

Canada



# Zambia Police Service

## BARRIER ASSESSMENT REPORT 2020

RESULTS OF THE MEASURING  
OPPORTUNITIES FOR WOMEN IN PEACE  
OPERATIONS (MOWIP) ASSESSMENT

DCAF Geneva Centre  
for Security Sector  
Governance



Cornell University



THE ELSIE INITIATIVE  
FOR WOMEN IN PEACE OPERATIONS



SACCORD



Norwegian Ministry  
of Foreign Affairs



# Zambia Police Service

## BARRIER ASSESSMENT REPORT

2020

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Graphic design by Rodrigo Amorim and Stephanie Pierce-Conway.

## **Disclaimer**

The views expressed in this report are those of the authors from Cornell University and DCAF based on the best available information they have. It does not necessarily reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, SACCORD or the Zambia Police Service (ZPS). The Zambia Police Service have provided corrections or clarifications during the validation workshop. The present report has been validated by the Zambia Police Service and integrates the feedback and insights of a representative group of the ZPS.

# Contents

<b>Executive summary</b>	<b>7</b>
Top good practices that can be scaled up and replicated elsewhere	7
Top barriers to women’s meaningful participation in UN deployments	7
Top recommendations to overcome the barriers	7
<b>Introduction</b>	<b>10</b>
Rationale	10
The Zambia Police Service: Profile and national characteristics	11
Zambia’s contribution to peace operations	11
<b>Methodology</b>	<b>14</b>
Overview of the MOWIP barrier assessment methodology	14
SACCORD: The national research partner institution	15
Implementing the MOWIP in the Zambia Police Service	15
<b>The ten barriers to women’s participation in peace operations in the Zambia Police Service</b>	<b>18</b>
Barrier 1: Eligible pool	19
Barrier 2: Deployment selection	24
Barrier 3: Deployment criteria	28
Barrier 4: Household constraints	30
Barrier 5: Peace operations infrastructure	32
Barrier 6: Negative experiences	34
Barrier 7: Career value	36
Barrier 8: Top-down leadership	38
Barrier 9: Gender roles	40
Barrier 10: Social exclusion	42
<b>Conclusions: Suggested recommendations to leverage opportunities and overcome barriers</b>	<b>46</b>
Summary	46
Best practices to consolidate and scale up	46
Main recommendations to overcome the barriers	47
Topics for further investigation	47
<b>Annex: Recommendations per barrier</b>	<b>50</b>

# LIST OF ABBREVIATIONS AND ACRONYMS

AMS	Assessment for Mission Service
AU	African Union
CDU	Conduct and Discipline Unit
DCAF	Geneva Centre for Security Sector Governance
DPO	UN Department for Peace Operations
DRC	Democratic Republic of the Congo
FFF	Fact-finding Form (see Section 3 on methodology)
FPU	Formed Police Unit
IPO	Individual Police Officer
MOWIP	Measuring Opportunities for Women in Peace Operations
OISOS	Office for Internal Oversight Services
PSO	Peace Support Operations
SACCORD	Southern Africa Centre for Constructive Resolution of Disputes
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender-Based Violence
SWAT	Special Weapons and Tactics
TPCCs	Troop- and Police- Contributing Countries
UN	United Nations
UNAMID	United Nations-African Union Hybrid Operation in Darfur
UNPOL	United Nations Police
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security
ZPS	Zambia Police Service

# Executive Summary

The Measuring Opportunities for Women in Peace Operations (MOWIP) assessment for the Zambia Police Service (ZPS) (2020) examines the extent to which each of ten barriers<sup>1</sup> affects the ZPS' ability to deploy more women to United Nations (UN) peace operations. It uses three data collection tools, a fact-finding form (FFF), elite interviews and a representative survey to conduct this assessment. The national implementing partner, the Southern African Centre for the Constructive Resolution of Disputes (SACCORD) implemented the project from May to December 2019.

## Top good practices that can be scaled up and replicated elsewhere

- The ZPS leadership and national government have a long track record on taking gender issues seriously (Barrier 8), making Zambia a model for other countries
- Zambian policewomen have a long history working in tactical and operational roles, resulting in a large pool of women ready to deploy (Barrier 1) and a lower prevalence of stereotypes that women cannot perform such roles (Barrier 9).
- Zambian police officers report few negative experiences while on peace operations (Barrier 6), indicating that pre-deployment training prepares women well for operations.

## Top barriers to women's meaningful participation in UN deployments

- Women are less likely to be selected for deployment and less likely to apply to peace operations (Barrier 2).
- Part of the reason for this is because they do not meet or believe that they meet the necessary criteria (Barrier 3).
- They face more household and community constraints than men, such as parental responsibilities and social stigma (Barrier 4).

## Top recommendations to overcome the barriers

- Increase the skillset of men and women in the ZPS to reflect the broad needs of the service and peace operations. This includes training in the skillsets that are necessary for deployments and making those skills necessary criteria for deployment.
- Develop policy frameworks that address selection/recruitment, information dissemination, criteria, standards, code of conduct, professionalization networks and complaints mechanism.
- Develop a public relations strategy that ensures internal and external communications of opportunities, but also that prepares families and communities for deployment and return and highlights the importance of the ZPS's participation in peace operations.
- Standardize and broadly and deeply disseminate information about peace operation deployments ensuring that the information includes the necessary criteria as well as the benefits of peace operation to one's career.

<sup>1</sup> For a full list of the ten barriers, see page 18.





# 01

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## Introduction

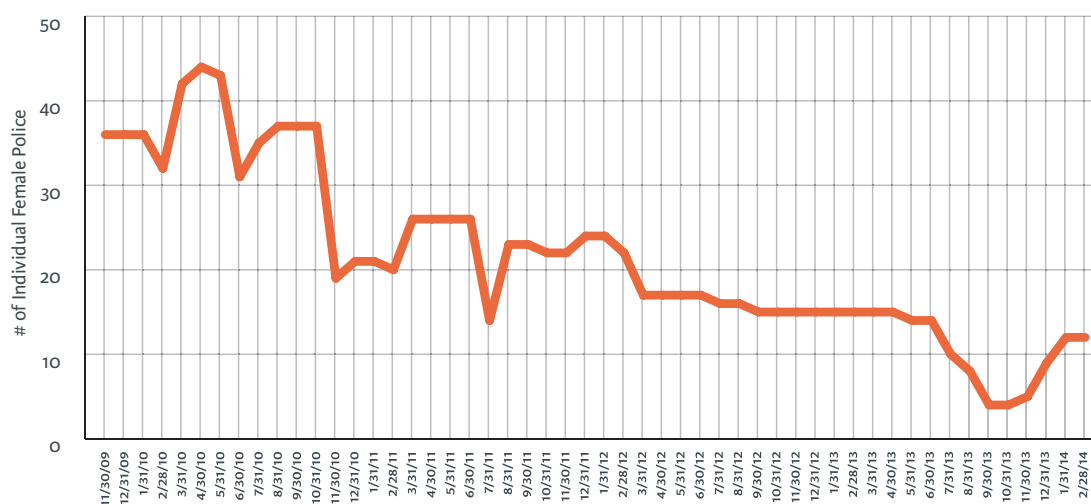
# Introduction

## Rationale

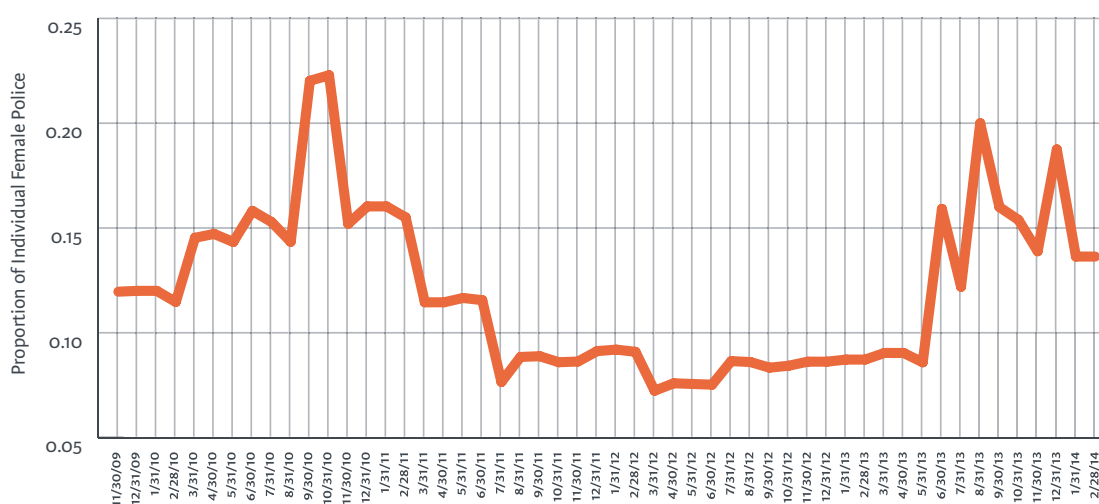
In selecting pilot countries for this research, DCAF sought to identify a geographically diverse set of major Troop- and Police- Contributing Countries (TPCCs) that have demonstrated their commitment to deploying more women in peace operations.

Zambia was selected as one of the leading TPCCs from Southern Africa and because it has the third highest proportion of women (averaging 18%) of all TPCCs that contribute over 1000 personnel.<sup>2</sup> While most of Zambia's deployments involve military personnel, 45% of deployed police are women.<sup>3</sup> Zambia is therefore seen as an established, committed TPCC with a good track record on deploying police. Standing just outside the top-20 TPCCs, it has the potential to both deploy higher numbers of policewomen in the future and also to share good practices with other TPCCs regionally and beyond.

**Figure 1: Total number of policewomen deployed for Zambia**



**Figure 2: Proportion of policewomen deployed for Zambia**



<sup>2</sup> UN, Peacekeeping Data, October 2019, available at: [peacekeeping.un.org/sites/default/files/report2\\_country\\_ranking.pdf](http://peacekeeping.un.org/sites/default/files/report2_country_ranking.pdf) (accessed 3 March 2020)

<sup>3</sup> UN, Peacekeeping Data, September 2019, available at: [peacekeeping.un.org/sites/default/files/3\\_country\\_and\\_mission\\_19.pdf](http://peacekeeping.un.org/sites/default/files/3_country_and_mission_19.pdf) (accessed 3 March 2020)

## The Zambia Police Service: Profile and national characteristics

Mandated to provide and maintain internal security in the Republic of Zambia, the Zambia Police Service falls under the authority of the Ministry of Home Affairs. Governed by a strict command and communication structure, the ZPS operates countrywide through 17 divisions, including 10 that have a specific regional jurisdiction. As of the end of 2018, the ZPS had 30 police districts, 151 police stations and 293 police posts.<sup>4</sup>

White female officers were first recruited in 1955 when Zambia, then known as Northern Rhodesia, was under British colonial rule, while African women were first recruited in 1963.<sup>5</sup> Since then, Northern Rhodesia and today modern Zambia have seen women steadily increase their representation in the police service. More recently, the ascendancy to power in 2011 of late President Michael Sata had a positive impact on the ability of Zambian women to access senior level positions. A reform of the police divisions structure led to the historic appointment of women as commissioners in six provinces. In 2012, the ZPS appointed its first woman Inspector General of Police, Ms Stella Libongani.

In addition, while the ZPS does not have its own institutional gender policy, specific measures have been implemented in line with the National Gender Policy to contribute to women's meaningful participation in the ZPS. A gender unit was established in 2012. A women's network also exists within the ZPS, serving as a platform for junior women police officers to access mentorship, support services and training opportunities.

The commitment consistently expressed by the Police High Command to fostering an environment conducive to the recruitment and promotion of women officers and the visibility of increasing numbers of women in senior positions within the ZPS have had positive results. In 2018, out of a total of 20,353 staff, 6,164 were women officers (30,3%).<sup>6</sup> Nonetheless, obstacles remain to full gender parity across all levels of the ZPS.

## Zambia's contribution to peace operations

### Historical overview

Since 1924, the British Protectorate was under the oversight of the Northern Rhodesia Police Force, which became the Zambia Police Force following independence in 1964. Following a period of police brutality in part incited by the 'shoot to kill' policy of the then Minister of Home Affairs, the country launched the Police Reform Program in 1995,<sup>7</sup> which started the process of transforming the Zambia Police Force from a military outfit to a civil one – the Zambia Police Service. Under the Kaunda regime (1964-1991), the shift in Zambia's foreign policy towards supporting the liberation of Southern Africa countries through peaceful means as opposed to armed struggle<sup>8</sup> led to Zambia's first contribution to peace operations in 1989 (50 police officers deployed to Namibia). Since then, the ZPS has participated in 13 peace operations worldwide.<sup>9</sup>

4 Zambia Police Service 2017 Annual Report; Zambia Police Service 2018 Annual Report

5 Katongo, M.E.2014. 'Turning Point...A Look at Women Progression in Zambia.' In Zambia Police @50. Police News Issue No.002

6 Zambia Police Service 2018 Annual Report.p.4

7 Katongo, E.M. 2014. 'Zambia Police Leadership and the Reforms.' Zambia Police @50. Police News Issue No.002. p.20

8 Momba, C.J.2001. 'Change and Continuity in Zambia's Southern African Policy: From Kaunda to Chiluba.'

9 <http://www.zambiapolice.gov.zm/index.php/2012-11-23-08-17-17/police-intelligence?showall=&start=1>. Accessed on 20th January, 2019.

