

**THE ROLES AND CHALLENGES OF WOMEN IN MALE DOMINATED
INSTITUTIONS: A CASE STUDY OF THE ZAMBIA POLICE 1947 to 2015.**

BY

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DECLARATION

I, Felistus Mangunga, hereby declare that this dissertation represents my own work and no other exact work has been submitted before at this or any other university. Where other people's work has been drawn upon, acknowledgements have duly been made.

Sign: _____ **Date:** _____

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APPROVAL

This dissertation of **Felistus Mangunga** is approved as fulfilling the partial requirements for the award of the degree of Master of Arts in History by the University of Zambia.

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ABSTRACT

This study examines the roles and challenges of women in male dominated institutions focusing on the case of Zambia Police from 1947 to 2015. The study argues that Zambia Police Service formerly known as Northern Rhodesia Police was formed in 1932 and at inception it only comprised men with no intentions of considering the inclusion of female Police officers. In 1947, the Force started employing clerks and African civilians that included twelve women. The female clerks and wives of the senior police officers helped the Force to search, guard and escort female offenders to their convenience rooms. They also came in handy when handling juvenile cases. The study further reveals that it was very important for the Force to consider the recruitment and training of female police officers and equip them with police skills as a pilot project. European women were first engaged and trained as police officers in 1955 and the African first females during 1958. The roles of these policewomen were mainly confined to clerical and administrative work and remained at the bottom rank as constables. They handled female and juvenile cases. The Force realised that the number of female offenders and juvenile cases was increasing tremendously which left it with no choice but to consider the inclusion of women and train them as police officers officially and on permanent basis. In 1966, the Force started official recruitment and training of policewomen on a permanent basis though they would not be eligible for promotion. Policewomen found it difficult to adapt to the work culture of men towards them as they were discriminated against in many ways. The policewomen were faced with a number of challenges and barriers that hindered their advancement and promotion in the police. However, after 1995 the Zambia Police Service underwent remarkable transformation that had a profound impact on roles and challenges of policewomen. This transformation led to the change of name from Police Force to Police Service because of many social units that were introduced. The social units such as Victim Support, School Liaison, Public Complaints Authority, Human Rights Commission and Police Chaplaincy transformed the Police into a service-oriented institution. The study also investigates the basis of the promotion and appointments of policewomen to key position in the Zambia Police between 1973 and 2015.

The study reveals that it took a number of recommendations and regional, local and international conventions on the elimination of the discrimination against women for the Zambia Police to start the appointment of policewomen to higher ranks. The study concluded that from 1958 to 2015, policewomen contributed to the maintenance of law and order in the country. Despite the challenges

they faced they were able to gain recognition and acceptance, and could be promoted to higher ranks. In 2011 and 2012, for first time in the history of Zambia Police the position of Deputy Inspector General of Police and Inspector General of Police were occupied by policewomen respectively.

KEY WORDS: Male domination, Discrimination, Societal core values, Sexual Harassment, Marginalised, Gender, roles and challenges.

DEDICATION

To God where my strength comes from be the glory. To my father, Anderson D. Mangunga, my mother, Rosemary N. Mangunga, my husband, Warence Kaluba, my children, siblings and all the brave policewomen in Zambia.

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ABBREVIATIONS

ACP	Assistant Commission of Police
A/SUPT	Assistant Superintendent
ATM	Automated Teller Machine
AU	African Union
BPFA	Beijing Platform for Action
BSA. Co.	British South African Company
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
COMPOL	Commissioner of Police
CONT	Constable
C/INSP	Chief Inspector
CMR	Civil Military Relation
DEC	Drug Enforcement Commission
EST	Established
FEMNET	African Women's Development and Communication Network
GIDD	Gender in Development Division
I.G	Inspector General
INGEPOL	Inspector General of Police
INSP	Inspector
INSTRAW	Research and Training Institution for the Advancement of Women
ILO	International Labour Organisations
ITUC	International Trade Union Confederation
NAZ	National Archives of Zambia

