research (Lane, 1999a; Judiesch and Lyness, 1999).

Reference to the Flexible Employment Policy suggests that part-time policing options will be generally applicable to all sworn positions. This is contrary to the findings of this research. Results from this study indicate the majority of women change their policing roles when they move to part-time work. The basis for decision-making about part-time policing roles is ad hoc and responses suggest high levels of subjectivity used by managers. It strongly suggests that those members undertaking part-time policing options are marginalised into areas deemed 'suitable' by their manager.

This marginalisation acts in one of two ways, to either unfairly advantage or to unfairly disadvantage. Advantages occur by providing opportunities without any formal appointment or selection process. Disadvantages occur by removing members from current positions with levels of skill and knowledge higher than subsequent placements. Ad hoc placement of staff to positions without a clear and transparent process raises questions of equity for both part-time and full-time staff. Added to that is the resentment of colleagues who see special treatment being given. Further research is needed to examine the decision-making process for part-time policing placements. This is particularly important if police are to:

- Cater for increased demand for part-time work;
- Allocate staffing to periods of demand;
- Efficiently utilise skilled staff; and
- Ensure equity.

Work patterns for both male and female employees are changing. Career patterns for workers are changing

(Juhasz, 1989, as cited in MacDermid et al., 2001). These changes are and will continue to affect NZ Police.

A primary use of family friendly policies, including part-time policing, is aimed at retaining trained staff. However simple retention of numbers will not address the issues of disproportionate representation of women at all ranks in police. If the retention of staff is to be maximised then alongside numbers must go quality. Best practice means members pursuing part-time policing require access and support to training, experience and professional development on a par with full-time workers. To constantly add value to the members in the organisation requires investment in them to gain return. Certainly there exists individual responsibilities for development, however as an organisation if police are to maximise return on investment then they cannot afford to allow the skills of members to depreciate over time or through a failure to effectively utilise them. Clear guidelines for accessing training are required, particularly for part-time workers, that define the individual and the organisation's commitment and responsibilities. This needs to be accompanied by strategies to overcome managerial and collegial resistance and build support for part-time staff.

Although this study did not specifically target general police attitudes towards part-time policing this was a by-product. Respondents' comments about their experiences on part-time work were littered with negative experiences from colleagues, supervisors and managers. The prominence of explicit comments and behaviours raises major concerns about the acceptance of part-time work and workers within the police organisation.

Given that police introduced part-time policing in 1993 the level of comments about management and collegial misunderstanding of part-time policing and lack of access to support and information indicates a lack of organisational acceptance to part-time policing. To overcome such distinctive negativity and demonstrate commitment of part-time policing, police management must take action to ensure that information, awareness and support for the policy is increased.

New Zealand Police offer FEO as a reduced hours, fixed term option to retain staff, in particular working mothers. Although the policy is very specific about the term of the part-time policing contract, in reality the way it is implemented lacks consistency. Further research is needed to determine what reasons exist for extending an individual's part-time contract outside these policy guidelines. Given the indications from members of the study that they do not intend to return to work full-time, and indeed will challenge their right to do so, some organisational clarity is required in this area.

While understanding that some of the findings of this study are consistent with previous research, the unique structure and employment environment for police restrict the general application of these results to all organisations. Few organisations are faced with the issues surrounding two groups of staff with distinct employment conditions in the form of sworn and non sworn staff, and a closed labour market.

Best Practice Recommendations

- Flexible employment or part-time options should be applied to all members in their current policing unless there are overwhelming reasons why this should not happen.
- Formal processes are required to record and audit part-time applications so managers can be assessed on their application of the policy.
- Clarity is required over the term of part-time work and then consistently applied.
- Where members are moved to other positions formal appointment procedures are needed.
- Part-time work must be seen as part of core work and not as a resourcing extra.
- Win – win is the aim for both parties, employee and employer. That means give and take on both sides.

Part-time policing, like many other family friendly policies, aims at achieving equal employment opportunities. Equality does not occur at the expense of others, nor at the detriment of those involved. Done well, part-time work offers a viable way to balance members needs, ensure the retention of trained staff while at the same time adding value to the career development of those involved. But only if it is done well.

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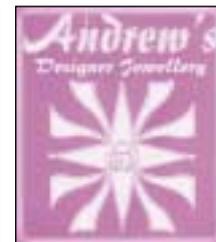
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Women and Discrimination – A Policing Perspective

By Inspector Stephen Leane (Manager, Legislative Review and Proposals) and Ms Jacqueline Durand (Legal Policy Officer, Legislative Review and Proposals) Victoria Police

Since this paper was written in 2002 for the 2002 Women and Policing Globally Conference in Canberra, Victoria Police has achieved some improvements in regards to women in policing. As at 30 April 2004, women represent 18.2% of total sworn members compared to 16.4% in 2001/2002. Victoria Police has also set a target of 25% female members by 2007. 32% of constables within Victoria Police are women whilst at the more senior ranks, 4.3% of Inspectors and 3.2% of Superintendents are women. This is a slight improvement in two years where only 2% of the rank of Inspector and above were women.¹

Victoria Police has also introduced some key change reform projects to address equity and diversity issues within the Force. An Attraction and Retention Strategic Framework has been developed which focussed on women and 3 culturally diverse groups to examine current and possible policies, projects, systems, development and marketing initiatives to attract and retain these groups within the Force.

In addition to this Framework, a project looking at Barriers and Bias in the Recruitment Process has examined aspects of the recruitment process to attempt to eliminate barriers and bias, which might exclude women or any other disadvantaged group. In 2003, 75% of females passed the Agility Coordination Testing and to date in 2004, 83% of females have passed the agility requirement.² A review of the recruitment process was conducted in 2003, with a focus on identifying barriers and bias against women. Overall the project identified that women competed equally in the process and were successful at the rate at which they applied. Changes to the orientation process have also occurred to allow recruits to live out of the academy whilst in training.

A project looking at Part-time Employment has also been undertaken within Victoria Police. Whilst applicable to both men and women, it was determined that more women than men take advantage of the part-time policy. It also found that there was a perception of people who worked part-time, that their accessibility to training and development opportunities were less than those who worked full-time. However, it also found that access to part-time employment at both ends of a police career may improve attraction and retention issues.