## **UN and regional peace operations as a country priority**

Presently, Zambia prioritizes internal national security after which regional and UN peace operations become a priority. Zambia has participated in different regional peace operations such as the African Union/UN Hybrid Mission in Darfur, the African Mission in Somalia (AMISOM), and the Southern African Development Community Preventive Mission in Lesotho (SAPMIL). Zambia contributed 10 police officers to regional peace operations in 2017 and 27 in 2018. Out of these contributions, the number of women deployed was high: 60% (6 women) in 2017 and 37% (10 women) in 2018.

## **Conditions for which personnel would withdraw from peace operations**

Based on historical trends, if there is a civil conflict or a national emergency, we predict that Zambia would allow police already deployed to either UN or regional peace operations to finish their terms, but not send any new deployments. Election years do not affect deployments. Zambia should be able to meet the targets when there is no national emergency.

## **Decision-making about UN deployments**

When responding to different requests from UN Department of Peace Operations (DPO), the Zambia Police Service tends to privilege deployments to English-speaking countries. Deployment numbers are based on the availability of vacant positions in the UN peace operations. Zambia has never failed to meet a UN request, which suggests that the UN can ask them for more deployments.

# 02

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## Methodology

# Methodology

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## Overview of the MOWIP barrier assessment methodology

The MOWIP barrier assessment methodology is a unique tool which provides a systematic and comprehensive framework for assessing barriers to and measuring opportunities for deployment, specifically of uniformed women, to peace operations. The methodology identifies seven structural and three cultural barriers (see section 3). Its main objectives are to:

- Provide a comprehensive set of possible barriers to deployment, and specifically uniformed women's participation in UN peace operations;
- Develop quantitative and qualitative indicators to measure these barriers;
- Determine the different impact of each barrier in the institution being assessed.

The MOWIP methodology comprises three components. The **fact-finding form** (FFF) contains approximately 200 questions designed to collect qualitative and quantitative data from official sources about deployment to UN peace operations from the country and institution being assessed.

Once the first draft of the fact-finding form was completed, remaining data gaps were filled through **38 expert interviews** with key decision-makers and key informants from within the institution as well as relevant ministries.

The third component of the methodology is an hour-long **representative survey**. The Zambia sample included 375 total police officers, of which 50% were women. Moreover, 42% of the sample have deployed to a peace operation. Of those who have deployed, 32% were women. The highest rank included was Senior Assistant Commissioner of Police and the lowest rank included in the sample were Constables. There was representation across all divisions and provinces except the Special Division. The average length police officers have been in the police was 17 years (20 years for men and 14 years for women). The average age when they joined the police was 22.

The national assessment team collected the data with the support of DCAF and Cornell University. The Cornell team then processed and analysed the survey data, focusing on statistically significant differences between women and men, and deployed and non-deployed personnel. Each barrier is ranked based on a colour coding, with red being most significant and green being least significant. Barriers are presented for recruitment in general (♂♂) and specifically for women (♀). The survey data is compared to the data from the FFF to look for inconsistencies between institutional reforms and policies and police officers' actual experiences and perceptions. The results of the analysis have been presented and vetted at the validation workshop.

The MOWIP methodology therefore produces robust and evidence-based findings drawing on perspectives from within the institution, the knowledge acquired by the assessment team as well as from national and international experts who have an academic background in gender and peace operations. It can be used to provide transformative, evidence-based recommendations that effectively target the root causes that prevent uniformed personnel, particularly women, from deploying to peace operations. Using a common methodology across many TPCCs also allows for the identification of universal barriers that need to be addressed at the UN level; and highlights good practices that can be shared and adapted to other contexts.

## **SACCORD: The national research partner institution**

The Southern African Centre for the Constructive Resolution of Disputes (SACCORD) is a Zambian Non-Governmental Organization (NGO) that was formed in 1999 to promote peace and democracy in Zambia and the Southern African region. The creation of the organization was inspired by the experiences of several Zambian civil activists and academics serving in East Timor as part of the United Nations Mission in East Timor (UNMIT). The experience of bloodshed and death inspired these men and women to form a peacebuilding organization that would contribute to the prevention of such events in Zambia and the Southern African region. Since then, the organization has focused on the promotion of peace and democracy through advocacy and research programmes. Over the years, the organization has worked closely with many different stakeholders, including the Zambia Police Service, on many different national topical issues including those around the administration and reform of the Public Order Act (POA) since 2001. Therefore, SACCORD was not only well suited to do the research and implement the MOWIP methodology in Zambia owing to its history with peace operations, but also enjoyed a working partnership with the ZPS that spanned many years.

SACCORD put in place a specialized research team for the successful implementation of the MOWIP methodology, consisting of Mr Boniface Cheembe, the SACCORD Executive Director and the in-country lead researcher, and two associate researchers, Ms Juliet Tembo and Mr Chris Zumaniimba. The lead research team all had a minimum of a master's degree with vast experience in research related work. Furthermore, the organization put up a team of six enumerators consisting of three men and three women, all of whom possess at least a bachelor's degree in various fields and underwent dedicated enumerators training prior to undertaking the research.

## **Implementing the MOWIP methodology in the Zambia Police Service**

The research being a national study, in order to ensure diversity and balance of respondents, the development of the sample frame for the research took into consideration the representation of the following main features: (1) ranks of officers; (2) sections and departments; (3) deployment to UN peace operation and not deployed; (4) gender in terms of men and women operating within Zambia police; 5) rural or urban in terms of police districts, stations and posts.

Before the MOWIP methodology could be implemented in Zambia, it had to be localized and tailored to fit the Zambian context through a process dubbed the 'Zambianization Process'. The Zambianization of the representative survey involved the strict and diligent examination of each question in terms of the language and the understanding that it would solicit from a Zambian. The representative survey was implemented only after everyone involved in the research was satisfied that the survey had passed the localization test and was considered relevant and appropriate. Through this process trust was built between the research team and the ZPS.

The implementation of the FFF, which took a total of six months to complete, did not require any major localization aside from some minor clarifications in the language. The biggest lesson learned is that the questions are better answered in focus group discussions consisting of 4 to 6 people. This number of people tended to result in lively group discussions whenever a response was not clear and through the exchange process appropriate factual responses were settled on.

The implementation of the elite interviews did not require the questions to be changed or localized. The biggest lesson is that the respondents must feel comfortable that answering the questions will not have any adverse consequences on their career. It is therefore important that the researchers clearly explain the instruments being administered and their purpose.

The three teams of the representative survey implementation each consisted of one lead/associate researcher, two enumerators, and two police officers from the ZPS. These teams implemented the instrument for a total of three months. Each team covered three provinces plus Lusaka interviewing police officers of different ranks in their safe office spaces in all the ten provinces of the Republic of Zambia and covering about 2/3 of all the 100 plus districts in the country. At the same time, the lead researcher and associate researchers interviewed key decision-makers and informants in the provincial centres. The elite interviews took a total of five months to complete. All the different ranks and category of police officers had good information and contributed immensely to the body of knowledge on which this report is premised.

Cornell University facilitated a workshop with key representatives from the ZPS to ensure the contextual and factual accuracy of the report. They have provided corrections or clarifications, so the present report integrates the feedback and insights of a representative group of the ZPS and has been validated by the ZPS.













# 03

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The ten barriers to  
women's participation  
in peace operations  
in the Zambia  
Police Service

## The ten barriers to women's participation in peace operations in the Zambia Police Service

Pre-deployment stage: including factors that affect force generation			Significance
	1	ELIGIBLE POOL Are there enough women in national institutions?	Low
	2	DEPLOYMENT SELECTION Does everyone have a fair chance to deploy?	High
	3	DEPLOYMENT CRITERIA Do criteria match the skills needed in peace operations?	High
	4	HOUSEHOLD CONSTRAINTS Are there arrangements for families of deployed women?	High
Deployment stage: including difficulties for women during peace operations			
	5	PEACE OPERATIONS INFRASTRUCTURE Is accommodation and equipment designed to meet women's needs?	Low
	6	NEGATIVE EXPERIENCES Do negative experiences in peace operations affect women's deployment decisions?	Low
Post-deployment stage: including factors that affect redeployment			
	7	CAREER VALUE Do deployments advance women's careers?	Medium
All Stages			
	8	TOP-DOWN LEADERSHIP Do leaders at all levels support women's deployment?	Low
	9	GENDER ROLES Do preconceived attitudes about women preclude their ability to deploy?	Medium
	10	SOCIAL EXCLUSION Are women treated as equal members of the team?	Low

 STRUCTURAL BARRIERS

 CULTURAL BARRIERS



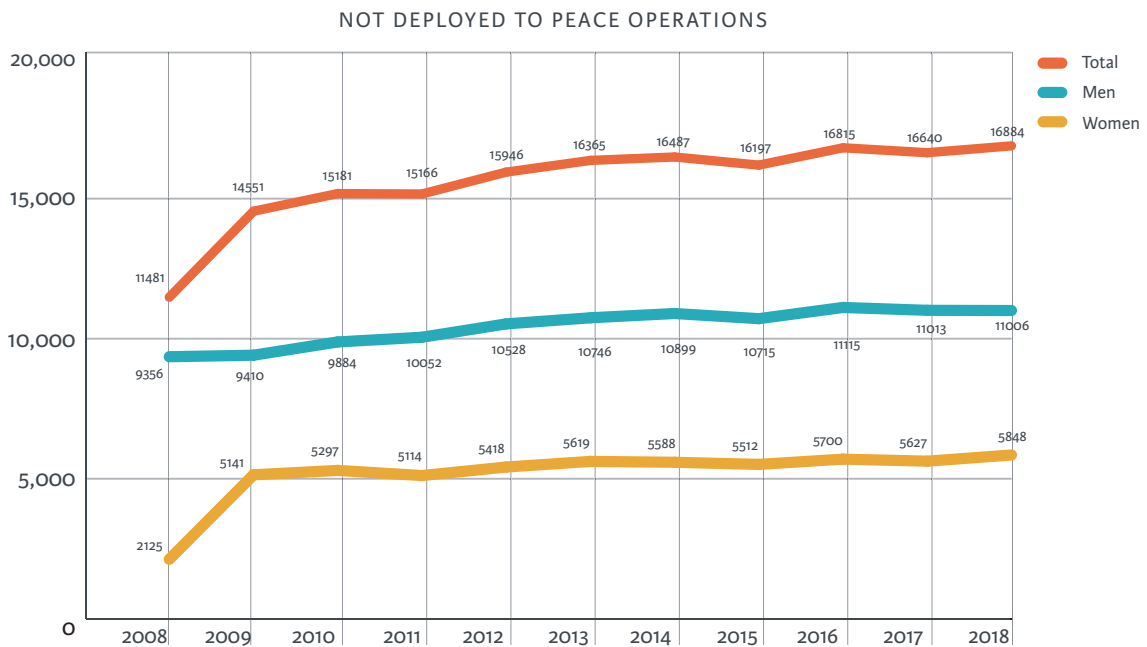
# BARRIER 1: Eligible pool

LOW

The eligible pool (structural) barrier explores whether there are enough women in the ZPS to meet the UN Uniformed Gender Parity Strategy targets for 2028: 30% of seconded field staff and individual police officers to be women and 20% of female officers in formed police units.

There is a large pool of male and female applicants who can deploy to UN peace operations. The number of men and women who have not deployed to a peace operation is very high (see figure below). If they do deploy, on average, men and women deploy once. Starting in 2012, the proportion of women began to increase because the pool of women increased (see figure below). Nevertheless, women are less likely to be deployed and to deploy multiple times, and women are not equally distributed across rank and unit, meaning eligibility could decrease in the future. Based on the survey data, women are less likely to be deployed than men.

Figure 3: Total ZPS personnel not deployed to peace operations



## 1 | GOOD PRACTICES

### Large, well-established general pool of women

Women have been in the Police Service for over 64 years. Zambia has had a recruitment drive to increase the number of women in its police service. In 1988, there was a targeted recruitment campaign to female cadets and women in leadership position such as at the sub-inspector level. There has been a formal government quota of 30% women since 2012. There has never been a ban on women participating in tactical units and both men and women receive tactical training.

Since the adoption of the National Gender Policy in 2000, and the subsequent enactment of the Gender Equity and Equality Act in 2015, the ZPS has made tremendous progress in the advancement of gender equity and equality within the workplace. This is aimed at ensuring that the attainment of gender equity and equality is objectified in the pursuit of the organization's mandate.

As manifestation of the ZPS's resolve to promote and sustain gender equity and equality principles, the organization appointed its first female Inspector General (IG) of Police, Ms. Libongani Stella in 2012. Further, between 2011 and 2020 seven female Commissioner of Police have been appointed within the organization.