NGOCC	Non- Governmental Organisations Coordinating Council
NPF	Nigerian Police Force
OAU	Organisation of African Unity
SACP	Senior Assistant Commissioner of Police
SADC	Southern Africa Development Conference
SGT	Sergeant
SAP	South African Police
SARPCCO	Southern African Regional Police Chief Cooperation Organisations
SDGD	SADC protocol on Gender and Development
SGBV	Sexual and Gender Based Violence
SUPT	Superintendent
S/SUPT	Senior Superintendent
STR	Strength
UDI	Unilateral Declaration of Independence
UN	United Nations
UNZA	University of Zambia
W/COMPOL	Woman Commission of Police
W/INSP	Woman Inspector
W/C/INSP	Woman Chief Inspector
W/SGT	Woman Sergeant
ZMWLG	Zambia National Women's Lobby Group

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CHAPTER ONE

INTRODUCTION AND HISTORICAL BACKGROUND

1.0 Introduction

The expansion of contemporary professional policing in the nineteenth century in the world was an extremely important social innovation, but one that did not include women. The inclusion of women into traditional and male dominated institutions was opposed, resisted and undermined by policy and law makers in the world. The entry and expansion of women in professional policing was generally aggressively opposed by police administrators and government officials. The presumed masculine domination nature of police work and inherent traits was reinforced by authoritative stereotypes. Policing was seen as requiring symbolic authority and physical force that only male officers could exert.¹ However, there were a number of factors that influenced the consideration of inclusion of women in policing in the world though it was done gradually.

Female police officers were first included and appointed in a pinch of locations in the early decades of the twentieth century in Europe and United States of America. Further expansion occurred during the First World War, largely due to labour shortages. Recruitment and appointments continued on a piece-meal basis as the century progressed, and often comparatively late. In Eire, for example, the first women police were appointed in 1959, four decades later than the United Kingdom.² In 1883, Britain started employing women as visitors to visit female convicts and attend to their needs. Then in 1889, fourteen more women were engaged as police matrons who took over from the wives of police officers. Their work was to handle and search female and child offenders while in police custody and during court sessions. In 1921, Britain started recruiting and training women as police officers. It is important to note that even then women were not given full powers and responsibilities as police officers until 1934 after a long period of struggle that was characterized by a series of inquiries, commissions, conventions and legislation.³ It took a considerably long time for women to be recruited as police officers because their roles were not defined and were not seen fit to do the work that male police officers were doing.

¹ J. Brown and F. Heidensohn, *Gender and Policing: Comparative Perspectives* (Hound mills: Macmillan 2000), p.50.

² C. Clancy, "50 Years later: women in policing. Communiqué. December," *An Garda Sio'cha'na Journal*, 32, (2009), pp.22-28.

³ C. Emsley, *The English Police: A Political and Social History*, (London: Longman, 1996), pp.127-157.

In the United States of America, policing was initially a patriarchal domain. In 1910, USA, started employing women as police officers after various campaigns and demands from the public particularly the women. Martin and Jurik when assessing the status of women police in America argues that the inclusion of women in policing was resisted and undermined. They argue that it was fought more forcefully on lawful grounds and women campaigns through the movements. Women were unsworn, paid very little, without rank structure and restricted to their role as social workers.⁴ Similarly, in Germany, the effort to recruit women was driven by the fight for equal opportunities for women and the desire for the government administration that represents all sectors of the population, including women. Therefore, Germany started recruiting and training women as police officers in 1903. A social-work-oriented policing was established for women and this was fundamentally different from traditional police operations.⁵ Additionally, in Australia, women first entered professional policing in 1915 and by 1921 all the regions had women working as police officers. However, the first policewomen in Australia faced resistance from both men in the Police Force and the public in general.⁶

In African states, the police has been a male dominated institution and the recruitment of women was not a welcome move. This was because the role of women in the police were not defined and their inclusion was not seen to be relevant. In Nigeria, the police was a males-only sphere. Women were not allowed to join the Police Force and measures were put in place to prevent the recruitment of women in the Force. Obstacles to the advancement of female police officers included discriminatory language in documents and marriage bar in recruitment.⁷ In South Africa, the inclusion of women in the Police Force was first done in 1972. In that year, a training school was established in Pretoria and the government started recruiting and training women as police officers. However, their roles were confined to social work and were put on a different post structure. This meant that women were deployed on different conditions from men and competed for promotion

⁴ S. Martin and N. Jurik, *Doing Justice, Doing Gender: Women in Legal and Criminal Justice Occupation* (California: SAGE, 2007), PP. 72-81.

⁵ E. S. Fairchild, Women Police in Weimar: Professionalism Politics and Innovation in Police Organisations, *Law and Society Review*, Vol.21. No 3 (1987), p.378.