Related to this project is one that looked at Career Barriers and Career Development. This project determined that the main barrier to career development was family commitments, which impacted more on female members than male members. It also found that half of the men in the force, and more than half of the women believe that gender plays a role in promotions and practices. It also found that of these numbers, only a small percentage of men believed that this affected them, whilst just less than half of the women believed it affected them.

As a result of this research, Victoria Police have introduced policies and initiatives to try and overcome issues identified as impacting upon women within policing. These initiatives include the establishment of a Women's Consultative Network; the establishment of an Equity and Diversity Adviser Network; and a Keep in Touch Program for members, namely women who have gone on maternity or other long-term leave, an inclusion on all job vacancy advertisements that they may be applicable for flexible work practices, and publication of a child care information booklet.

These initiatives need to be read in context of the paper, although some of the broader, more systemic

¹ Pg 12 Workforce Planning and Data Analysis Report, Workforce Planning Unit, HRD.

² Information from Recruitment Services Unit, Victoria Police.

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issues relating to discrimination as outlined in this paper are still relevant for Victoria Police and policing jurisdictions everywhere.

Introduction

A fundamental characteristic of western police forces is male domination. A simple preliminary analysis of raw data in Australia and overseas supports the proposition that women are significantly under represented within western police forces. In 1995, of the total 42,517 sworn police employed within Australian police forces, only 13.5% were women. In June 2001, this figure had risen to just 18.9% out of a total of 44,922 sworn police members in Australia.³ The number of women represented at higher ranks, that is sworn management positions, is only 2.4%. While the matter of equal numbers is not the only means of creating equity within police forces, it is one of the major factors which contribute to discrimination and inequitable practices in the workforce:

Whilst women are still a minority, each individual is very visible. Her performance is extremely public and her acceptance by males is often conditional. Greater numbers will help overcome this. As well, they will provide support networks for women and help to establish role models.⁴

This paper was originally prepared as an academic paper in 2000. At that time it provided a short historical perspective of the role of women in policing and detailed progress with equal opportunity in employment legislation enacted in Australia. A review of literature relevant to the topic, particularly from the feminist perspective, was used to identify problems faced by sworn women in policing, specifically in regard to recruitment and career development.

As this year (2002) represents 85 years of women in policing in Victoria, and with the timing of this Women and Policing Globally Conference, it is appropriate to revisit this paper to determine what progress, if any, has occurred in the last two years. Where possible, the paper will identify further areas and strategies for improvement.

Historical Perspective

In 1915, South Australia appointed the first women to any Australian police force with arrest powers. This was closely followed by New South Wales in the same year and by Victoria in 1917. However, neither of these states gave women the powers of arrest. In Victoria, the women employed by police were called 'police agents' and did not wear a uniform (and wouldn't until 1947). By 1923, all states except Queensland had appointed women as sworn officers.⁵ It wasn't until November 1924 that women in Victoria were sworn in as fully-fledged members of the Victoria Police.⁶ Until the 1970's, the duties performed by the women's sections of Victoria Police engaged in community policing roles.⁷ This role included the care of young women and children at risk, and the custody of female prisoners.

Conditions for policewomen were considerably different to those of their male counterparts. In many jurisdictions, women received lower pay, no pension entitlement, and age and height restrictions on recruitment disqualified many prospective applicants.⁸ In addition to these limiting factors on the careers of women, married women were disqualified from joining and those who married while employed as police-women were forced to resign.⁹

Impact of Equal Employment Opportunity Legislation

While slow to take up the impact of equal opportunity legislative reform, police forces across Australia began to open the way for women in policing in the early 1980's. However, it was not until 1990 that Queensland removed the quota system that kept the number of women static within that police force.¹⁰ In Victoria, in 1982, Police Women Divisions were replaced with Community Policing Squads and women were assigned to general duties positions.¹¹

In 1990, the Victoria Police conducted an internal review of the impact of equal opportunity on policing in Victoria.¹² This review indicated a number of startling statistics in regard to the integration of women in the Force.

3 Australian Institute of Criminology, Police in Australia – Statistics, June 2001.

4 Wilkinson, V. & Froyland, I., "Women in Policing", Trends & Issues, Australian Institute of Criminology, No. 58, July 1996.

5 Prenzler, T. "Equal Employment Opportunity and Policewomen in Australia", Australia New Zealand Journal of Criminology, 1995, Volume 28 Number 3 p.258.

6 Wooley, C (1997), *Arresting Women*, Victoria Press, p.34.

7 Prenzler, *op cit*, p.259.

8 *Ibid.* p.258

9 *Ibid.*

10 *Ibid.*

11 Wooley, *op cit*, p.148.

12 Victoria Police, Review and Evaluation Division, Research and Development Department, The Impact of Equal Opportunity on Policing in Victoria – Final Report, Victoria: Victoria Police, July 1990. Hereafter referred to as 'The 1990 report'.

13 *Ibid* p.(vii).

In regard to recruiting, the review found that women represented only 20% of applicants. All applicants were required to complete a physical agility test. This agility test required applicants, amongst other things, to run two laps of an athletic track while performing a number of agility and strength tests. These tests included scaling a vertical wall of 1.80 metre in height and carrying a weighted dummy (75kg) for a considerable distance. As a result of this test being introduced in 1989, it was found that the proportion of all women applicants able to successfully pass the physical testing phase to gain employment dropped from 57% to 33%. The proportion of males who passed the same test remained constant at 88%. Notably, 44% of female respondents surveyed indicated that they were subject to some kind of gender discrimination during the interview phase.

It was also found that the majority of males achieving the rank of sergeant were married while the majority of females attaining the same rank were unmarried. Women were found to be proportionately under represented in applicants for promotional exams. Women were found under represented in specialist areas such as criminal investigation and a high majority of women respondents believed that they had been unsuccessful in their applications for such positions because of the paternalistic approach of the all male selection panels.¹³ There were a higher proportion of women with tertiary degrees than their male counterparts. Women represented in excess of 14% of the sworn workforce but it was suggested by the report that that was anticipated to increase to more than 17% by 1993 (this did not happen).