During Ms. Libongani's tenure as IG, and with support from women and men within the ZPS's leadership, a Police Women's Network (PWN) was initiated. The PWN is made up of all the female police officers within the ZPS. The objective of the PWN is to ensure that workplace gender equity and equality principles are promoted and enhanced within the ZPS. Specifically, the network aims to:

Provide a support structure for female police officers;

Facilitate the career development among female police officers through training programs;

Develop an assertive crop of female leaders through mentorship;

Engaging male officers to assist in achieving gender equality;

Aligning activities with the strategic plan of the ZPS and the government initiative, to improve the overall quality of women's lives;

Contributing to changing attitudes and stereotypes.

Due to these administrative interventions, the ZPS has scored successes in pursuit of the gender equity and equality attainment. Currently there are just over 30% of women within ZPS and Zambia is the third highest women police contributor to the United Nations' peace operations. ZPS is also looking at initiating a 30% representation policy across all levels and units within the ZPS. This will facilitate an increase in the number of female police officers eligible for deployment.

Despite these successes however, some critical challenges still remain. The ZPS has not yet actualized its own workplace policy. The organization still draws its mainstreaming activities from the National Gender Policy and the Gender Equity and Equality Policy. The organization is however in the process of adopting a gender workplace policy.

## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

While Zambia has a large pool of female police officers Zambia could improve on ensuring that all women that are in the police service are eligible, i.e. able to be deployed to peace operations.

### Ensuring eligibility

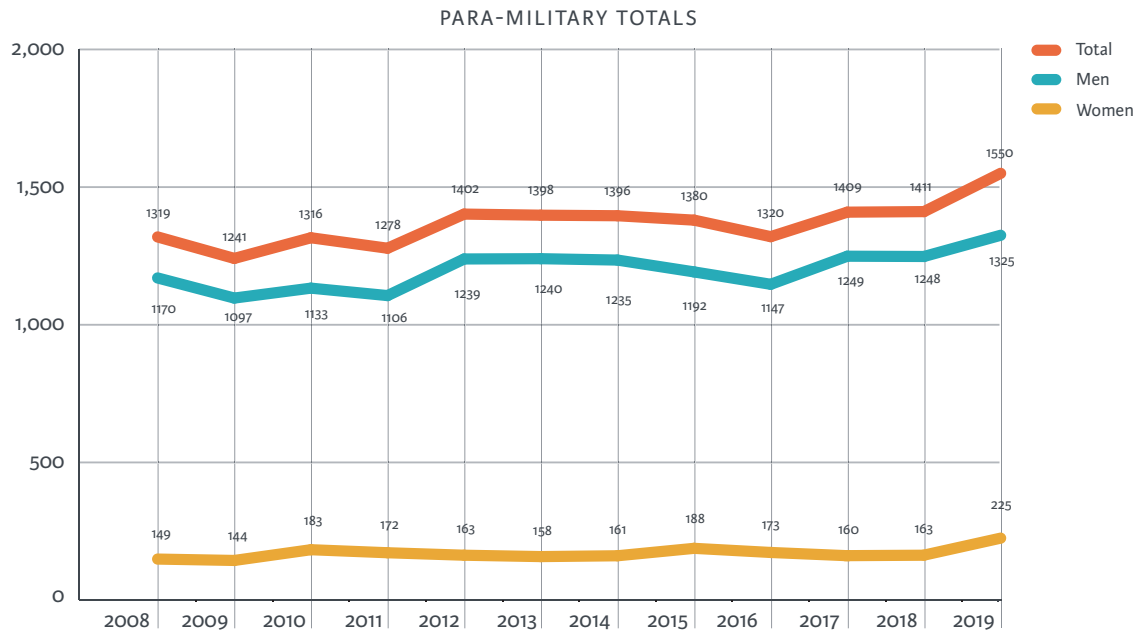
#### Zambian women do not have the broad skillset necessary for a broad range of deployments

While there are women serving in all parts of the paramilitary and mobile units, there is a lack of overall skills for deployment across all units. In other words, there could be an eligible pool of women to deploy, but they may lack the specialized policing skill sets (sexual and gender-based violence (SGBV), investigations, crime scene response/management, risk reduction/crime prevention, child protection, and munitions/bombs) for a broad range of deployments.

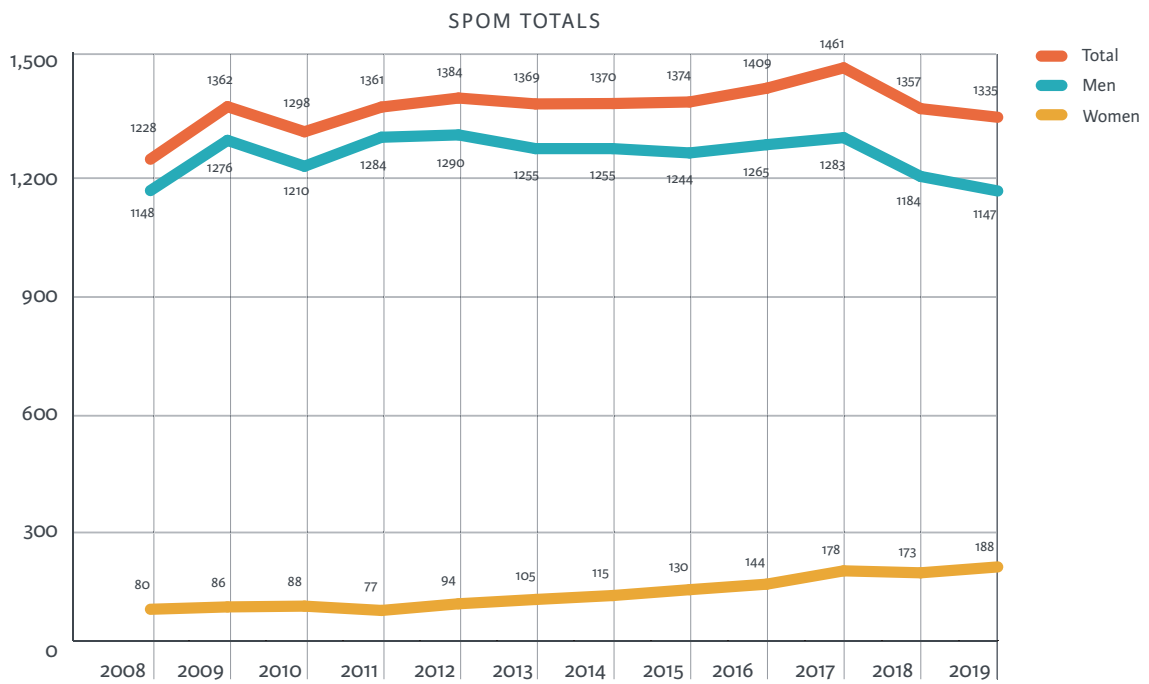
#### Low numbers of women in paramilitary units

While ZPS does not have a ban on women in operations, there are low numbers of women in the paramilitary divisions. Retention of women is also a problem according to elite interviews.

**Figure 4: Total numbers in paramilitary divisions disaggregated by sex**



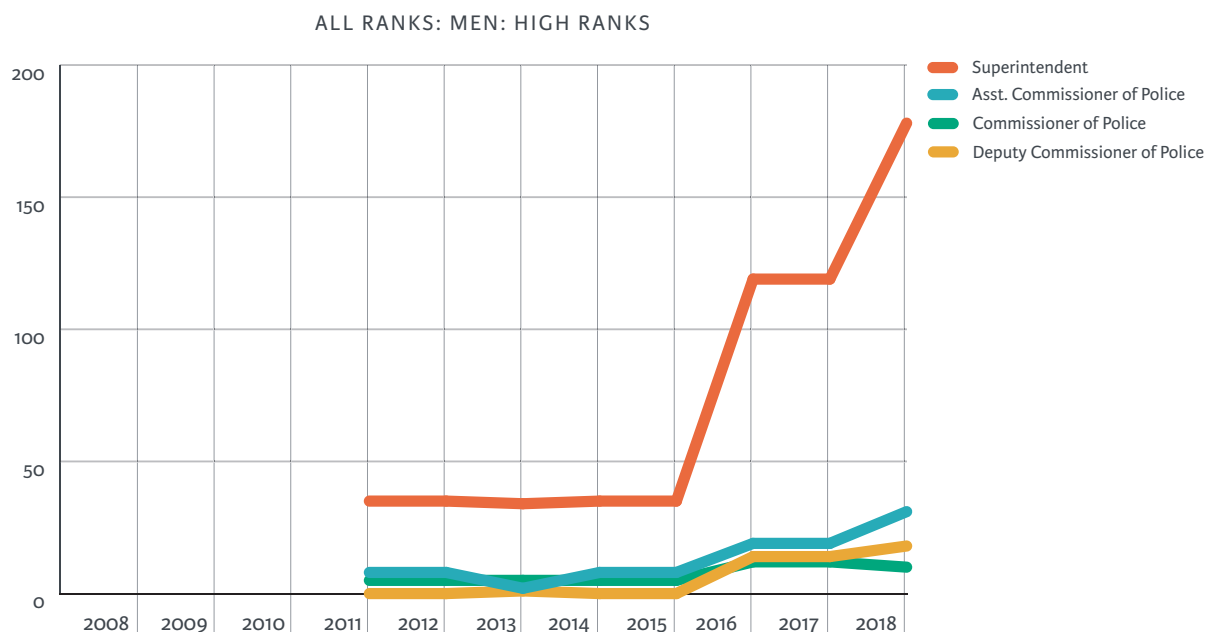
**Figure 5: Total numbers in the School of Public Order Maintenance (SPOM) disaggregated by sex**



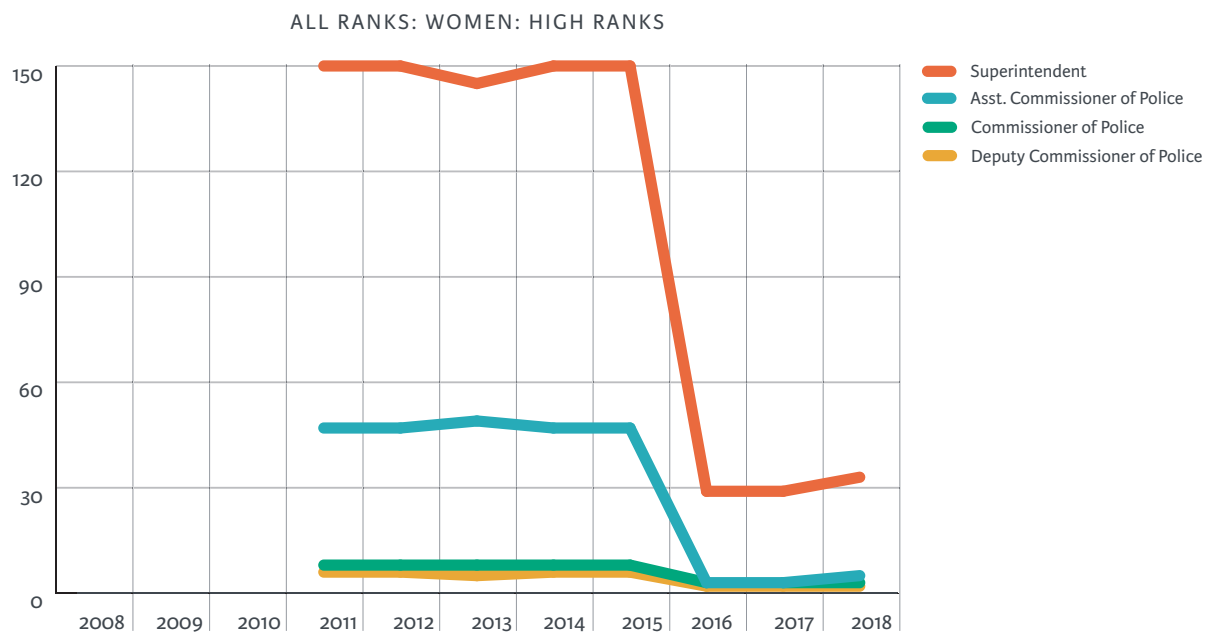
### A possible drop in female leadership for further investigation

In order for police officers to be promoted in rank, they must pass police exams, demonstrate good behaviour, have a minimum of two years' service, and academic qualifications. Moreover, the government has a policy to promote gender parity demonstrated by the high numbers of female leaders between 2011-2015 (see figure 7 below). Yet, despite these transparent criteria for promotion, women are less likely to be leaders in the ZPS. There has also been a significant drop of women in leadership positions, particularly between 2015 and 2016 (see figure 7 below). Deployed personnel are more likely to be leaders. This means that being in a leadership position correlates with being selected for a deployment. Leadership is an important characteristic for deployment selection. On average, men are likely to serve in three leadership positions in the ZPS and women are likely to serve in one leadership position in the ZPS.