⁶ J. Brown and F. Heidensohn, *Gender and Policing: Comparative Perspectives*. (Hound mills: Macmillan, 2000), pp.22-30.

⁷ NPF/UNWOMEN/UNFPA, *For the Nigeria Police A Gender Policy Force*. (Abuja: United Nations, 2010), p.65

only among themselves.⁸ Likewise, in Zimbabwe policewomen were not recognized as potential and capable police officers. Therefore, they were denied promotion to higher ranks nor were they given challenging tasks such as street patrols and night duties.⁹

The early history of the Zambia Police is bound up with that of the Northern Rhodesia Regiment and early administration of the then Northern Rhodesia Police. In 1891 the charter of the British South African company was extended to give the company power to administer the areas lying north of the Zambezi. In the same year Sir Henry “Harry” Hamilton Johnston was appointed Imperial Commissioner, with headquarters in Nyasaland. In 1895 Nyasaland was separated from the area of the Charter Company’s activities in the Rhodesia. The mixed Forces (police and mobile unit) were withdrawn from Northern Rhodesia.¹⁰ Northern Rhodesia was then given separate powers to administer its own area including police and military duties. Therefore, in early colonial Zambia, according to Herbert Dowbiggin, the duties of the early Police Force were to combat the slave trade in order to create a conducive environment for commerce and missionary work. The Police also arrested and guarded African offenders in addition to providing security to the British South African Company tax collectors. The Police suppressed and prevented the outbreak of disorder among the natives. Therefore, only strong able bodied men were enlisted as police officers.¹¹ Mwansa and Mumba indicates that the Zambia Police Service, formerly Zambia Police Force was a model of the British policing system both in its form and content as it developed under the British law as Northern Rhodesia was a British colony.¹²

Before 1911, Northern Rhodesia was divided into two areas know as North Eastern Rhodesia and North Western Rhodesia with separate administrations, each being charged with maintaining law and order in their respective areas. In 1911 North Western and North Eastern Rhodesia were amalgamated. The amalgamation was also known as the North-Eastern Rhodesia Constabulary to form the Northern Rhodesia Police. The Northern Rhodesia Police was formed in 1912 and its

⁸ C.J. Morrison, “Towards Gender Equality in South African Policing,” unpublished paper, 2004, pp. 1-6.

⁹ United Nations, “Entity for Gender Equality and the Empowerment of Women in Zimbabwe,”^{24th} October 2011 available on line @<http://un.org/conferences/women>. (Retrieved on 24/03/2014)

¹⁰ H. Dowbiggin, “*Confidential Report on the Northern Rhodesia Police*,” (Lusaka : Govt. Printers, 1937), p. 50

¹¹ . Dowbiggin, “*Confidential Report on the Northern Rhodesia Police*,” p.50.

¹² T. K. Mwansa and J. A. Mumba, “Zambia Police and the changing society,” *Zango, Journal of contemporary issues*, University of Zambia, (1993), p.44.

¹² Mwansa and Mumba, “Zambia Police and the changing society,”²¹(11) (1997), pp. 48-60.

members were liable to perform civil or military duties.¹³ However, as time went on, the duties became more divided with certain sections performing military duties, whilst the other sections performed civil duties. Nevertheless, the section performing civil duties still came under the command of the army which seconded an officer to take charge of what became known as the “Town and District Police”.¹⁴

When the First World War, 1914-18, broke out, many of the officers were engaged on active war service in the Military Unit. After the war, with the increased settlement along the railway line and later with the industrial development on the Copperbelt, the need for improved policing became essential. As a result, after the war the nature of the policing required specialized officers to perform police duties and provide essential training.¹⁵ It was after the First World War that the need to separate the Police Force from the Military Unit arose. Consequently, in 1932 Captain P. R. Wardropper, was seconded from the Military Unit and appointed as the first Commissioner of Police and the Police Force became a separate entity. In 1932 the latter became the Northern Rhodesian Regiment and moved its headquarters to Lusaka and with its own legal status.¹⁶ Up to the time the Northern Rhodesia Police Force was separated from the Military Unit and at its inception into an independent unit, it was only composed of male police officers. Hopkins argues that the civilian police began in 1932 when the police was separated from the military with only seven superior officers (high ranked), 73 inspectors and 447 other officers in other ranks up to a constable.¹⁷

Furthermore, Chiputa explains how the colonial Police Force was detached from prisons. He states that as early as 1924 the prisons’ Board which had been inaugurated the previous year recommended full police responsibility over the Central prisons. The Board also urged the appointment of a chief inspector of prisons. These were preferred as an alternative to the setting up of a separate prisons department. As a result, the Attorney General surrendered the

¹³ Dowbiggin, “*Confidential Report on the Northern Rhodesia Police*,” p.50.