1993 Review

In 1993, the Police Issues Group of the Federation of Community Legal Centres (Vic) Inc, released a report calling for affirmative action in the Victoria Police to overcome the apparent imbalance of the representation of women in policing, (*Brute Force*).¹⁴ This report, in addition to criticising the 1990 Victoria Police Report, detailed further statistics in regard to the demographics of women. It showed that in 1990, whilst women made up 14.6% of the sworn workforce, they represented only 1.9% of employees of and above the rank of Inspector. This representation at rank decreased to 1.8% in 1991 and 1992. The overall representation of women in 1992 had dropped to 14.4%, considerably

less than the 17% which the 1990 police report had claimed would be reached by 1993.

1998 Review

In 1998, following considerable criticism of the Victoria Police by the Victorian Anti-Discrimination Tribunal in the McKenna Case,¹⁵ a further review of equal opportunity issues was conducted in 1998 – the '*Latta report*'.¹⁶ Like the 1990 report it provides valuable statistical analysis of the demographics of the Victoria Police.

In 1996/97 the percentage of sworn women in the Victoria Police was approximately 14%, slightly lower than the 1990 statistics. In regard to women who had achieved the rank of Inspector or above, it was found that, apart from one woman who had reached the rank of Assistant Commissioner in the early 1990's, there had not been a woman at a higher rank than Chief Inspector since 1989. The percentage of women represented at the rank of Inspector or above had remained at less than 2%. National figures were also provided which indicate that Victoria, while performing poorly, was on par with other state police forces with only the Northern Territory and the A.C.T. having a greater representation of women at just over 20%. It was apparent that in the face of presumed good intentions, the management of Victoria Police had not been able to improve the representation of women during the 1990's.

Since the release of the Latta report in 1998, Victoria Police has attempted to improve the representation of women in the Force. During 2000/2001, Victoria Police achieved a 1% increase in the number of women police/recruits for the second consecutive year.¹⁷

In February 2001, Victoria Police launched a \$2.5 million multi-media recruit advertising campaign designed to attract more people to the Force, including more women and people from diverse backgrounds. This campaign, entitled 'A New Century. A New Force', has attracted an unprecedented response from the community. Currently, 37% of new recruits are women.

In addition to this recruitment campaign, Victoria Police commenced work on a major initiative that has the potential to reshape the police workforce in the future. The project, commenced in December 2000, is focused on defining the inherent requirements of a general duties constable through determining what tasks are performed and identifying the attributes

14 J. McCulloch., L Schetzer., 'Brute Force: The need for Affirmative Action in the Victoria Police Force' (1993) Volume One, The Australian Feminist Law Journal 45.

15 *McKenna v Victoria* 1998 EOC 92-927.

16 Victoria Police, Review of Victoria Police Equity Policies and Practices, Ken Latta, Executive Director Victoria Police – Final Report, Victoria: Victoria Police, November 1998. Hereafter referred to as '*the Latta report*'.

17 Victoria Police Annual Report, 2001, p.12.

required for those tasks to be performed competently. This information will then be used as a template to comprehensively review all minimum standards for recruitment as a constable, including physical, medical, skills and personal qualities.¹⁸

Women now represent 16.4% of total sworn members in Victoria Police. While this is still less than the projected 17% of the 1990 report, it is a significant increase since the publication of the Latta report in 1998. However, Victoria Police still represent the second lowest percentage of women in sworn ranks throughout Australia (the lowest being Western Australia who have only 13.2%).

Problems Faced

Agility Testing

The agility test requirement has had considerable impact on the success of female applicants to join the Victoria Police. There has been considerable criticism of the use of physical agility tests to screen prospective recruits from entering police forces. Wimshurst is critical of the perception that police work involves some type of physicality.¹⁹ She suggests that the reliance on the need to prove physical prowess was purely a male issue whereas women were more concerned with proving themselves academically. Prenzler questions the relationship between the agility test and actual policing requirements. He suggests that the agility test does not take into account the fact that officers usually work in teams and have access to communications and equipment, which does away for the need for such rigorous agility testing.²⁰

Research in the United States indicates that physical strength and agility is less important for effective policing, whereas there is a greater need for general fitness with emphasis on negotiation techniques and physical restraint techniques.²¹ Policemen are more likely to be subjected to insults and attempts to assault them than their female counterparts and women are less likely to be subject to community complaints.²² The perception of the physicality of police work is also

present in the United Kingdom where this philosophy has been used to keep the number of women recruited to below 10% and has restricted their duties to safer non operational positions.²³

The agility test, as described, could clearly be considered an example of indirect discrimination. The law in regard to indirect discrimination has developed as a result of action taken in the USA in the leading case of *Griggs v Duke Power Company*.²⁴ In that case it was held that employment criteria that disproportionately excluded minorities were illegal, regardless of the intention of the employer unless the employer could prove that the criteria was job related. The Australian legislation requires that the criteria be reasonable, in that it must have an objective and rational basis. The Equal Opportunity Act requires four elements to be met in order to prove indirect discrimination. There must be a requirement, condition or practice; it must be one with which the complainant cannot comply; compliance of the group which the complainant belongs must be proportionately lower than those outside the group and; finally, the requirement must be unreasonable.²⁵

On the statistics provided it is obvious that women, as a group, cannot comply with the agility test requirement as readily as their male counterparts. In order for the requirement to be considered reasonable, all the circumstances of the particular case must be taken into account.²⁶ There is some disagreement in the authorities as to how the comparative proportion should be determined. It is acknowledged, however, that this is a matter of fact for the court to determine.²⁷ In any event, if the narrow view were taken, that is relying only on those women who have applied against those men who have applied, the agility test would be found proportionately discriminatory against women.

The Latta Report did not particularly address the issue of the agility test. A claim, however, was made that initiatives introduced since 1988, "have been successful in removing both formal and informal gender discriminating barriers in the recruitment process."²⁸ This was an issue that was picked up by the Federation

18 Victoria Police Annual Report 2000/2001, p.12. The project, being overseen by the Human Resource Development Department has been put on hold temporarily due to other priority projects. However, it is still on the agenda for implementation.