**Figure 6: Number of high ranked men per rank in ZPS**



**Figure 7: Number of high ranked women per rank in ZPS**



### Training is not available to police officers on leave

Training is an important part of ensuring that there is a qualified pool of applicants. However, in-service trainings are not available to those who are on leave. It is important to note that leave is at the discretion of the commander. Thus, the commander can re-call personnel from leave in order to participate in training if that is necessary. Nevertheless, according to the survey, women have fewer in-service trainings than men. Deployed personnel are more likely to have in-service trainings than non-deployed, suggesting that this is an important avenue through which deployments occur. About 34% of women surveyed reported that they felt that they missed out on career advancing opportunities during leave.

## Retention of pool

### Women may leave sooner (and before retirement)

Female police officers are younger on average than male police officers. In addition, while the average length of time police officers have been in the police is 17 years, the number is 20 years for men and only 14 years for women. This likely means that women are leaving the police force well before retirement.

### Some women lack adequate facilities, uniforms and equipment

In order to ensure continued recruitment and retention of women in the ZPS, the institution must have adequate facilities for women. There is a mixed record with regards to infrastructure for women in the ZPS. While there are barracks and housing for women, not all facilities have adequate women's bathrooms. While uniforms designed for women are available, trousers and combat uniforms are not outfitted for women.

## Redeployment

### Few women have the opportunity to redeploy

Re-deployment is a way to increase overall contributions. Despite 98% of surveyed men and women stating they would like to redeploy,<sup>10</sup> the average number of deployments is one. Both male and female police officers think the average number of deployments during one's career should be two or three. Most women have not deployed or only deployed once. A total of 16,711 police officers have never deployed, and of these 5,483 are women (the eligible pool of women – see figure 3 above). Only 402 women have deployed out of a total of 5,885 women. To put it another way, only 6% of women have deployed once. Only ten women have deployed more than once (0.2% of the women). There are no events, programmes, or policies to help encourage personnel (men nor women) to deploy or redeploy to peace operations.

## Extensions

### Women are less likely to receive extensions

Another way to increase the percentage of women deployed to peace operations is to encourage them to extend their time in the peace operation. Currently, deployment length is one year. Extensions are six months and have a cap of two times.

About 83% of men and women are given an extension. However, 67% of women reported being denied an extension compared to 51% of men. About 44% of men and women believe that they were denied an extension because Zambia has fixed rules about extensions, though men were (48%) more likely than women (38%) to state this reason. It is important to note that the fixed rules are often based on the UN requirements. Women were more likely to believe that they were denied extensions because of their gender and UN bias.

<sup>10</sup> Both male and female police officers think the average number of deployments during one's career should be 2.5 deployments (3 deployments).

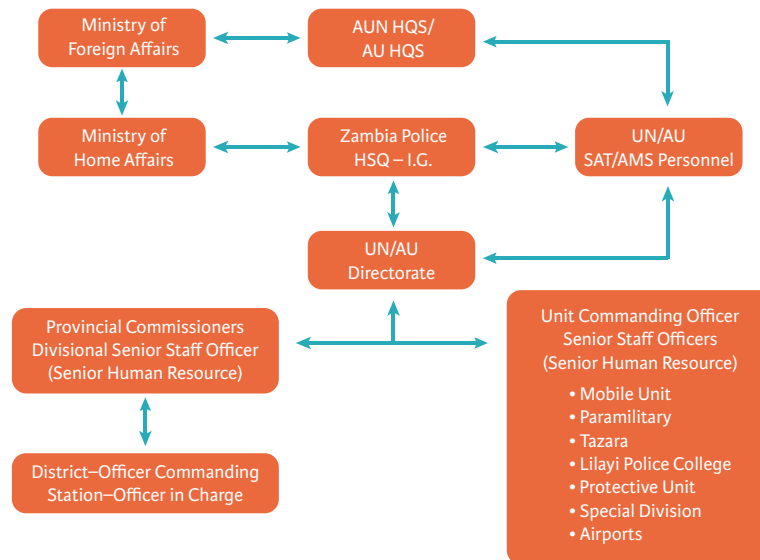


## BARRIER 2: Deployment selection

HIGH

The deployment selection (structural) barrier explores whether women are prevented from deploying through a lack of information, a lack of connections to influential decision-makers and/or because their superiors decide that it is too dangerous for them to deploy.

Figure 9: Peace operations communication channel in the ZPS



### 1 | GOOD PRACTICES

There is a standardized system for allocating personnel calls across the provinces

In 2006, the African Union/United Nations (AU/UN) directorate was created and a system was put in place to send communications to all the provinces. Every province is expected to supply personnel for peace operations and if a province cannot, then the leadership will need to justify why.

Most respondents believe there is a standard method for recruitment into peace operations

Of the survey respondents, 84% of them thought that there is a standardized procedure for recruitment into the UN. This means that the barrier has less to do with hap-hazard processes and more to do with a lack of information about the standardized process.

Senior leaders are aware of the importance of advocating for women to apply when calls are sent out

When a message comes from the UN, it does not usually specify a quota for women, so the ZPS does not directly ask for a quota in the message to the provinces. But, in elite interviews, senior leaders stated multiple times that when there are calls for positions that are sent to different police divisions, they verbally instruct the leaders in some regional provinces to look for women.



## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### Why do police officers apply and why do police officers not apply?

#### Women and men have different reasons for applying

Women were more likely to say that they applied to peace operations to learn more skills (91%) than men (74%) and to travel (23% of women compared to 11% of men). Women were less likely to say that they applied to help people (77%) than men (90%). They were also less likely to say that they applied for the money (36%) than men (56%). 43% of men and women stated that they applied to advance their career.<sup>11</sup>

#### Police officers don't apply because they don't have information or think they lack the right skills

Of those that did not apply to peace operations, the majority did not apply because they thought they did not have enough information about the operation (57%) and because they thought they did not have the right skills (25%). There were no differences in response between men and women.

### A lack of information dissemination

#### Information dissemination is often delayed especially to rural areas

Some senior officials in rural Zambia mentioned, and the most common open-ended answer among survey respondents was, that the communications for posting arrive very late to rural areas or not hearing about postings. Oftentimes, by the time they received the information, the deadline for applying had already expired.

#### Information dissemination about peace operations varies across different contexts

Although the FFF suggests that the main way that posts are advertised is through the internal job board, there is a lot of variation in how individuals learn about peace operation opportunities, such as organizational email and newsletters, internal wireless radio (40% of respondents), "rough book" (internal book with prioritized daily updates), and through immediate supervisors. Importantly, women and particularly deployed women were more likely than men to receive information about deployments through the radio. However, some radios are outdated, and the ZPS is shifting from analogue to digital. The older radios have a limited radius of about 40km, where communication can take up to a week.

#### The Police Training Academy does not deliver Peace Support Operations (PSO) training

The Police Training Academy curriculum does not include modules on peace operations. This means that not all police officers are informed about the opportunities early on in their career and may not begin to develop the skills they need for deployments.

A very low number of police officers learn about peace operations via the academy. Men were more likely to hear about peace operation opportunities at the training academy (only 5%). Only 2% of women had heard about peace operation opportunities at the training centre.

<sup>11</sup> There was no difference between men and women.

## Selection process

### All exams are in Lusaka

When police officers are selected, they have to travel to Lusaka to take the exam. Oftentimes, they bear their own expenses to do so including lodging and food. This means only those who have the means to travel to Lusaka can deploy. There are no opportunities to take exams in rural areas.

### Women are less likely to be chosen to deploy than men

Women are less likely to be chosen to deploy. Of the male respondents, 54% applied and were selected, whereas, 18% of women applied and were selected. At present, there are no special attempts to recruit women for peace operations in order to balance out the numbers. There could be several reasons for this discrepancy.

### Women are less likely to approach their superiors about peace operations

About 70% of women surveyed said that they were very willing to approach their supervisor about peace operation opportunities, but 79% of men said they were very willing to approach their supervisors.

### Women and men are worried about the public nature of the exams

Higher ranked men and women were worried about losing legitimacy if they fail the exams. Currently, the Assessment for Mission Service (AMS) exams happen only once a year at the same time (all ranks take the exam together). Sometimes, there are even spectators and an audience during the driving tests. There is also no pre-AMS training.

### Women were more likely than men to hear about opportunities through informal channels

Women were more likely than men to hear about opportunities through word of mouth, but these channels are less reliable than formal channels. There are networks for women to learn information. This includes the Zambia Police Women's Network formed in 1995. All 5,885 female police officers are part of this network. It is institutionalized, with a constitution. These networks could be better utilized to spread information about peace operation opportunities. For example, there is no "peace operations committee" in the women's network.

### UN communications about deployments do not specify a number or percentage of women that should be selected

Communications from the UN does not specify that women are encouraged to apply or be selected. As such, when each province or district receives the communication with an allocated number for their region, it does not specify a target number or percentage for women.

### Women may be less confident in their abilities

Women may be less confident that they have the skills and ability to deploy. According to senior officials, there is stigma associated with failing the AMS exam, and women may be more prone to avoid such stigma.

## Perceptions of the selection process

### Police officers have differing views about why officers were not chosen for deployment

Both men and women (36%) who applied to peace operations but were not chosen think the reason they were not chosen is because their superiors chose someone that they know. Men were more likely to think that there are biased networks that contribute to selection processes. About one third thought that there is bias in the selection process because of police networks (who they know). Women were more likely to think that there is gender bias and that men were chosen because of their gender.

### There is perceived bias in the deployment process

Officers learn about the opportunities through province leadership and via internal communication. In this way, the ZPS undertakes a pre-screening for officers who are considered to be eligible. They recommend individuals for the AMS. Information is channelled via the internal message board to the leadership, but the advertisement is not necessarily disseminated in any other way to police officers. Leaders choose a pool of applicants to be sent for screening. It is at this stage that there are reports of unfairness in the selection process. The commanding officers in the districts may have a bias in their selection process. Deployed personnel were more likely to have exchanged a favour in order to be deployed, but the percentage of men and women who report this is very low (2%). Once the UN makes the final selection, however, individual police officers thought the process was fair.

### There is perceived unfairness in the deployment process by women

About 29% of women thought the selection process was fair, whereas 43% of men thought that the process was fair. More people thought the process was unfair. 56% of women thought the process was unfair and 48% of men thought the process was unfair. About 22% of the total sample (18% men and 26% women) reported that there was gender discrimination against women and in favour of men in the selection process. This was expressed through peace operation supervisors or home supervisors not suggesting women due to a belief they were not capable or strong enough.

## Those that drop out after being selected

### The deployment wait-period is long

Most men and women wait 4-12 months to deploy. Men are more likely to wait one year to be deployed, whereas women are more likely to wait 4-6 months. Police officers have complained that this wait period causes problems for them, and sometimes they have to withdraw their application. Senior officials often mentioned delayed deployments as an impediment, stating that police officers' deployments which are approved often expire.



# BARRIER 3: Deployment criteria

HIGH

The deployment criteria (structural) barrier examines whether women can meet the requirements for deployment to the same extent as men.

Zambia does not have its own criteria for deployments outside of the UN criteria. However, the standards for deployment are not clear among the police. When UN personnel come to assess the applicants for different positions, they assess them based on language competence (English/French); driving skills; shooting skills; and computer competence. Yet, there are more requirements listed than these four, which are less well known.

### Box 1: Requirements for deployment

For Individual Police Officer (IPO) UN or regional deployments	For professional deployments
<ul style="list-style-type: none"> <li>Minimum of five years of experience or above (both);<sup>12</sup> two years (AU)</li> <li>No criminal record (both)</li> <li>No disciplinary charge (both)</li> <li>Valid driver’s license (one for a manual-gear four-wheel drive sports car within the year) and pass a driving exam (both)</li> <li>Valid national passport (both)</li> <li>Medically fit (both)</li> <li>Language – reading, writing, speaking and comprehension (both)</li> <li>Rank Constable to Deputy Commissioner eligible (ZPS)</li> <li>Small arms testing (both)</li> <li>Computer literacy (both)</li> <li>Age limit: 55; minimum age: 25 (UN)</li> </ul>	<ul style="list-style-type: none"> <li>Academic qualifications (university degree) (UN)</li> <li>Rank (Inspector to Commissioner) (UN)</li> <li>Minimum of five years in police service (UN)</li> <li>Language in English and/or French – exam depends on peace operation (UN)</li> <li>Computer literacy – exam depends on peace operation (UN)</li> </ul>

## 1 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### Senior leaders are not that knowledgeable about the criteria

One of the questions in the elite interviews asked about the criteria necessary for deployment. Senior officers gave many different answers ranging from age to driving vehicles, and many others. If senior leaders are unaware of the criteria and they are providing information to the rank and file, then there might be a high level of misinformation about the criteria.

### Lack of clarity on requirements

Despite the standardized criteria for deployment, there is still some misunderstanding among police officers, both men and women, about what criteria are needed to deploy. The common understanding among the survey respondents was that a driver’s test, written exam, medical exam, physical fitness, small arms test, and disciplinary record were all required. However, there are misconceptions about rank, driving, medical exams, recommendation and permission from supervisor, character test and passports.