¹⁴ NAZ: Box 122 Shelf 18, F. A. Hopkins, *A History of Northern Rhodesia Police in the Great War 1914-1918* (1923), p. 1.

¹⁵ N. C. Rothman, “African Urban Development in the Colonial Period: A Study of Lusaka, 1905-1964,” PhD. Thesis, North Western University (1972), 51.

¹⁶ NAZ: Box 122 Shelf 18, F. A. Hopkins, pp.1-5.

¹⁷ NAZ: Box 122 Shelf 18, F. A. Hopkins, pp. 1-5.

administration of the central prisons to the police in 1924. However, due to inadequate funds, militarist backgrounds and lack of proper administration, the arrangement failed and in 1947 the prison was detached from the police.¹⁸

1.1 The Roles of Women in the Police 1947-1954

In 1932 a Civil Police Force was established under the Northern Rhodesia Police Ordinance. The Force was male dominated with no intentions of considering the inclusion of female Police officers. The establishment comprised 7 superior male police officers, 73 male inspectors and 447 male in other ranks.¹⁹ The Force was faced with a number of challenges that prevented its officers from performing their duties diligently. There was need for some support staff such as clerks and tailors. Therefore, in 1947 the Force decided to employ 14 European clerks and 22 African civilians.²⁰ In 1948, eighteen European clerks, 17 female and one male were employed.²¹ In the same year, the Force employed twenty five African civilians, 15 interpreters, ten tailors and boot printers. It was reported in the Northern Rhodesia Police Annual Report for 1948 that the services rendered by civilian employees, the female clerks and interpreters had profound effect on the efficiency of policemen release to active duties, otherwise, officers would be confined to clerical duties.²²

On many occasions the civilian staff tremendously contributed to the successful investigation of crime and other police operations.²³ The United Nations' report on Entity for Gender Equality and the Empowerment of Women in Zimbabwe, stressed that women in Zimbabwe were recruited in the Police Service early before 1980. Women were recruited in order for them to perform clerical and social work duties.²⁴ The Northern Rhodesia Force continued employing civilians as supporting staff that included women as clerks and tailors. In 1951 the number of European women clerks increased from 35 to 70 and 14 were female Africans.²⁵

¹⁸ E. K. Chiputa, "The Theory and Practice of Imprisonment in Northern Rhodesia," M. A. Dissertation, University of Zambia (1993), pp.1-53.

¹⁹ NAZ- BOX NO 124: 1966, D.C. Sadoki, *Report on the Rebirth of Zambia Police*, pp.3-6.

²⁰ NAZ - GOV ZAM, P7/058, *Northern Rhodesia Annual Report of the year 1947*, (Lusaka: Government. Printers, 1948), p.2.

²¹ NAZ GOV ZAM, P7/058 Northern Rhodesia Police: *Northern Rhodesia Police Annual Report*. (Lusaka: Government. Printers, 1949), p. 12.

²² Northern Rhodesia Police: *Annual Report for the year 1948*(Lusaka: Government. Printers, 1949), p. 4.

²³ NAZ GOV ZAM, P7/08 Northern Rhodesia Police: *Northern Rhodesia Police Annual Report of the year 1948* (Lusaka: Government. Printers, 1949), p.12

²⁴ United Nation, "Entity for Gender Equality and the Empowerment of Women in Zimbabwe,"

²⁵ Northern Rhodesia Police: *Annual Report for the year 1951*(Lusaka: Government. Printers, 1952), p. 1.

The table below shows the civilian staff establishment of the Force and the strength of clerks from 1951 to 1955.

TABLE 1: Civilian Staff Establishment and Strength of the Zambia Northern Police 1951 - 1955

YEAR	CATEGORY	ESTABLISHMENT	STRENGTH	DIFFERENCE
1951	European Female Clerks	35	34	01
	European Male Clerks	01	02	01
	African Clerks	14	47	33
1952	European Female Clerks	50	39	11
	European Male Clerks	03	04	00
	African Clerks	49	18	31
1953	European Female Clerks	51	79	00
	European Male Clerks	02	05	00
	African Clerks	15	18	00
1954	European Female Clerks	80	86	00
	European Male Clerks	02	01	01
	African Clerks	15	13	02
1955	European Female Clerks	81	93	00
	European Male Clerks	01	01	00
	African Clerks	15	14	01

SOURCE: NAZ- GOVT. ZAM, P7/058, *Northern Rhodesia Annual Reports* 1951 – 1955.