19 K. Wimshurst, 'Anticipating the Future: The Early Experiences and Career Expectations of Women Police Recruits in Post-Fitzgerald Queensland'. *Australia New Zealand Journal of Criminology*, (1995) Volume 28, Number 3 278, p.287.

20 Prenzler. (n 3), p.265.

21 I.d.

22 I.d.

23 I.d.

24 *Griggs v Duke Power Company* 401 US 424 (1971) (US Supreme Court).

25 Equal Opportunity Act 1995 (Vic), Section 9.

26 *Secretary, Department of Foreign Affairs v Styles* (1989) 88 ALR 621 at 625.

27 *Australian Iron and Steel Pty Ltd v Bonovic and Others* (1990) 89 ALR 1 at 7.

28 *The Latta Report* (n 13) p.17.

of Community Legal Centres of Victoria in *Brute Force II* which called on the Victoria Police to drop the test as part of the recruitment process.²⁹

In June 1999, the Victoria Police made two slight changes to the agility test. These changes involved increasing the time to complete the agility test from six minutes to six and one half minutes and lowering of a vertical wall from 1.8 metres to 1.6 metres. These changes were not widely published by the Victoria Police and no announcement has been made as to whether the changes were made in the face of criticism that the agility test is discriminatory.

Since then, further changes have been made to the agility test to try and eliminate bias against female applicants. These changes include the elimination of the vertical wall altogether, as well as eliminating the 'dummy drag' test. The 'dummy drag' test was one of the elements of the agility test which was criticised by the *Brute Force II* report. In the financial year 2001/2002, the proportion of women applicants who successfully complete the agility test is over 80%,³⁰ compared with approximately 30% in the 1990's before such changes were made.

Whilst the improvement in the proportion of women applicants who are accepted into the Force is comforting, at least 20% of females can still not comply with the test. This may be considered reasonable if 20% of males also could not comply. The research of Wimshurst and Prenzler indicates that the test is not reasonable. While females are better placed to be successful in the test, proportionately they are still disadvantaged. One in five women will be eliminated from the recruitment process compared to none of their male counterparts based on an agility test that is, at the least, suspect in its necessity.

Other Recruitment Issues

The proportionate representation of women in regard to all applicants does not reflect the general community. In 1997/1998, only 24% of applicants to join the Victoria Police were women.³¹ Whilst this has

improved somewhat (37% in 2001/2002), this still indicates a disparity considering the percentage of women making up the total labour force, as at August 2002 is 44.25%.³² The *Latta Report* was unable to provide any advice as to why this situation exists, as the Victoria Police has conducted no research into the cause of this disparity. It is obvious that the agility test, as conducted during the 1990's, would have had a significant influence on the intake of females into the Victoria Police. Feminist writers, such as Clare Burton, suggest that a disparity such as this could be the result of a lack of part-time work, sex segregation of the workforce and possibly sex discrimination.³³ All of these factors are evident within the Victoria Police and will be discussed later in this paper.

Career Development, Retention and Promotion

Police Culture

Reiner describes a number of elements that make up 'cop culture', which are universal. These include, suspicion, isolation, and solidarity.³⁴ Fitzgerald found that an unwritten police code was an integral element of police culture.³⁵ Similar to the conclusions of Reiner, Fitzgerald found that this code includes elements of mutual loyalty and support.³⁶

Prenzler proffers the view that the militaristic approach to policing, as demonstrated in the Queensland Police Force in the early 1990's, leads to a more masculine police culture which is hostile to women.³⁷ This war on crime approach, he suggests, "allowed men to justify an exclusive domain for themselves based on the argument of physical ability."³⁸ There is no evidence to suggest that the culture within the Victoria Police is any different to that of Queensland.

Wimshurst suggests that women entering policing in Australia and other western countries, "over the course of this century have usually met with hostility, discrimination and harassment."³⁹ In order to overcome this hostility, women have often had to become '*one of the boys*' in order to be accepted by their male

29 K Buckley, L Schetzer, The Ongoing Need for Affirmative Action in the Victoria Police Force, 'Brute Force II', Police Issues Group, Federation of Community Legal Centres, October 1999. Referred to hereafter as, 'Brute Force II':

30 This figure, from Victoria Police Recruitment, includes applicants who may have undertaken the agility test more than once in the financial year 2001/2002. (eg. may have failed the first time.)

31 *The Latta report* (n 13) p.18.

32 Australian Bureau of Statistics, Raw figures as at August 2002.

33 C Burton, Merit and Gender: Organisations and the Mobilisation of Masculine Bias, (1987) 22 *Australian Journal of Social Issues* 424.

34 R. Reiner, *The politics of the Police*, (2nd edition, Harvester Wheatsheaf, New York, 1992) p.91.

35 G.E. Fitzgerald, *Fitzgerald Inquiry/Report Pursuant to a Commission of Inquiry*, Brisbane, Queensland Government Printer, at page 202.

36 I.d.

37 T. Prenzler, *Rebuilding the Wall? Impact of Police Pre-Entry Physical Ability Tests on Female Applicants*, Current issues in Criminal Justice, (1996) Vol 7, Number 3, p.324.

38 I.d.

39 Wimshurst (n 14) p.280.

colleagues.⁴⁰ Difficulties arise when women strive for professional competence and at the same time attempt to maintain a distance from the male police culture.⁴¹

Sexual Harassment

Cop culture can be a hostile environment to women. An example of this hostility is evidenced by the prevalence of sexual harassment within the workplace. There is sufficient evidence to suggest that sexual harassment is commonplace in every police force in Australia and the western world. A survey of policewomen in the United States indicated that of the women surveyed, two thirds had suffered some type of sexual harassment from a co-worker or supervisor.⁴² The 1990 Victoria Police report found that sexual harassment was common.⁴³

While there is evidence of consistent sexual harassment in the police environment, there is apparent reticence on behalf of women to report these instances. Of the women surveyed in the United States, referred to above, 21% took no action at all and few took strong measures to deal with the problem.⁴⁴ This could partly be because of fear of further victimisation from colleagues if it is reported, and also fear that the claims would not be supported or acted upon by supervisors.