## Women have a disadvantage for some eligibility criteria

22% of women and 52% of men in the survey believed that a woman's main challenge was the inability to meet the deployment requirements.

### Computer skills

Women are less likely to receive computer training. Computer skills were ranked in the top three skills needed for peace operations among men, women, and deployed personnel. And, 78% of men and women thought that computer skills were very important for the peace operation. Currently, ZPS does not train anyone in computer skills, does not have a lab, and there is no formal instruction.

### Driving skills

Driving is also a requirement. In the past, female officers had challenges with the driving component of the exam. More men than women drive in Zambia, which means that women have a disadvantage when it comes to meeting this requirement. 77% of police listed this skill as very important. Women may be more familiar with automatic vehicles – while men can meet four-wheel driving standards.

### Medical fitness

Medical fitness is a requirement. All those who are selected for deployment must have a health check-up and pass the exam. Women and men appear to have the same experience with the medical tests, but women undergo an additional pregnancy test.

### Small arms and tactical skills

Small arms and tactical tests are sometimes a necessary criterion for IPO deployments. Moreover, there is a preference for police officers with years of operational experience (Special Weapons and Tactics (SWAT)/rapid response, traffic, investigations, public order, patrol/calls for service, public order). In every division, there is a standby team (crime squad and rapid response teams with representation of women). Last year, the ZPS trained more women in public order maintenance than men. While the ZPS does have a high number of women in these units, it is important to make sure that training on firearms is available to both men and women outside that unit. It is also important to note that deployed personnel did not list this as a top skill needed for peace operations. About 69% listed it as very important.

### Passport

Senior officials stated that having a valid passport is a criterion albeit an informal one for deployment. They believe that most police officers do not have valid passports.

### French language

There is also a language requirement. French is required for deployment to French-speaking countries. The lack of French is a barrier for both men and women. About 74% of survey respondents listed French as very important and 89% listed English as very important to the success of peace operations. French is also an important language to learn because of Zambia's border with the Democratic Republic of the Congo (DRC), where French is spoken.

### The Police Academy curriculum does not prepare police officers for deployment

The police academy does not provide police officers with the skills necessary for peace operations such as language and computer training.

## Mismatch between what is needed on the peace operation and the criteria

Criteria don't match what is needed on the ground for which women have an advantage 

When asking police officers who have deployed what the number one important skill is for deployment, both men and women have cited communication and conflict resolution skills.

Yet, it is not a criterion for deployment for the UN nor for Zambia.<sup>13</sup> Women may be disproportionately skilled in these areas due to their life experiences, which equalizes their opportunity for deployment if some of the other skills remain a requirement (i.e. driving or computer) for which they have a disadvantage.



## BARRIER 4: Household constraints HIGH

*The household constraints (structural) barrier explores whether having young children, elderly parents or other family obligations poses a barrier to women deploying to peace operations. It also assesses whether there is social stigma against women who might deploy.*

### 1 | GOOD PRACTICES

Care capacity at home 

It is the norm in Zambia for extended family to provide childcare during UN deployments. Nearly 86% of participants agreed that they had family/extended family who can take care of the household while they deploy on peace operations. It is also common for all ranks to have nannies, maids, and other household staff. As such, Zambians do appear to have adequate abilities for family and/or maids/nannies to take care of children while one parent deploys.

### 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

#### Family visitation and time off

Family visitation opportunities are rare 

One of the main barriers for participation may be that women tend to have a disproportionate obligation in the household. Deployments disrupt their obligations at home. Yet, some deployments are more flexible than others. Family deployments, for example, are only possible for professional deployments in New York, Addis Ababa, or Italy. However, professional deployments are very few.

There are no misconceptions about vacation time during peace operation deployments. About 98% of respondents said that deployed personnel are allowed to take vacation/holiday to visit their family, but they knew that they are not subsidized by the government. They were also not aware of any childcare/family subsidies for personnel that deploy. Thus, the main barrier is structural and not perception.

<sup>13</sup> A part of the language competency for IPOs assesses ability to read, write reports, and listen. But, formal communication skills are not a requirement.

## Care capacity at home

### Stay at home fathers are rare

43% of women said that they are the primary caregiver for children and only 4% of the women said that the father is the primary caregiver. About 45% of women said that both mother and father are the primary caregivers. This means that women may not feel comfortable leaving children with their husbands because the husbands are not the primary caregiver or are used to the duties being split.

## Maternal/paternal leave

### The current paternal policy leave does not help women's careers

According to our sample, about 71% of women have taken maternal leave whereas 25% of men have taken paternal leave. The leave policy affects women and men's ability to deploy. Given that about a third of policewomen are married to police officers, if adequate paternal leave is provided, women may be able to deploy when their children are younger (similar to men) if men take paternal leave after women (or when the child is young if they are able to stagger the care).

### Mandatory leave could put women behind in their careers

Women are required to take five months paid leave from the time of delivery of the baby, which may cause them to fall behind in their career. Women are not allowed to participate in in-service training during this time. 34% of women reported that they missed out on opportunities because of taking leave (including maternity leave, family leave, and elderly care leave), compared to 22% of men who took paternity, family, or elderly care leave.

### Women are less likely to participate in in-service training

Men were twice as likely to participate in in-service training. About 54% of women have participated in in-service training, whereas 80% of men have participated in in-service. This means that women are missing out on training opportunities. Men have participated in two in-service trainings on average, whereas women have only participated in one.

### Most police officers don't know about paternal leave policies

Men are much less likely to take their leave and often are not aware of it. Most respondents were not aware of paid paternal leave. Only 17% of men were aware and 21% of women were aware of paternal leave. Police officers ask for leave by submitting medical records to prove that a child is born. They receive their salary during the leave, but no additional compensation.

### Many police officers are not aware of maternal leave

About 36% of women stated they have not heard about the maternal leave policy and 22% of men stated they had not heard about it.

## Childcare at police

### There are no childcare facilities for the police

The police do not have childcare facilities at any police facility. Moreover, police officers do not have access to national childcare. The locations with the highest number of policewomen with children include: Lusaka, Copperbelt, and then Central.

## Timing of deployments

### Women prefer to deploy when they are younger

Because the procedure for police deployments requires an application process, individuals must choose to deploy as opposed to being deployed with a contingent. In general, it appears that women would prefer to deploy when they are younger as it is easier for them, but deployment opportunities tend to happen later on in their career.

In general, most start deployment when they are at the Inspector rank. The average age when police officers first deploy is 36, with no difference in the average between men and women. Yet, both men and women think the ideal age for deployment should be 26 and that Constables should be able to deploy.

## Permission

### Women more likely to face social stigma and need permission from family to deploy

Respondents stated that women are more likely than men to face social stigma for going on a peace operation. About 38% of women thought that women receive a lot of stigma. 58% of respondents thought that men needed permission from their wives and 65% thought that a woman needed permission from their husbands. Moreover 28% of respondents thought that men should have a final say in all decisions in the household. This means that some women face household and community pressure to not deploy.

### Women less likely to approach supervisors about household issues

Only 47% of women were very willing to approach their supervisors about family issues compared to 58% of men. This means that women keep burdens that they are facing at home to themselves and might be less likely to ask for time off or leave.

## BARRIER 5: Peace operations infrastructure LOW

*The peace operations infrastructure (structural) barrier assesses whether the lack of adequate equipment and infrastructure prevents women from deploying to peace operations.*

### 1 | GOOD PRACTICES

#### Men and women have adequate uniforms and gear

Surveyed men and women have indicated they receive the items that they need for deployment, including UN uniforms specifically designed for men and for women.

#### Barracks appear to be safe for women

Women tended to think that barracks are safe. They could lock their doors when deployed. About 98% of women said they could lock their doors, whereas 89% of men said they could.

#### Men and women say they have access to healthcare

In general, there are no complaints about access to medical services during deployments. About 98% of survey respondents said that they have access to adequate healthcare while on peace operations and 67% said they had access to adequate mental health. Female doctors and nurses do not deploy with contingents. However, women have access to UN doctors who provide Obstetric and Gynaecologic (OB/GYN) care while on peace operation. During and after induction the UN provides awareness on access to reproductive care, as well as contraceptives for both male and female officers.



## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### Facilities and infrastructure

**There is no training centre for peace operations nor scholarships to attend other training centres like the one in South Africa** 

There is no national training centre for peace operation deployment for the police. There is also no scholarship opportunity for police officers to attend the Peace Operations Training Institute. While there is an Individual E-Learning for Peacekeepers from Zambia (IELP Zambia) through the Institute, the process is not transparent and in-person learning is preferred. Only 24% of the sample said they had received international training, women being less likely (20%) than men (28%) to receive international training.

**Bathroom facilities for women are not adequate during deployments** 

There are bathrooms built for both men and women during deployments in the barracks. However, women were less likely to think the bathroom facilities were adequate. About 76% of men and women said that bathroom facilities were adequate.

**Barracks are not always available for women during deployments** 

There are not always barracks for men and women. In some cases, situations arise where men live in the same barracks as women while maintaining separate usage of bathrooms. About 21% said that the sleeping quarters were not adequate, but responses varied by gender. About 25% of women said that the sleeping quarters while on peace operation are not adequate, whereas 19% of men said they were not adequate.

**Senior police officers believe that the quality of uniforms and equipment is low** 

Some senior police officers stated that Zambia's equipment is not adequate. They believe that police officers in peace operations develop an inferiority complex because they compare their equipment with that of other countries. They believe this is because the UN does not have one standard for all countries. Here, there appears to be a discrepancy between officers' views and survey respondents who mostly thought that equipment and infrastructure were adequate. One reason for this discrepancy is that ZPS used to send personnel to colder locations such as Kosovo. They did not have winter gear. This means that if peace operations are in different climates, then the ZPS does not have adequate uniforms and equipment.

### Access to services

**Women lack access to some reproductive needs** 

Birth control pills are provided at UN hospitals or women bring them from Zambia. Women were less likely to have access to birth control and protection from sexual transmitted infections (46%), whereas 72% of men said they had. Women's lack of access could be due to the stigma of requesting reproductive care or not knowing how to ask for it.

Only 10% of women said they were provided adequate sanitary products. It is not the practice of the UN or ZPS to provide sanitary pads. Rather, women are expected to purchase the pads out of their daily allowance. However, the ZPS has not done a gender disaggregated needs assessment to understand what the gendered needs of men and women are (e.g. razors for men, and sanitary products for women). They could use such an assessment when putting a budget together for the UN. Allowance is based on the peace operation and should take into consideration the gendered needs of men and women.



## BARRIER 6: Negative experiences LOW

*The negative experiences (cultural) barrier assesses whether women who deploy decide not to re-deploy – or discourage others from deploying – because of negative experiences in peace operation, including those that prevent them from participating meaningfully in the peace operation.*

### 1 | GOOD PRACTICES

About 13% of the sample said they did not face any problems in the peace operation (12% of women and 14% of men). This means that 87% of men and women did experience some kind of problem. Despite these problems, however, the overwhelming majority of respondents (99%) said they wanted to deploy to a peace operation. And, there is no statistically significant effect between experiencing problems and wanting to redeploy.

#### Positive experiences for women

##### Women engage in social activities while on peace operation

Women were more likely to say that they engage in social activities on a daily basis than men. About 16% of women engage in social activities daily whereas 11% of men do. About 31% of women engage in social activities once a week and 19% of men engaged in social activity once a week.

##### Women participate in networking and group mentorship while in the peace operation

About 73% of deployed women engage in women’s networking, mentorship program while they are in the peace operation.

##### Women and men think their role matches their skills

A high percentage of men and women think that the roles they played in the peace operation matched their skills, with around 93% of men and women believing this.

##### The majority of police officers feel prepared for the job

About 59% of survey respondents stated that they felt very prepared for the peace operation, and another 30% said that they felt prepared. Only about 10% of police officers said they felt unprepared. However, there were 6% of women that felt very unprepared.

### 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

#### What are the major problems during deployments?

##### Men and women faced problems with food/hygiene, homesickness, unsafety, and other peacekeepers

The biggest challenges for men and women on peace operations was food and hygiene (76%), followed by homesickness (57%).<sup>14</sup> Next, problems with unsafety in the country (48%) was listed as a major problem, followed by problems with peacekeepers from other countries (25%).<sup>15</sup> Women were not any more or less likely to have differing views.

<sup>14</sup> 65% of women stating this as a major problem and 54% of men stated it was a major problem.

<sup>15</sup> Of the problems, the least problematic were with payment, crime, and discomfort with the job.

### Women face harassment while in the peace operation

Women (35%) were more likely than men (29%) to think that women were the topic of jokes on peace operations.<sup>16</sup> Other topics about which jokes are made on peace operations include physical appearance (37% thought so), nationality (34% thought so), and age (33% thought so).

Women were more likely than men to experience or hear about unwanted texts, receive criticism for not fulfilling family duties, and experience name calling. Finally, only 20% of women said that they had not experienced any harassment compared to 36% of men.