From the table above it is clear that women were engaged in the Force to work as clerical workers and initially only European women were enlisted.

The Force was faced with another very critical challenge that had to do with the female offenders and juveniles cases. They needed female hands in order to handle these cases successfully. With regard to searching of female offenders, the Force made it clear that when the person to be examined and searched was a woman, the search was to be done by another woman with firm regard for

decency.²⁶ This contention was reinforced in the Northern Rhodesia Police Basic training notes that clearly stated that female offenders were to be searched by only females and no male present. When females are detained in the cells, a woman should be present and the door should be double locked. One key should be with a woman acting as warden and one with the police officer on duty. It further explained that a female prisoner should not be escorted by a male police officer alone.²⁷ It was also clearly stated in the Zambia Police Instructions that:

When the person to be searched is a woman the search must be made by another woman with strict regard to decency. Female prisoners must never be searched by a man nor the presence of a man allowed whilst a woman is being searched. When a female is detained in the police cells a police woman should be responsible for her. If there is no police woman on the staff, then a police officer's wife must be found to search and look after her. No male person must enter a female's cell unless accompanied by female searcher.²⁸

In addition, the wives to officers in charge of police stations and senior police officers carried out duties of guarding female suspects in police custody without pay. When the detained female suspect complained of being sick or seemed to be unwell the senior police officers' wives visited the prison and escorted the female suspects to hospitals and rendered any assistance necessary. They would be in attendance when female prisoners took their meals and performed their ablutions. They were also present during the interrogation of female suspects and recording of statements.²⁹ As such, police officers' wives came in handy to perform the roles and duties of wardresses whenever possible and necessary. Furthermore, civilian women employed as clerks, interpreters, tailors and boot printers with the help of the policemen's wives were involved in the operations of finding lost and hunted person and adolescent offenders. They also helped children and the elderly to cross the roads. They in some cases performed roles such as taking reports in the cases of sexual offences, searching offenders and helped with finger printing and surveillance duties in the hospitals where women prisoners were admitted.³⁰ Wives of the police officers and female clerks were called upon to help police officers with the search and examination of female offenders and also to help during ceremonial duties. The help that was rendered was not paid for

²⁶ The Northern Rhodesia Police Hand Book (Lusaka: Government. Printers, 1954), p.45.

²⁷ The Northern Rhodesia Police Basic Training Notes (Lusaka: Government. Printers, 1960), p.13.

²⁸ Kasonde, *Zambia Police Instruction*, (Lusaka: Government Printers, 2010), pp.5-6.

²⁹ Kasonde, *Zambia Police Instruction* p.5.

³⁰ N. Allum, "Policewomen in the United Kingdom," *Nkhwazi Northern Rhodesia Police Magazine*, Vol.6:3 (1 December, 1958), p.25.

as it was not recognised as a very important duty of the Police Force.³¹ It was not safe for the untrained women to perform police duties because some female offenders were hard core criminals who needed to be handled by tough and trained police officers. There was need for the Police Force to consider the training of female police officers in order to enhance the effectiveness and success of police operations.³² This was evident in 1957 when there was disorderly conduct by some African National Congress (ANC) pickets at beer halls in Luanshya caused by serious disturbances at Mikomfwa and Roan Antelope Locations. The police officers were forced to use tear gas which led to the arrest of many Africans and among them were women. Therefore, these women offenders were handled by wives of police officers who were not trained.³³ The wives of senior police officers also performed ceremonial duties of the Police Force. Below is a picture showing Mrs Fforde, wife to the Commissioner of Police performing ceremonial duty as she shakes hands with Sergeant Mbuolo, before presenting the Captain of the Training School a cup.

Figure 1: Mrs Fforde, wife of the Commissioner of Police



Source: *Nkhwazi Northern Rhodesia Police Magazine*, Vol.6:3 (1 December, 1958), p .21.

1.2. Recruitment and Training of Policewomen 1955-1965

The Force started recruiting and training female police officers on a temporary basis in 1955. The Force realised the need to recruit and train women as uniformed police officers and was compelled

³¹ The Northern Rhodesia Police Hand Book (Lusaka: Govt. Printers, 1954), pp.45-46.