The 1998 case of *McKenna v Victoria Police*⁴⁵ may very well be indicative of the type of sexual harassment faced by women in the policing environment. McKenna claimed she had been subject to sexist attitudes, discrimination and harassment when she was stationed at a large country police station. She was subjected to constant sexist jokes about a woman's 'rightful place', intrusively fondled, asked for oral sex and was dragged into a police cell. The Anti-Discrimination Tribunal awarded her an unprecedented amount of \$125 000. Although Victoria Police appealed this decision, the appeal was not upheld.⁴⁶

The development of the law in this area has seen a shift from acceptance of such behaviour being the result of misguided and ignorant individuals to recognition of a "systemic and pervasive manifestation of gender relations in the workplace".⁴⁷ When seen in this light it

is reasonable to infer that in some way the reticence of women to apply for, or remain in employment in the Victoria Police is due to the culture that permits such prevalent sexual harassment.

Systemic Discrimination

The *Latta Report* suggested that there was anecdotal evidence that informal barriers prevent women from entering different parts of the force and senior ranks. There is proportionately higher representation of women within the Community Policing Squad, Mounted Branch and the Rape Squad.⁴⁸ *Brute Force II* suggests that women are steered towards traditional feminine areas involving juveniles, family violence and administration.⁴⁹ The phenomenon of streaming women into specific areas within an organisation is not limited to the Victoria Police. Burton, suggests that the central question is whether women are in these positions because they choose to or because there are allocative procedures which place them there.⁵⁰

Burton states that there are a number of organisational processes that indicate systemic discrimination. These processes include initial job assignment, training development, study leave, job design and the politics of skill.⁵¹ The perceived nature of policing, be that of a dangerous occupation, may result in female officers being shielded by their male colleagues from mainstream duty. Another view may be the result of residual bias felt by men towards women.⁵² Wimshurst found that in the United States and Britain, a degree of tension and antagonism towards women has developed as a result of women invading the male dominated world of policing. The threatening of men could result in biased decisions being made against women who apply for promotion or selection to specialist squads. Research in the United States indicates that males are unwilling to share power unless threatened by legislation.⁵³ Hunter states that structural discrimination arises from, "the face that organisational norms, rules and procedures, used to determine the allocation of positions and benefits, have generally been designed, whether deliberately or unreflectively, around the

40 Wimshurst (n 14) p.292.

41 I.d.

42 I.d.

43 *The 1990 report* (n 9) p.(vii).

44 Wimshurst (n 14) p.292.

45 *McKenna v Victoria* (1998) EOC 92-927.

46 Cited in *Brute Force II*, *op cit*.

47 S Walpole., "Trends in Sexual Harassment Case Law", in R Naughton (Ed) *Workplace Discrimination and the Law*, 1995.

48 *Ibid.* p.19.

49 *Brute Force II* (n 24) p. 21.

50 C Burton., *Merit and Gender: Organisations and the Mobilisation of Masculine Bias*, (1987) 22 *Australian Journal of Social Issues* 425.

51 *Ibid.* p.427.

52 Wimshurst (n 14) p.280.

53 Prenzler. (n 3), p.270.

behavioural patterns and attributes of the historically dominant group in public life; i.e. Anglo-Australian able-bodied heterosexual males.”⁵⁴

McKenna claimed that she was denied access to training courses and temporary assignments that would enhance her skills.⁵⁵ Certainly while discrimination in this aspect of McKenna’s case could not be proved, it cannot be denied that McKenna was denied access to these developmental opportunities.

Job design is a critical issue that impacts on women during their careers within the Victoria Police. Police services are provided 24 hours a day, 365 days a year. Rostering is ad hoc and the opportunity to obtain a position with permanent hours is limited to administrative and training duties. However, even with the advent of part-time policing, it is still difficult for women (and some men) who are the primary caregiver of their family and wish to continue working in their desired profession. Statistically it is unlikely that the woman will obtain assistance at home from her partner as the majority of childcare and work within the home is conducted by women.⁵⁶ Policing, based on the male accepted norm that care of children and maintenance of the household is not an issue that should concern the worker, is generally restrictive to women with children.

Part-time Policing

What real options are then available to women who wish to commence a family and continue their careers? Victoria Police introduced part-time policing in early 1996. However, the policy placed restrictions on eligibility such as rank and job description (ie. it did not apply to ranks above senior constable, and, after an application by a female detective, it was determined by senior management that the policy could not apply to detectives). However, after the female detective took her case to the Equal Opportunity Commission in 1998 (and was successful), the policy was changed in 1999 to eliminate any such restrictions.⁵⁷

Still, part-time positions are extremely limited within the Victoria Police and although the restrictions have been lifted, there is still a requirement that the regional manager has to approve the conversion of any full-time position to part-time.⁵⁸

Flexible Working Options

Flexible working arrangements and other leave arrangements have been introduced by Victoria Police in an attempt to attract and retain women in the Force. These include carer’s leave, a Revision of Management of Pregnancy Policy to ensure flexible arrangements for alternative duties during pregnancy and return to work processes and a planned extension of unpaid parental leave to the child’s 5th birthday.⁵⁹

Other initiatives being developed by Victoria Police include the development of a home-based work policy for appropriate positions in the organisation, to introduce further flexibility into work places and practices.⁶⁰ Whilst this may not necessarily benefit operational police women, it can offer an alternative for women who are already in, or have no opposition to, working in an area which is seen as ‘suitable’ for this type of work.

Non-Operational Positions

Another option for women who wish to combine care of a young family and full-time employment, is to find a position that involves working regular hours. These types of positions have, in the 1990’s, progressively been converted to (unsworn) public servant positions. As identified in the *Latta report*, the Victoria Police has converted these positions for reasons, which include, “the recovery of significant up front costs of preparing a police officer for police work” and “frequently lower salary costs”.⁶¹ In fact, the Victoria Police Workforce Restructuring and Mobility Agreement between the Victoria Police and Police Association Victoria, the Union, requires that position will only be classified as sworn if one or more of the following criteria are met:

- i Requires that the incumbent has status under local State and Federal statute;
- ii Requires that the incumbent exercise the full police powers and authority normally exercised by a sworn police officer;
- iii Requires that the incumbent possess expertise which can be acquired only through actual field experience as a sworn police officer;
- iv In the opinion of the Chief Commissioner contributes significantly to the professional development of sworn personnel;

54 R Hunter., *Indirect discrimination in the workplace* Chapter 1, *Theories of Discrimination and Equality*, (1992) p.5.