### Women face more difficulty transitioning back from deployments

About 47% of police officers said that they had no problems when they returned from the peace operation. But the majority did face problems. These included: boredom, missing out on career opportunities, problems with wanting to redeploy, problems with friends, problems with family members, and problems with personal relationships.

Women were more likely to have problems with family members, particularly their spouses, face more social stigma for deploying, and were more likely to experience rumours when they returned. They were also more likely to experience a divorce upon return (3%), whereas less than 1% of men experienced a divorce.

### There is no interview of peacekeepers when they return to understand their experience

Currently, the UN/AU Directorate does not conduct interviews before and after police return to learn about their experiences. These interviews could be used to update pre-deployment training and to set correct expectations of the peace operation.

## How do police officers overcome challenges?

### Men rely on informal help with transition whereas women rely on formal help with transition

Women were also more likely to say that the UN helped them transition back into the home country (98% of women compared to 71% of men). This is likely the United Nations Police (UNPOL) women's network, which stays in touch with women after they return. Men were much more likely to say that family helped them transition. About 22% of men said this, as opposed to 2% of women. Men were also much more likely to say that friends helped them transition (14%).

A number of senior officials suggested integrating financial literacy into the reintegration training. This was suggested in view of the observation that some officers whilst in the peace operation and upon return do not properly invest their money and end up becoming broke which tends to impact negatively on themselves and their families.

## How much do negative experiences affect deployment decisions?

### Negative experiences in the peace operation affect few women and men from deploying/redeploying

About 43% of police said they have heard about men and women having a negative experience during peace operation deployments, but only 11% of men and 13% of women said that hearing about these stories affected their decision to deploy or redeploy.

At the same time, about 9% of women applied because they heard their colleagues had a good experience. This suggests that positive experiences can encourage deployments as much as negative experiences can prevent individuals from deploying.

<sup>16</sup> Note that, due to social desirability bias, we do not explicitly ask whether someone was sexually harassed, but rather use a common battery of questions that include examples of harassment.



## BARRIER 7: Career value MEDIUM

The career value (structural) barrier measures whether peace operations help the careers of police officers. This, in turn, affects whether or not men and women are likely to deploy and redeploy. Women who have deployed may choose not to redeploy as it is not advantageous to their career prospects.

### 1 | GOOD PRACTICES

#### Women's contributions are appreciated

Women's contributions to peace operations are highlighted at the national level

There are many high-profile women who have served as peacekeepers. These include, but are not limited to, Susan Malundu-Assistant Commissioner of Police; Joyce Kasosa-Commissioner of Police (retired); Ms Janet Sakala (late); Ms Nancy Chingaibe-Senior Assistant Commissioner (retired); Ms Jean Wanki-Senior Assistant Commissioner (retired). All these women have contributed to reforms within the ZPS to encourage more women to participate in peace operations. For example, Jean Wanki was the first female senior police officer within the ZPS and also the first female officer to participate in a UN peace operation. Another example is that of Joyce Kasosa who was the first female director of the UN/AU Directorate.

### 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

#### Does peace operation deployment help police officers' career?

Participation in peace operations is not considered for promotion

In Zambia, participation in peace operations does not advance the career of police officers as it does not factor into promotion.

Police officers are ambivalent about whether participation in peace operations helps one's career

Most personnel do not think that participation in peace operations greatly helps advance their career. The majority of men and women (62%) said that peace operations somewhat help their career. Of those that applied to peace operations, 43% did so because they thought it would help their career.

There is some awareness that participation in peace operations does not help with achieving rank. Only about 16% said that it helped them rise in rank.

Peace operation participation leads men to think they missed out on career advancing opportunities.

Men were more likely to say that they missed out on career advancing opportunities. Only about 6% of women said that peace operation participation led them to miss out on career advancing opportunities, whereas 14% of men said this. This means that men may be more likely to know that peace operation participation does not necessarily help their careers whereas women do not.

There is no system for UN-assessments to be integrated into national promotion systems

Currently, the UN reports that assess peacekeepers are returned to the UN/AU Directorate, and the Inspector General of Police sometimes sees these reports, but they are not formally integrated into the structure for promotion.

## The national importance of peace operations

### Peace operations are not a part of the national dialogue

Peace operations are not a part of the national dialogue. Police officers do not receive any special honours for participating in a peace operation. The country does not have a national peace operation day. Unlike, the military, the ZPS do not have a ceremony every year for those that have returned.

However, there is a monument dedicated to Zambia police peacekeepers who lost their lives while serving in peace operations which is at the police headquarters. There are also positive stories about peace operations in internal police communications; peace operations are featured in police newsletters; and they do features in police magazines, and on national radios as well as other forms of communication.

### Peace operations are not a major part of national security

Peace operations are not a part of the national security strategy. And participation in UN peace operations is not a priority for national security. Zambia takes into consideration its own national security interests first before participating in the UN peace operations. For now, peace operations are seen to be contributing to national security as opposed to competing with it as Zambia has not had a situation where Zambia's IPOs have been recalled for national security concerns. This could be re-framed because Zambia is close to the border with the DRC and conflicts can spread.

### Peace operations are not a major priority for the police

Within the police, peace operations are not necessarily seen as a priority. Some senior officials stated that it is a struggle to get peace operations to be a priority for the ZPS.

### The majority of peacekeepers are not granted recognition upon return

Only 45% of police officers said that the police granted them recognition for their deployment. Only about 7% said the government more broadly recognized their deployment, and only 9% said their community recognized their deployment. About 36% said they did not receive recognition in any way.

## The personal importance of peace operations

### Peace operation participation is not perceived as a major goal in life

Peace operation was ranked last in terms of it being the most important personal event, after marriage, children, rising in rank, and getting a job.



# BARRIER 8: Top-down leadership

LOW

*The top-down leadership (structural) barrier explores whether the lack of political will among those in influential positions prevents more women from deploying and from participating meaningfully in peace operations.*

## 1 | GOOD PRACTICES

### Commitment to gender mainstreaming

#### Senior leaders are aware of gender mainstreaming

Senior police officers have taken gender courses. There is gender mainstreaming training for senior police officers. Approximately 100 leaders have taken such courses. However, neither senior nor mid-level police leaders have gender coaches (a good practice used in Sweden and Montenegro, for example<sup>17</sup>).

Additionally, senior leaders do make public statements about the importance of gender mainstreaming. At official speeches, and public gatherings and commanders' conferences, leaders mention gender mainstreaming. For example, at the ZPS Annual Ball on 10th January, 2020 the Inspector General of Police committed the service to increase the number of women officers in positions of influence or senior rank as a mean to gender mainstreaming. He is quoted as saying "in response to your directive to continue working towards gender mainstreaming, I would like to report that, we have begun working towards achieving equal participation of both male and female officers at all levels so as to enhance capacity building and attain equity and equality with the Police Service."<sup>18</sup>

Moreover, 91% of police officers are aware of a gender advisor or division within the police. Those that have deployed are more likely (95%) to have this knowledge than those who have not (88%).

#### There is a process for disciplining sexual exploitation and abuse (SEA)

Senior police leaders have shamed and disciplined authors of sexual exploitation and abuse. When officers have been sent back home, they have been given a second chance to exculpate themselves. Administrative measures have been undertaken against officers that have engaged in sexual violations. It is public knowledge within the police. Officers are given a second chance because when an officer is accused of sexual exploitation a Board of Inquiry is constituted where an officer is given an opportunity to exonerate himself or herself. The Board of Inquiry has an average of five ZPS senior officers. Depending on the gravity of the SEA the ZPS would employ a variety of disciplinary measures which may include reduction in rank, removal from position of appointment, sent on forced leave for a reasonable time to reflect, and in the worst case expelled from the institution. However, this rarely happens.

<sup>17</sup> The Swedish Gender Coach Programme involved matching senior officials, including some from the police and armed forces, with an expert gender coach, usually a senior figure from government agencies, civil society, the private sector or academia. The two would meet at regular intervals where the coach would support the senior official in implementing a personal action plan related to gender equality, which was often aligned with institutional commitments in the national action plan on UNSCR 1325. Those receiving coaching would also meet as a group, and sometimes attend additional training seminars and workshops. The programme aims to enable leaders to better implement a gender perspective in their work and fulfil their organization's national obligations on gender. See Levesque, Nathaly and Maka Petriashvili, "Mentoring and Coaching" in PfPC SSRWG and EDWG, Handbook on Teaching Gender in the Military (Geneva: DCAF and PfPC, 2016), pp. 189 – 2015 at pp. 202-3, available at: <https://www.dcaf.ch/teaching-gender-military-handbook>

<sup>18</sup> Extract of the Speech by the Inspector General of Police during the 2019 Annual Ball Held on 10th January, 2020

## Commitment to female ratio balancing

### The Zambia Police Service has a commitment to female ratio balancing

The country has a Gender Equality Policy where matters of increasing female peacekeepers in the police are addressed. In addition, the ZPS has demonstrated its commitment through its participation in international programmes such as the Elsie Initiative programme for increasing women in peace operations. Through Zambia's Gender Policy, the target is 30% of female representation in the institution.

### The Zambia Police Service has a number of high-profile female role models

There are female role models in the ZPS. These include Susan Malundu-Assistant Commissioner of Police; Joyce Kasosa-Commissioner of Police (retired); Ms Janet Sakala; Ms Nancy Chingaipe-Senior Assistant Commissioner; Ms Jean Wanki-Senior Assistant Commissioner. Susan Malundu is still serving in the Service.

### There are also many men who have been important allies for women's advancement in the ZPS

Men have been important allies for women in the ZPS. They have pushed gender mainstreaming activities, promoted women's advancement, promoted women for training and development, supported the creation of the Police Women Network (PWN), took up issues related to equal accommodation for women and men, equal distribution of food, and access to healthcare, among others. Currently, this type of work is not recognized by the ZPS.

## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### National frameworks

#### Gender is not mainstreamed into national security

The National Gender Policy is not incorporated into the national security strategy.

#### Zambia does not have a National Action Plan on UNSCR 1325

Currently, Zambia does not have a National Action Plan on UNSCR 1325. This is reflected in police personnel's minimal knowledge about the subject. Only 35% said they had heard of UNSCR 1325, with the majority of these coming from those who have deployed. About 60% of those who have deployed had knowledge about UNSCR 1325, but only 18% of those who had not deployed had knowledge of it. Moreover, in both cases, only half the respondents who claimed to have knowledge on UNSCR 1325 were correct in describing central components of UNSCR 1325. This means there is still little knowledge about the 1325 framework.

#### There is a procedure for sexual exploitation and abuse, but no legal framework

The Mission Standard Operating Procedure underlines a zero-tolerance policy for men and women against SEA. Yet, Zambia does not have a national legal framework for addressing SEA.

The official policy for SEA for Zambia is for survivors to complain through the Conduct and Discipline Unit (CDU). In addition, Zambia relies on the Office for Internal Oversight Services (OIOS), the Ethics Office, and the UN Ombudsman to provide assistance. Each team in the peace operation is led by a contingent commander who updates the leadership back home through official and unofficial means of what is happening in the peace operation.

## Training and Dissemination

### Gender is not a part of the Police Academy curriculum

The Police Academy does not have gender training, which includes harassment, discrimination, bullying, or implicit bias, among other practical modules. It is in the process of being developed. Half of police personnel had not received gender training (only 48%). And, only 31% said that they received gender training as a part of the pre-deployment training.

### The police do not have gender tools/toolkits

Only 41% of police officers have seen gender tools or gender toolkits, but the ZPS is not aware of a toolkit, which means that this sensitization is coming from peace operations. Indeed, the majority of these (60%) came from those who have deployed to a peace operation, suggesting that police officers are learning about gender for the first time during deployment.

### Police leaders are not promoting gender trainings among the younger rank and file

Only 16% of police officers have had a superior reach out to them about a training on gender. Supervisors were more likely to reach out to women (20%) than men (11%). However, gender training should not only be promoted to women.

## BARRIER 9: Gender roles MEDIUM

*The gender roles (cultural) barrier explores whether the prevalence of gender stereotypes and discriminatory attitudes influences the number of women deploying and their ability to meaningfully participate in peace operations. We assess this by looking at the degree to which women and men hold traditional roles and views about the roles that men and women play in society. We also assess the degree to which a gender protection norm exists in the institution. This means we assess whether men and women continue to feel that women must be protected from danger.*

### 1 | GOOD PRACTICES

#### Gender stereotypes

##### Women serve as detectives and in tactical operations

Within Zambia, women are not prevented from participating in tactical operations (SWAT/rapid response). There are no bans on women participating in tactical operations. Within the police force, 87% of men and 91% of women agree that women are capable of tactical operations. Women also serve as detectives.

##### Women drive vehicles

It is very common for women in the country to drive vehicles, but women are still less likely to be trained in the driving skills necessary for deployment.<sup>19</sup>

##### There are no sex discrimination cases in Zambia

There are no sex discrimination cases in the country that apply to the police.

19 A driving license for a manual-gear four-wheel drive sports car within the year.



## Gender protection norm

### Within Zambia, there are no travel restrictions

Within Zambia, women can travel unaccompanied in the country. They do not have any travel restrictions.