³² Interview with former Compol. Nellia Shibuyunji, Kafue, 21st April, 2014

³³ Northern Rhodesia Police Annual Report for the year 1957 (Lusaka: Govt. Printers, 1958), p.15.

to start including one or two women in a squad of men. The employment of policewomen as members of the regular Force was approved in January 1955 and the number sanctioned was increased from 7 to 24 in 1956 to provide for a complete and required establishment.³⁴ The Northern Rhodesia Annual Report for the year 1957 reported that European female officers were first engaged in 1955 and the African first female officers in 1958.³⁵ In 1957, the establishment for the Force was increased by 15 superior police officers and 92 European subordinate officers, including 12 policewomen.³⁶ The employment of female police officers continued in piece-meal and the establishment was increased to 32. The strength at the end of the year was 26, an increase of nine over the figure at the beginning of the year.³⁷ The recruitment and training of African women as Police officers was intrigued by the demand of African policemen to Africanise the Police Force and officers' ranks. In 1958, Miss Veronica Monica Changu became the first African woman constable.³⁸ Below is a picture of the first African Policewoman.

Figure 2: Veronica Monica Changu First African Policewoman



Source: *Nkhwazi Northern Rhodesia Police Magazine*, Vol.6:3 (1 December, 1958), p .21

Similarly, in Germany, the effort to recruit women was driven by the fight for equal opportunities for women and the desire for the government administration.³⁹ In the Northern Rhodesia Police

³⁴ Northern Rhodesia Police Annual Report for the year 1958 (Lusaka: Govt. Printers, 1959), p.3.

³⁵ Northern Rhodesia Police Annual Report for the year 1956 (Lusaka: Govt. Printers, 1957), p.14.

³⁶ Northern Rhodesia Police Annual Report for the year 1957, p.4.

³⁷ Northern Rhodesia Police Annual Report for the year 1957, p.14.

³⁸ Police Staff Writer, "Tracing Our Police Roots," *Nkhwazi Northern Rhodesia Police Magazine*, Vol.5:1 (1 April 1958) p.25.

³⁹ E. S. Fairchild, 'Women Police in Weimar: Professionalism Politics and Innovation in Police Organisations,' *Law and Society Review*, Vol.21. No 3 (1987), p.378.

female police officers were trained so as to equip them with police skills that they needed in order to handle female criminals and juvenile cases. Robertson noted that the simple training of policewomen undertaken with their male counterparts, had exceptional supplementary training to help them in dealing with women, children and youths.⁴⁰ It is important to note that the recruitment of these women was a pilot project. These women were employed on a temporary basis and were not to be promoted to any rank.⁴¹

One of the condition of service for the Force was that officers were to be confirmed before they could be promoted. This condition disadvantaged female police officers because they were never going to be promoted as they were employed on temporary terms.⁴² Robertson argued that in the United Kingdom, married women were accepted in the Police Force and eligible for promotion despite them not being in the permanent and pensionable establishment. He then recommended the matter in case of Northern Rhodesian Police for consideration in future.⁴³ His contention was supported by Allum who asserted that policewomen were officers in the fullest sense and as such they deserved to be employed on permanent basis and deployed to perform any form of duty. These women took the Constable's Oath and had the same power, ability and responsibilities as their male counterparts.⁴⁴ She further argued that uniform patrol was an important part of policewomen's work and they did not replace men on beats but supported them by focusing on work that men could not perform.⁴⁵ Martin and Jurik when assessing the status of women police officer in the United States of America, argued that the inclusion of women in policing was resisted and undermined. They argued that it was fought more forcefully on lawful grounds and women's campaigns. Women were unsworn, paid very little, without rank structure and restricted to their role as social workers.⁴⁶ Their assessment was supported by Gary Marshall who argued that the initial roles of female police officers in policing

⁴⁰ N. Allum, "Policewomen in the United Kingdom," *Nkhwazi Northern Rhodesia Police Magazine*, p.25.

⁴¹ P.A.P. Robertson, "Northern Rhodesia Report of African Commission of Inquiry," (Lusaka: Govt. Printers, 1957), p.52

⁴² Robertson, "Northern Rhodesia Report of African Commission of Inquiry," p.52.

⁴³ Robertson, "Northern Rhodesia Report of African Commission of Inquiry," pp.52-55.