55 *McKenna v Victoria* (1998) EOC 92-927.

56 B Pocock., ‘Women’s Work and Wages’ in A Edwards and S Margaey (Eds) *Women in a Restructuring Australia* (1995).

57 Interview with Sergeant Janet Mitchell, Victoria Police Equity and Diversity Office, Melbourne, 17 March 2000.

58 Victoria Police, *Part Time Employment Policy* (1998).

59 Initiatives listed in the Victoria Police nomination for ‘Best Police Service. employer for Women’ in the 2002 Australian Council of Women and Policing, Excellence in Policing Awards.

60 *Ibid.*

61 *The Latta report* (n 13) p. 6.

- v In the opinion of the Chief Commissioner it is appropriate to maintain a sworn employee in the position for a specified period.⁶²

The agreement was aggressively used during the 1990's, resulting in the number of administrative type positions within the Victoria Police being all but eliminated. The impact on women from such a policy is obvious. With fewer positions available to women police that provide permanency of hours, there is less opportunity for women to pursue a career within the Victoria Police and maintain a family. Exception (iv) of the agreement, as detailed above, could be utilised by the Chief Commissioner to maintain suitable positions for women within the sworn workforce but there is no record of this clause being utilised for this purpose. The lack of alternative options available to women with families may very well be a significant contributing factor to the failure of the Victoria Police to retain women within its ranks.

There are currently no childcare facilities provided by the Victoria Police for employees.⁶³ A feasibility study conducted in 1998 determined that such a facility could not be introduced within the current headquarters because of certain criteria required for childcare centres (such as an outdoor play area).⁶⁴ The Equity and Diversity Unit, in conjunction with a student from University of Melbourne, are currently conducting a project looking at other options for childcare for members within Victoria Police.⁶⁵

A carers room has however been established at police headquarters which allows employees to take their children into an office/crèche suite and allow the employee to complete some office type work if the child is sick, or where their other child care arrangements may have fallen through.⁶⁶ However, only one member can occupy the room at any one time, and it is subject to availability. Also for parents with young children or toddlers, the environment is not particularly conducive to productive work.

Impact of Career Breaks

Research indicates that 73% of women will remain at the same level or slide downwards in their careers after taking a career break.⁶⁷ Research has not been conducted within the Victoria Police as to the impact of career breaks so it is not possible to accurately determine the impact of such breaks. However, in 1998, there was anecdotal evidence that managers within the Victoria Police are so concerned with the loss of staff due to maternity leave that they are not selecting women for positions based purely on the possibility of them becoming pregnant.⁶⁸ In order to overcome this bias, Victoria Police considered implementing a reserve staff bank that could be utilised to back fill these positions while women are away on maternity leave.⁶⁹ This initiative did not eventuate.

Currently, women who are unable to find an appropriate part-time or full-time non-operational position are forced to resign after the initial twelve months maternity leave is complete. If they wish to return after resignation, they are required to again comply with the physical entry requirements. Anecdotally, many are not prepared, or capable, of again qualifying for the physical agility test.⁷⁰

The planned extension to unpaid paternal leave (as mentioned above) would overcome this difficulty as members would not be forced to resign if they decided not, or were unable, to return to work after the initial twelve months maternity leave.

In addition, Victoria Police is revising their reappointment policy and has introduced the policy of Recognition of Prior Learning to provide an avenue for women who may have left the Force for family related reasons to return and have their experience and skills recognised.⁷¹

Promotion

In the past Victoria Police has placed an emphasis on sworn employees being able to perform ad hoc shift work on a rotating basis. It is suggested that there is an informal requirement that to be considered for promotion employees must be full-time.⁷² Women who

62 Victoria Police, Workforce Restructuring and Mobility Agreement, Part Two, Organisational Restructuring Procedures, Paragraph 5.

63 *Brute Force II* (n 24) p.26.

64 VPC Child care Facility Feasibility study – Force File 007664/97.

65 Equity & Diversity Unit, Victoria Police and Ms Sarah Henry, University of Melbourne, 2002.

66 'Carers Room Open', The Victoria Police Gazette, Number 10, 22 May 2000, page 3.

67 R Buchanan., My not so Brilliant Career, *The Melbourne Age*, 6 April 1994.

68 Interview with Sergeant Janet Mitchell (n 54).

69 Id.

70 Id.

71 Initiatives listed in the Victoria Police nomination for 'Best Police Service employer for Women' in the 2002 Australian Council of Women and Policing, Excellence in Policing Awards

72 *Brute Force II* (n 24) p.24.

have taken part-time positions are therefore unable to gain access to promotional opportunities, further discriminating against women.

In addition to the bias against part-time employees for promotion, there is, within the Victoria Police, a bias against promotion and advancement of those who are not involved in mainstream operational duties. In a statement regarding the challenge to future leaders of the Victoria Police, the former Chief Commissioner, Mr Neil Comrie made the following comment;

*... every member seeking advancement to a management position must be able to demonstrate their competency to effectively undertake the demands of that position.*⁷³

Police employed in a non operational position faces extreme difficulty demonstrating their ability to perform effectively in operational positions against their counterparts who have not left mainstream positions. During the 1990's only one woman was promoted past the rank of Chief Inspector. In late 1999, the Victoria Police promoted a woman to the rank of Superintendent. In an interview with *Police Life*, Superintendent Sandra Nicholson sent a message to other women within the organisation that it was possible to remain operational and achieve promotion.⁷⁴ It is difficult to determine exactly what Nicholson meant by this comment. However, a review of Nicholson's career, as detailed in the interview, indicates that she had only been non operational for two of the twenty-five years she has been employed by the Victoria Police. Nicholson advises in the interview of a woman she mentored who studied and passed her sergeant promotional exams while working part-time and then took promotion, "once the children were old enough for her to resume full-time".⁷⁵ Nicholson claims this as a victory for women in that woman did not resign. However the story is further evidence that the taking of non-operational or part-time positions is the equivalent of taking a career break. Taking a career break can have a devastating effect on a woman's career development.