### Men and women deploy to the same types of peace operations

In Zambia, men and women are deployed to the same peace operations without segregation. Currently, Zambian men and women are deploying to the following peace operations: United Nations Mission in South Sudan (UNMISS); United Nations-African Union Hybrid Operation in Darfur (UNAMID). High ranking officials in the police stated in elite interviews that it was important to send women to Muslim countries, in particular because men cannot interact with local women. One senior officer said, “women are also trained just like men so they can be deployed.”

Yet it is important to note that some senior officials did not think that women should deploy to dangerous locations. One official said, “Because I am told that some peace operations are quite dangerous and they are usually, there is too much of killing, so I would prefer that maybe, we send them [women] where we feel the danger is there but not very much.”

## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### Gender stereotypes

#### In peace operations, women engage in gendered roles

Zambian IPOs have participated in the following community engagements: cooking, cleaning, sewing, playing games, childcare and teaching. Through women’s networks at the local level, female Zambian police officers have worked locally with women. For example, in South Sudan and Sudan, women IPOs are involved in cooking, cleaning, sewing, playing games and teaching.

In peace operations, women were also much more likely to serve as the gender focal point/gender advisor on peace operations. About 73% of women had served as a gender focal point/gender advisor whereas only 30% of men had served in such roles.

#### There are gender stereotypes about who should respond to different incidents in a peace operation

Survey respondents appeared to use gender stereotypes to decide whether male or female peacekeepers should respond to different situations and security events in a peace operation.

Police officers were more likely to think that female peacekeepers should have the responsibility to engage with women/children in conflict zones.

About 55% of the survey sample believe that male peacekeepers should train the local police, 14% believe that women should train the local police, and 31% believe that both male and female police should train the local police.

About 66% of police officers believe that male peacekeepers should respond to riots, 6% believe that female peacekeepers should respond to riots, and 27% believe that both male and female police officers should respond.

About 69% of respondents stated that male peacekeepers should respond to a bomb threat, 7% said that females should respond to a bomb threat, and 25% said both male and female peacekeepers should respond to a bomb threat.

Women were more likely than men to say that female peacekeepers should respond to training local police, riots, and responding to a bomb threat.

Finally, respondents were overwhelmingly more likely to say that women should type situation reports (71%) and only 4% of respondents said that male peacekeepers should type situation reports. 25% said that both male and female police officers should type situation reports.

### Female police officers have internalized gender stereotypes

Importantly, women are just as likely to hold stereotypical views about gender roles as men, suggesting that they have internalized gender stereotypes. For example, about 72% of women said that only women should type situation reports and 70% of men said this.

## Gender protection norm

### Women's mobility restricted during the peace operations

Officially, the rules and regulations are the same for men and women.<sup>20</sup> However, these rules may vary depending on the peace operation. For example, UNAMIL did not allow women to stay outside the camp.

About 82% of women stated that they could not leave the base or compound whenever they wanted compared to 75% of men. This means that there is a small discrepancy between men and women when it comes to mobility. Moreover, about 12% of women did not have access to a vehicle when they wanted, compared to 3% of men.

These views were confirmed during the elite interviews, when high ranking officials said things like, “women will not go to dangerous places.”



## BARRIER 10: Social exclusion

LOW

*The social exclusion (cultural) barrier explores whether in-group / out-group mentalities cause women to be marginalised, ostracized, denigrated, harassed or attacked thus preventing them from deploying or participating meaningfully in peace operations. It is a cultural measure that explores the negative ways that male group cohesion forms. We assess this by looking at the levels of harassment and violence in the institutions and sanctions against them, as well as healthy and unhealthy ways of creating cohesion.*

### 1 | GOOD PRACTICES

#### Sexual harassment

Sexual harassment is any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature, or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. While typically involving a pattern of behaviour, it can take the form of a single incident. Sexual harassment may occur between persons of the opposite or same sex. Both males and females can be either the victims or the offenders.<sup>21</sup>

UN Women

The ZPS defines sexual harassment as “unwelcomed remarks and touching of the opposite sex,” suggesting that a broader definition might be more appropriate.

<sup>20</sup> The rules include, but are not limited to, ability to drive in all circumstances, wear ID and blue items at all times.

<sup>21</sup> See, UN Women, “Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority”, 2013, available at: [www.un.org/womenwatch/uncooperation/antiharassment.html](http://www.un.org/womenwatch/uncooperation/antiharassment.html) (accessed 3 March 2020)

### **There is a formal complaint system for sexual harassment**

There is a formal complaint system for sexual harassment for both male and female police officers. The ombudsman or the integrity committee was formed in 2006. The internal complaint system has been there since the formation of the ZPS. There is also a code of ethics and conduct that police are expected to follow.

### **No major scandals**

There have not been any scandals related to degrading women nor other groups of people in the ZPS.

## **Social Cohesion**

Social cohesion refers to the bonds of friendship, caring, and closeness among members of a group, such as police officers, including whether those officers enjoy spending time with one another, like each other's company, and feel emotionally bonded with each other. Social cohesion may promote increased dedication to the police, improved capacity for joint actions, and increased investment in police colleagues. However, high levels of social cohesion can decrease the effectiveness of the police by leading to excessive socializing, decreased respect, insubordination, and group-think. Instead, police culture may also promote the relatively similar goal of task cohesion that refers to when police officers share a common goal and are motivated to work together as a team to achieve that goal, regardless of social differences.

We measured how close police officers felt with each other. About 65% of police officers said that the police are more like a family than civilians, suggesting that they feel a sense of comradeship and cohesion. But there is room for improvement in strategies that are implemented to create healthy social bonds and cohesion in groups.

### **Men and women frequently interact with one another**

There is also joint training between men and women. Men and women sometimes share the same barracks.

The majority of police officers believe that men and women should train together, but women are less likely to think this. About 78% of men said that training should be joint, but 65% of women thought it should.

### **Sports are used to create social cohesion, but women are slightly more likely to be left out**

One healthy way to create cohesion is through sports teams. ZPS includes sports activities that are used for bonding. These include football, rugby, running, chess, and sports day.

About 99% of police officers said that the ZPS organizes team sports among units/divisions. Both men and women participate in these sports activities. Of the respondents, 95% had participated in sports activities, but women were less likely to participate. Other possible activities that women could participate in are aerobics, dance, or salsa.

### **Peace operations have a socializing affect**

Interestingly, deployed personnel were much less likely to hold exclusionary views about women. This suggests that peace operations might change patriarchal norms. This is an added benefit for increasing contributions to peace operations.

## 2 | MAJOR CONTRIBUTING FACTORS TO THE BARRIER

### Sexual harassment

#### There is no official harassment policy or whistle blower policy

Zambia does not have an official sexual harassment policy for the police. Although Zambia as a whole has a policy and Act on whistleblowing, the ZPS does not have a written policy on the whistle-blowers and protecting whistle-blowers for the police.

#### Harassment is a problem for both men and women, but more so for women

There is evidence of sexual harassment in the police, which seems to affect women more. ZPS is currently working on the development of a sexual harassment policy.

### Social cohesion

#### Some bonding activities are negative

Just like in any police service, some informal activities within the ZPS exist that may risk fostering unhealthy ties.

# 04

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## Conclusions

## CONCLUSIONS:

# Suggested recommendations to leverage opportunities and overcome barriers

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## SUMMARY

ZPS has a good size eligible pool of applicants, which means that the lack of parity in deployments is a result of other barriers. The assessment has found that deployment selection (Barrier 2), deployment criteria (Barrier 3), and household constraints (Barrier 4) play a major role in preventing women from deploying. There appears to be inconsistency in how information about deployments is transmitted as well as what the message conveys. Women are also disadvantaged in the criteria required for peace operations. Finally, women face constraints at home and in the community that play a role in their decision-making process. In addition, that peace operations do not advance the careers of police officers (Barrier 7) plays a role in inhibiting the deployment of both men and women.

The assessment largely matches the perceptions of police officers themselves. Survey respondents stated that the main impediment to women's participation was related to the household, criteria, and discrimination, and a lack of interest and confidence. Between the two cultural barriers (Barriers 9 and 10), we did find some evidence that personnel may hold discriminatory views. This was particularly reflected in views about the roles men and women should play in peace operations. Survey respondents' answers differed when asked about the main challenges to men's participation. They were more likely to suggest a lack of information and that the selection process was unfair. Thus, even police personnel recognize that men and women face different challenges.

Senior police officers who were interviewed had a wide range of views about barriers. These included: lack of driving skills (as well as other skills), a lack of confidence, household issues, travel to take exams, difficulty of peace operations, equipment and uniform, fear of failing, a small eligible pool, host country culture, and fear of sexual abuse. The broad range of views suggests that this assessment was needed because different senior officials have varying views about barriers.

## BEST PRACTICES TO CONSOLIDATE AND SCALE UP

ZPS has a number of best practices that can be scaled up. In particular, they have deep pool of women that are ready to deploy. This indicates that practices such as targeted recruitment drives and the implementation of quotas, as well as the provision of skills training for all personnel, are effective in enhancing women's participation at all levels.

Moreover, women (and men) in the ZPS face few negative experiences when on peace operation. The majority felt that they were very well prepared for the peace operation, suggesting that Zambia's pre-deployment training could be a model.

There is leadership on this issue within the government and in the ZPS. Zambia increased the number of women in its police force earlier than most countries, highlights their important contributions in police and in peace operations, and has instituted a series of gender reforms that make it a model. The leadership is cognizant of and committed to gender mainstreaming and gender equality. This commitment is necessary for further change and progress.

Other good practices that could be reproduced in other institutions and TPCCs include:

- Implementing a standardized system for allocating personnel calls across the country that is considered as fair and transparent;
- Care capacity at home related to the extended family system;
- The guaranteed provision of adequate uniforms and gears, safety on site, and adequate healthcare for men and women on peace operation;
- The provision of positive outlets to create comradeship and solidarity within the police, such as mixed sports teams or joint trainings.

## MAIN RECOMMENDATIONS TO OVERCOME THE BARRIERS

### At the institution level

- Increase the skillset of men and women in the Zambia Police Service to reflect the broad needs of the service and peace operations. This includes training in the skillsets that are necessary for deployments and making those skills necessary criteria for deployment.
- Develop policy frameworks that address selection/recruitment, information dissemination, criteria, standards, code of conduct, professionalization networks, harassment, and complaints mechanism.
- Develop a public relations strategy that ensures internal and external communications of opportunities, but also that prepares families and communities for deployment and return and highlights the importance of the ZPS's participation in peace operations.

### At the national level

- Develop a public relations strategy for peace operations. This means increasing the prominence of peace operations at the national level by nationally recognizing and honouring those who have been on peace operations, or a national peace operation day, and highlighting that this is a role for men and women as a particular message.
- Develop a national peace operations training centre or give scholarships to go to the Peace Operations Training Institute in South Africa or other centres. This could even serve as a training of trainers.
- Provide childcare services at the Police Headquarters and Training Academy, which requires sustained funding by the government.

## TOPICS FOR FURTHER INVESTIGATION

### TOPIC 1: Why have the number of women in leadership roles decreased?

- There are several reasons for why there may be fewer women in leadership positions. First, high rank women may have retired or quit the police. Second, women may not be getting promoted at the same rate as men.
- This research can be done internally by the ZPS by looking at whether senior women have left the police. They can also assess whether qualified women are being turned down from roles by assessing pairs of men and women who have similar backgrounds and seeing why some men and women are being promoted while others are not.

### TOPIC 2: Do women want in-service training while they are on leave?

- Women may not take advantage of in-service training if it is offered. Thus, it is important to do an internal survey to better understand their preferences.
- This research would involve an internal survey that could be conducted by ZPS or a series of small focus groups with women around the country

### **TOPIC 3: Do men want extended paternal leave time? Would they take it?**

- One suggestion is to increase and sequence paternal leave policies. But, it is possible that men would not take advantage of such opportunities. More research is needed to understand their preferences around leave policies and to create awareness around such leave policies.
- This research would involve an internal survey that could be conducted by ZPS or a series of small focus groups with men around the country.

### **TOPIC 4: What are the gender specific needs of men and women when they deploy?**

- Men and women may have specific needs for items when they deploy (i.e. sanitary pads versus razors). The ZPS could conduct a needs assessment to better understand the daily allowance that they need for their personnel
- Research is needed to establish why a minority of women feel unprepared for peace operations.
- This research involves conducting interviews with deployed personnel (men and women) who have returned.

### **TOPIC 5: Why are women not getting deployment extensions?**

- There are several reasons for why women may not be getting extensions. First, there may be political issues in peace operations that prevent women from being offered extensions. Second, it is possible that women are not asking for extensions. And finally, Zambian policies may prevent women from taking extensions.
- This research would involve in-depth interviews with women who have received extensions and women who have not. It could be done internally or by an external Zambian organization.