Promotion and Retention

Since 2000, Victoria Police has come some way in promoting women into more senior positions. When this paper was first written in 2000, the proportion of

women at the rank of Inspector or above within the Victoria Police was less than 2%. Since then, we have appointed our (and Australia's) first woman Chief Commissioner, Ms Christine Nixon, who was formerly an Assistant Commissioner within New South Wales Police. The proportion of women above the rank of Inspector is now just above 2%. The representation of women at sergeant and senior sergeant rank has improved somewhat since 2000, currently standing at just over 6%, where previously it had not even reached 5%.⁷⁶

Whilst the proportion of women within the Victoria Police remained static for a number of years, it seems that in recent times more women are being attracted to the Force, and perhaps staying longer. Whilst the increase in figures is not substantial (Victoria Police still have the second lowest figures for women representation in Australia), nor has there been significant increase of women being promoted to senior positions, the increase does indicate a step forward, albeit a small and relatively slow one. There are however, still many reasons why many women, once in the Force, are not retained or promoted.

Affirmative Action

One of the objectives of the Equal Opportunity Act is to promote recognition and acceptance of every person's right to equality of opportunity.⁷⁷ In order to achieve this aim it is necessary to consider the difference between equal treatment and treatment as an equal. O'Donovan and Syzszczak explain this concept as requiring an understanding that as people's needs are different then it follows that equality does not mean treating people in the same way.⁷⁸ A strict equal treatment model does not question the dominant norms of the organisation. When policies and practices appear neutral then an outsider can only compete by discarding their differences and behaving like the dominant group.⁷⁹ The example of Sandra Nicholson may be evidence of one woman remaining operational and achieving by behaving like the dominant group. In order to overcome substantive inequality, there is a need to take remedial action to overcome the disparity between the dominant and minority groups.⁸⁰

Both *Brute Force* and *Brute Force II* called on the management of the Victoria Police to take affirmative action to rectify the imbalance of representation of

73 N. Comrie, 'Future Leaders: the Challenge', *The Gazette*, 17 August 1998, No 16 page 1.

74 G Mayhead, 'A Positive Approach', *Police Life*, March 2000 p.14.

75 *Ibid.* p.15

76 *The Latta report* (n 13) p.19.

77 Equal Opportunity Act (Vic) 1995, section 3(a).

78 K O'Donovan and E. Syzszczak, 'Equality and Sex Discrimination Law' (1988) Ch. 1 *The Quest for Equality*.

79 R Hunter, 'Theories of Discrimination and Equality' *Indirect Discrimination in the Workplace* (1992) Page 5.

80 *Ibid.* p.6.

women within policing. It is appropriate at this time to consider what is meant by the term 'affirmative action' within the parameters of the law within Victoria.

In laymen's terms, 'affirmative action' is the promotion of the rights of minorities over other groups. In the USA this issue is resolved by the use of quotas to ensure minorities are appropriately represented within the workforce. To treat a male person less favourably than a woman in circumstances of employment would be direct discrimination and in breach of the Equal Opportunity Act.⁸¹ "A special measure is, ex hypothesis, discriminatory in character; it denies formal equality before the law in order to achieve effective and genuine equality".⁸² Within the Victorian legislative context, affirmative action can only be effective if it conforms to the special measures exemption.⁸³ It is possible to have a temporary exemption granted under the Equal Opportunity Act (Vic), however due to the restrictions of this paper that issue will not be discussed.

In order for a special measure to withstand a challenge there must be a legitimate basis for suggesting that substantive inequality is present within the organisation. The Municipal Officers' case questioned the quota of women on the executive of a union. It was held that determining the precise reasons why under-representation has occurred is not necessary once it could be proved that a particular group is under-represented.⁸⁴ The issue is whether the action taken or proposed is designed to meet the special needs of the disadvantaged group or to prevent or reduce the disadvantage suffered by that group in regard to education, accommodation, training or welfare.⁸⁵

The *Latta Report* acknowledged the disadvantage suffered by women and conceded that there was a need to establish an affirmative action policy in regard to recruitment. The context in which affirmative action was considered was to conduct research into what barriers exist and develop strategies to overcome these barriers.⁸⁶ No action apart from again identifying barriers in regard to career development was suggested by the report. In answer, *Brute Force II*, made a number

of sweeping recommendations for affirmative action, specifically seeking the Victoria Police to set quotas to ensure the imbalance is remedied.⁸⁷

Recruitment Agility Test

As previously mentioned, Victoria Police has taken steps in recent years to overcome discrimination in its recruitment practices. Whilst accurate figures are not available regarding pass and fail rates of recruits,⁸⁸ the agility test has been changed to increase the time allowed for the test, and eliminating the vertical wall and the 'dummy drag' from the test altogether.⁸⁹ In addition, entry requirements such as the height to weight ratio have been replaced with a Body Mass Index (BMI) measurement, which is the same for men and women.

There are, however, still critics of the agility test and the need for such a test at all. The Australian Federal Police do not have an agility test requirement and statistics show that their recruitment favours women by 3.5%.⁹⁰ Prenzler, being critical of what he refers to as the '*backyard chases*' test, suggests that the maintenance of general fitness is more important than passing a rigid entry test.⁹¹ Research in Queensland indicates that police members suffer from chronic physical problems, which indicates that ongoing physical training would be more beneficial. In the United States the need to perform an entrance agility test as imposed by the Los Angeles Police Department was ruled unnecessary for safe and efficient job performance.⁹² The Victoria Police agility test should be seen in the same way and replaced with some other acceptable form of fitness assessment that acknowledges the differences between women and men.

Representation in Recruitment

The *Latta report* recommended that in order to increase the number of women recruits there is a need to develop a short familiarisation and assessment course aimed at under-represented communities.⁹³ In addition, in regard to women, it is suggested that research be undertaken to determine why a low proportion of women are applying to join the police and then target

81 Equal Opportunity Act, (Vic) 1995, section 8.

82 Municipal Officers' Association of Australia and Anor; Approval of Submission of Amalgamation of Ballot (1991) EOC 92-344.

83 Equal Opportunity Act, (Vic) 1995, section 82.

84 Municipal Officers' Association of Australia and Anor; Approval of Submission of Amalgamation of Ballot (1991) EOC 92-344 at 78,404

85 Equal Opportunity Act (Vic) 1995, Section 82(1).

86 *The Latta report* (n 13) p.17.

87 *Brute Force II* (n 24) p.18.

88 Given that, in a 12 month period, some members who fail attempt the agility test again in that year, and may pass, which affects the total number reflected in the available figures.

89 The wall now forms part of the recruitment course, once an applicant has been accepted.

90 Prenzler (n 3), p.267.

91 Prenzler (n 32), p.320.

92 *Ibid.* p.319.

93 *The Latta report* (n 13) p.18.

marketing and recruiting campaigns based on this information.⁹⁴ *Brute Force II* recommends that a female recruitment target of 42% be set. The rationale for setting a quota is to ensure the performance of the Victoria Police in overcoming the gender imbalance problem can be properly measured.

The percentage of women who applied and were recruited into Victoria Police in the last financial year was 37.5%. In comparison, only 29% of men who applied were successful. Despite this, however, there is no doubt that women are under-represented in the Victoria Police. The setting of a quota for recruitment is quite proper and is defensible pursuant to the special measures provisions of the Equal Opportunity Act (Vic). A quota will put pressure on police management to ensure that any marketing and familiarisation courses are effective and do not merely provide lip service to addressing the problem. It should be noted that neither the NSW nor the Queensland Police Services, where a 50% target for women recruits is maintained, have been troubled that such a special measure is not reasonable.⁹⁵

Representation at higher ranks

It is difficult to determine a quota for the representation of women within the various ranks of the Victoria Police, primarily because women are so under-represented in the higher ranks. In order to ensure that this situation does not continue indefinitely, it is appropriate to set pro-rata targets for specific ranks within the organisation. If women represented 19% of all senior constables in 1998,⁹⁶ then it would be reasonable that approximately 19% of all persons promoted to sergeant rank in 1999 should be women. The development of short-term targets for promotion for each of the lower ranks should be introduced to overcome the residual bias held by senior males in the police and break through the barriers that have held women back. As the representation of women in the lower ranks increases so too should these targets. As the representation of women increases throughout the ranks, target figures should proliferate in the same manner.

The systemic problems faced by women will not easily be overcome. In February 1999 the Victoria Police launched

an equity and diversity strategy under the previous Chief Commissioner.⁹⁷ Acknowledging the imbalance in the representation of women, the Chief Commissioner reported that a series of pro-active recruitment and workplace initiatives would be aimed at redressing the problem. Until recently, apart from establishing an Equity and Diversity Office, few initiatives had been achieved. However, since 2001, coincidentally with the appointment of Chief Commissioner Nixon, Victoria Police has introduced, or is planning to introduce several initiatives to make it one of the Best Police Service Employers for Women in Australia. Some of those initiatives have already been mentioned, such as flexible leave and work options. In addition, Victoria Police is again reviewing its part-time policy to ensure equity in relation to the application of the policy. Victoria Police have also introduced a policy which allows sworn women on unpaid maternity or adoption leave or in part-time employment to be able to participate in voluntary duties at Special or Sporting events.

In regards to the retention of women, Victoria Police have increased flexibility in the delivery of training courses where, for many of the courses there is no longer a requirements for course participants to live in for the duration of the course. This flexibility can assist all police members who have to balance work and family priorities.

Conclusion

*Looking at the numbers, we need progressing. I am not interested in the arguments whether or not there is a good reason to have more women or not. It is about the fact we should reflect the diversity of the whole state. It is about the fact that women can do the job, no matter what people want to say. There is no doubt we can do anything. We can be a constable and a chief commissioner. That is the path you shouldn't let people divert you from. We need to work out what the barriers are and get rid of them.*⁹⁸

This paper has not been able to explore all the issues relevant to the problems faced by women within policing. The last century saw significant change in the

94 I.d.

95 D Gill, 'EEO – Why Shouldn't Women Come First?' *The Queensland Police Union Journal*, February 1998 at p.15.

96 *The Latta report* (n 13) p.19.

97 Victoria Police News Brief – *Equity, Diversity & Respect – Strategy Launch* – News Brief number 040, February 1999.

98 Christine Nixon, Chief Commissioner (Victoria Police) at the Police Federation of Australia's Women's Advisory Committee Conference, Melbourne 2002, cited in the *Police Association Journal*, Vol 68, Issue 4, April 2002.

role of women in the community generally and within the Victoria Police. It is apparent from the issues covered in this paper that in the 1990's Victoria Police managed to fall behind accepted standards in the treatment, selection, promotion and utilisation of women within its workforce.

With the new century, and the appointment of the first female Chief Commissioner in Victoria, attempts are being made to address the problems identified by reports such as *Brute Force*, *Brute Force II* and the *Latta Review*. Since this paper was originally written, the percentage of women in Victoria Police has improved by almost 2% over the last two years. In addition, the representation of women at senior ranks has also improved slightly, not only with the appointment of the first female Chief Commissioner, but also at the ranks of Senior Sergeant and Inspector level.

Recruitment of more women and other minority groups has also been a focus for police in the last two years. The statewide recruiting campaign has been successful in its first year at targeting more women to join

Victoria Police, and the elimination of discriminatory practices against female applicants in the agility tests conducted during recruitment has allowed for more women to be inducted into Victoria Police.

However, Victoria Police, and all police forces worldwide, still have some way to go before true parity between men and women is achieved. Systemic barriers and discrimination still needs to be addressed so that women who do utilise more flexible work practices, such as part-time employment are not seen to be 'part-abled' or part-committed'. Women should not have to feel compelled to become 'one of the boys' in order to be accepted or succeed in the organisation. And women who choose to have a family should be able to stay, and succeed, as valuable police members. Only when these, and other barriers, are addressed, will police forces around Australia be able to truly state that they are an 'equal opportunity employer'.

Paper presented to the Australasian Council of Women and Policing 2002 Conference, Women and Policing Globally.



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