# ANNEX

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## Recommendations per barrier



## BARRIER 1: Eligible pool

LOW

**RECOMMENDATION 1.1** Zambia could engage in skillset training that meet the criteria for PSOs (and support the professionalization of ZPS). (Integrate into PSO Policy Framework – see recommendation 1.4) Training topics would include:

- Computer, Language, Driving, and Shooting;
- Specialized skills for Professional and IPO deployments (SGBV, investigations, conflict resolution/de-escalation, specialized civilian protection child protection, human trafficking, risk reduction/prevention, counter-terrorism, cyber-crime).

**RECOMMENDATION 1.2**

- i. Conduct a survey of women (and men) on whether they would like in-service training during maternity/paternity/medical leave,
- ii. Based on demand, make training opportunities available to all personnel, particularly women, while on leave (medical, paternity, maternity – pending medical fitness clearance).

**RECOMMENDATION 1.3** Consider an infrastructure and equipment assessment to determine needs. Think about general improvements for both men and women for barracks and equipment. Ensure that all women have uniforms, gear, and equipment designed for women (particularly paramilitary, mobile units and other formations).

**RECOMMENDATION 1.4** Consider developing a PSO Policy Framework to include deployment and redeployment. The policy should aim to facilitate both the identification and capacitation of new individuals for deployment as well as the efficient and effective use of currently qualified and experienced ZPS personnel for redeployment.

**AREA FOR FURTHER RESEARCH 1.1** Investigate why there has been a drop in women's leadership positions and reverse trend. Conduct interviews with recently retired ZPS women, standardize exit interviews with men and women who leave the ZPS, and interview women and men in leadership and mid-management.

**AREA FOR FURTHER RESEARCH 1.2** Conduct an institutional climate survey<sup>22</sup> to identify morale levels of the police.

**AREA FOR FURTHER RESEARCH 1.3** Identify why women are in the ZPS for a shorter period than men. Survey men and women who have recently left the ZPS. Standardize exit interviews for all personnel leaving the ZPS before retirement.

**AREA FOR FURTHER RESEARCH 1.4** UN should identify why women are not as likely as men to be given extensions in PSOs – even after making a request.

<sup>22</sup> For more information, see, for example, Crompvoets, Samantha, Gender-responsive organizational climate assessment in armed forces (Geneva: DCAF, 2019) available at: <https://www.dcaf.ch/gender-responsive-organizational-climate-assessment-armed-forces> (accessed 3 March 2020)



## BARRIER 2: Deployment selection

HIGH

**RECOMMENDATION 2.1** Outreach and awareness campaigns and information about PSOs should include the benefits of applying such as new skills, international exposure, helping survivors of conflict and visually showcase women and men in PSOs.

**RECOMMENDATION 2.2** Capacitate and fund the Police Women's Network and use this network to formally provide mentoring and coaching for women – consider a special committee on PSOs and international work to support women's participation in PSOs. Consider tapping the expertise and service of retired women with PSO experience.

**RECOMMENDATION 2.3** Complete the transition from analogue radio to digital radio communications in order to increase the effectiveness and speed of radio communications in rural areas and provinces far from the HQ.

**RECOMMENDATION 2.4** Consider additional methods of internal communication in order to ensure that all ZPS personnel are aware of PSO opportunities, deadlines, relevant exams, etc. This could include email networks, the Rough Book, WhatsApp groups, message boards... (Include within the PSO policy framework)

**RECOMMENDATION 2.5** Develop modules on PSOs for the police academy – either as a part of the basic police training or as an elective course. Consider in-service training on PSOs as well as briefings on PSOs (with a prioritization on division commanders). Aim to increase knowledge, awareness and interest in PSOs.

**RECOMMENDATION 2.6** Conduct a provincial pre-AMS exam in order to facilitate the participation of personnel from rural provinces. Budget for personnel to participate in the AMS exam at HQ.

**RECOMMENDATION 2.7** Provide provincial commissioners and command staff with a PSO information book outlining the different categories of deployment, associated tests, deployment criteria, timelines, expectations, etc.



## BARRIER 3: Deployment criteria

HIGH

**RECOMMENDATION 3.1** Develop a computer lab (starting at headquarters and expanding to the provincial level) so that ZPS personnel can develop computer skills for PSOs and the ZPS. Establish a policy for computer training that ensure equal and fair access and opportunities.

**RECOMMENDATION 3.2** Provide driving training on a standard vehicle to women and ensure that they have a valid driving license upon completion.

**RECOMMENDATION 3.3** Facilitate the ZPS personnel in obtaining a passport. Consider a service passport for those who meet the criteria for PSOs. Work with the passport office to facilitate applications in rural areas and renewal processes.

**RECOMMENDATION 3.4** Install language programs in the computer lab – consider a dual computer/language lab. Provide in-service time for individuals to participate in computer-based language training (English, French and sign language). For those individuals who complete and pass a minimum competency in the language lab (A1/A2) provide them with scholarships to the Alliance Française French language school in addition to in-service time. Link French language capacitation to national security demands – with DRC along the northern border and in conflict, it is in the interest of the ZPS and the Zambian Government to subsidize French language training for ZPS personnel.

**RECOMMENDATION 3.5** Prioritize conflict resolution, mediation and de-escalation skills as criteria for PSO deployment – link this to the creation of a specialized Formed Police Unit (FPU) focused on civilian protection and conflict resolution. Consider:

- Train the Trainer programme on conflict resolution and effective communication;
- Development of a specialized training module on conflict resolution and effective communication;
- Localize this training and root it in Zambian practices so that it can be used as an example for other African countries (i.e. how does the ZPS do conflict de-escalation in the country?).

**RECOMMENDATION 3.6** (UN and ZPS) Consider offering AMS testing on multiple days and provide a preparatory course in advance. AMS testing should avoid any kind of audience (police, family or otherwise) during testing processes. Consider separating ranks for AMS testing (supervisors should not have to take the exam with those they supervise and vice versa).



## BARRIER 4: Household constraints HIGH

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**RECOMMENDATION 4.1** Provide funds for women and men with small children to return home during PSO deployment. Consider a competitive application process and funding.

**RECOMMENDATION 4.2** Provide support services to spouses who are left behind during deployments on household management (whether men or women). Join this with an initial visit after deployment to identify needs and where support can be provided. This could be combined with or come out of chaplain services. Provide a follow-up visit after the deployed household members returns to again, identify needs and where support can be provided.

**RECOMMENDATION 4.3** Consider a pilot program to provide childcare services in the areas identified with the greatest need (Lusaka, Copper Belt Province, Central Province). This could include a nominal child-care facility along with professional childcare staff.

**RECOMMENDATION 4.4** Develop a strategy to target young officers for PSO deployment – men and women. The skills acquired on PSOs as well as the positive changes in attitudes and values mean that engaging younger officers will have longer benefits for the institution.

**RECOMMENDATION 4.5** Engage in targeted outreach and awareness public relations campaigns on PSOs – the importance of this international work for the national security of Zambia and the capacity building of ZPS personnel. Emphasize the importance of having both men and women to draw on, outline the value as well as the challenges associated with PSO deployment. Collaborate with community leaders directly using community services division and the AU/UN Directorate.

**RECOMMENDATION 4.7** Command staff and mid-management training should include communication, mentoring, and support – with a particular focus on how to provide specific support to meet the needs of individual officers, men and women. This might include harassment, discrimination, bullying and implicit bias training as a requirement for advancement within the chain of command.

**RECOMMENDATION 4.8** Conduct a survey of men (and women) in the ZPS about whether to increase the time of paternal leave and whether it should be staggered (after maternal leave).



## BARRIER 5: Peace operations infrastructure

LOW

**RECOMMENDATION 5.1** Develop a national training centre for peace operations for the police, or a scholarship fund for personnel to attend international PSO training.

- Review and update existing infrastructure needs at the Police College (59), Geoffrey Mukuma Paramilitary Training Centre (72), School of Public Order Maintenance (66)
- Computer/language lab
- Shooting range
- Driving course and standard vehicles
- Gym with a pool
- Library
- Role-play and scenario-based training facilities
- Medical clinic with mental health facilities
- Chaplain

**RECOMMENDATION 5.2** Resource training facilities with necessary equipment including:

- Computers and other teaching aids (projectors, screens, etc.)
- Forensic lab equipment
- Standard vehicles
- Ammunition and firearms
- Telecoms, radio
- Internet
- Resource library
- Gym with a swimming pool

**RECOMMENDATION 5.3** Build training capacity through the development of professional training staff and curricula:

- Regular train the trainer programmes and on-going training development
- Participant coursebooks
- Facilitator/trainer materials
- International exchange to continue development

**RECOMMENDATION 5.4** Needs assessment to identify the needs of men and women who are deployed in terms of basic needs (razors, sanitary products, etc.).

**RECOMMENDATION 5.5** Provide birth control and protection from sexually transmitted infections to men and women equally when they deploy.



## BARRIER 6: Negative experiences LOW

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**RECOMMENDATION 6.1** Set expectations for peace operation life during pre-deployment and in all training, in-service, briefings and outreach and awareness materials.

**RECOMMENDATION 6.2** (UN and ZPS) Provide relationships counselling services on maintaining their long-distance relationship before, during and after peace operation and following re-integration for both men and women who deploy and their partners (see also recommendation 4.2).

**RECOMMENDATION 6.3** Develop and implement a prevention policy for harassment, discrimination, and bullying including a complaints mechanism. Consider formal and informal procedures for reporting. The policy should include an outreach and awareness plan – policies that are unknown are not useful. Link this policy to the UN PSO peace operation policy and zero tolerance policy (link to PSO Policy Framework).

**RECOMMENDATION 6.4** (UN and ZPS) Develop formal programmes to help men and women transition back into the country. Tailor these programmes for men and women's differential needs. They should also include financial literacy.



## BARRIER 7: Career value MEDIUM

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**RECOMMENDATION 7.1** Identify a strategy to link PSOs deployment to career advancement - whether that is specific to new skills, leadership experience or something else. There is a value in PSO deployment, ZPS should attempt to capitalize on this value. Consider integrating PSO reports on individual police officers into promotions efforts in a standardized and transparent process. (PSO Policy Framework) – go a step further from the basic debrief process, in order to capitalize on their new skills and experiences.

**RECOMMENDATION 7.2** Increase the prominence of PSOs at the national level by nationally recognizing and honouring (annually) with a medal, those who have been on peace operations, or a national PSO day – conducted by the Inspector General of Police. Develop a public relations strategy for PSO deployment – including linking deployment to national security.



## BARRIER 8: Top-down leadership

LOW

**RECOMMENDATION 8.1** Incorporate the National Gender Policy into the national security strategy.

**RECOMMENDATION 8.2** Adopt a National Action Plan on UNSCR 1325. Increase training or awareness of UNSCR 1325 among police officers, with a particular focus on leadership.

**RECOMMENDATION 8.3** Consider creating a domestic legal framework for addressing SEA and link this to the international context and zero tolerance. (PSO Policy Framework)

**RECOMMENDATION 8.4** (UN and ZPS) Provide gender equality and gender mainstreaming training at the police academy and as a part of pre-deployment training. Ensure that the training is practical and relevant to policing. Avoid combining gender equality and gender mainstreaming training with SGBV response, investigation and prevention training.

**RECOMMENDATION 8.5** Consider developing a gender toolkit on the practical application of gender considerations in police strategy, operations and tactics (for PSOs and within ZPS). Use this toolkit at briefings and in-service trainings. Supervisor and command staff should promote the use of the toolkit and dissemination through briefings and in-service training. Collaborate with the Gender Unit and Community Services Division to both support development and implementation.

**RECOMMENDATION 8.6** Consider creating an annual or biennial award for gender equality champions – one man and one woman – for leadership/command staff.



## BARRIER 9: Gender roles

MEDIUM

**RECOMMENDATION 9.1** Capacitate both men and women to serve as Gender Focal Points in PSOs. Develop a Gender Focal Point training curriculum and consider offering a Training of Trainer course. Encourage men to serve in the role of Gender Focal Point – use the gender unit to promote this development.

**RECOMMENDATION 9.2** Develop a training module on implicit gender bias and provide this to command staff in particular. Consider including implicit gender bias training (as well as gender equality and gender mainstreaming training) in the basic police academy curriculum as well as the PSO modules.

**RECOMMENDATION 9.3** (UN) Ensure that women have equal access to vehicles as men in the context of PSO deployment.





## BARRIER 10: Social Exclusion

LOW

**RECOMMENDATION 10.1** Review the Whistleblower Act, identify whether it addresses various categories of whistleblowing, with relevant modifications in reporting lines and complaint mechanisms. For example, a financial integrity whistleblower complaint should be different than a sexual exploitation and abuse whistleblower complaint.

**RECOMMENDATION 10.2** Engage in a comprehensive review and update of ZPS policy frameworks. Identify missing policy frameworks as well as missing links between policy (for example, police standing orders, police code of conduct, specific stand-alone policies). This should include the development of a policy framework on PSOs.

**RECOMMENDATION 10.3** Actively promote positive bonding experiences for ZPS personnel using gender mainstreaming in order to also address negative bonding behaviour. Ensure that activities include those specifically interesting to women. Consider conducting a survey of women to find out what activities they prefer.



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