⁴⁴ N. Allum, "Policewomen in the United Kingdom," *Nkhwazi Northern Rhodesia Police Magazine*, Vol.6:3 (1 December, 1958) p.25.

⁴⁵ N. Allum, "Policewomen in the United Kingdom," *Nkhwazi Northern Rhodesia Police Magazine*, Vol.6:3 (1 December, 1958) p.25

⁴⁶ S. Martin and N. Jurik, *Doing Justice, Doing Gender: Women in Legal and Criminal Justice Occupation* (California: SAGE, 2007), pp. 72-81.

was mainly administrative duties such as clerical work as they were not allowed to be involved in police field operations and patrols.⁴⁷

Hunt,⁴⁸ Brown and Heidensohn⁴⁹ explain that in Britain, the male monopoly on police work was supported by powerful stereotypes about the nature of police work and intrinsic gendered traits. Policing was seen as requiring symbolic authority and physical force that only males could exercise. These legends were enacted despite an inquiry in the 1970s and '80s showing that women police were as capable as men to execute police work, and generally better at conflict resolution. In line with these contentions, the United Nations Economic and Social Council prepared a preliminary draft on the status of women in 1954. The Council noted that in the legal system patriarchal dominance and power prevented women from engaging in independent work on a permanent basis and to be considered for promotion.⁵⁰ The Council recommended that member states should take all the necessary measures to ensure the rights of women in all work places were observed and respected.⁵¹ The action of the Council was based on the recommendations made by the Commission after considering a report of the Secretary General on the rights of women. The Council stressed the prevalence of equality in the legal capacity between men and women.⁵² It was then incumbent upon member states to ensure that the rights of women in the legal systems were observed and respected. In a letter dated 12th January, 1968 to the Permanent Secretary, Ministry of Foreign Affairs, the Ministry of Development Planning and National Guidance stated that Zambia had made progress towards the promotion of equality between men and women.⁵³ There was, however, enough room for development in the employment of women on a permanent basis with promotion. This action was meant to ensure security of tenure of women's jobs and allow them to go on maternity leave and be able to return to their jobs.⁵⁴ In this context, there was progress on the promotion of women police officers in the Force. The general policy of the Government to advance members of the African Civil Service who merited promotion on their ability was followed.⁵⁵ In 1958, the Force Promoted thirty

⁴⁷ G. Marshall, "*Barriers for Women in Law Enforcement*," MA Dissertation, Athabasca University, (2013), p. 7.

⁴⁸ Hunt, The logic of sexism among police, 3-30.

⁴⁹ Brown, and Heidensohn, *Gender and Policing*, pp. 22-30.

⁵⁰ NAZ- FA/I/187 LOC 521: United Nation Economic and Social Council, "Commission Report on the Status of Women," 12 January, 1968, PP.9-11.

⁵¹ NAZ- FA/I/187 LOC 521: United Nation Economic and Social Council, p.11.

⁵² NAZ- FA/I/187 LOC 521: United Nation Economic and Social Council, p.11.

⁵³ NAZ-FA/1/311 LOC 556: All African Women Conferences, "Letter From the Ministry of Development Planning and National Guidance to the Permanent Secretary Ministry of Foreign Affairs 4th July 1973, pp. 1-2.

⁵⁴ NAZ-FA/1/311 LOC 556: All African Women Conferences, pp.1-2.

⁵⁵ Northern Rhodesia Police Annual Report for the year 1960,(Lusaka: Govt. Printers, 1961),p.4

women constables to Women Assistant Inspectors. The number for the promotion of women police officers increased to forty in 1959 and then in 1960 it rose to 44.⁵⁶ The table below shows the establishment and strength of the Force from 1958 to 1960. Note that establishment means the required number and strength means the number available.

TABLE 2: Establishment of the Northern Rhodesia Police from 1958 to 1960

	1958		1959		1960	
CATEGORY	Establishment	Strength	Establishment	Strength	Establishment	Strength
Chief Inspectors (Policemen)	07	04	40	27	45	47
Inspectors/ Ass. (policemen)	646	502	682	615	761	682
Women Ass. Inspectors	40	30	40	38	48	44
Totals	693	536	762	680	855	733

SOURCE: *Northern Rhodesia Police Annual Report for the Year 1960*, (Lusaka: Govt. Printers, 1961), p.8.

From the table above it is clear that there were very few trained policewomen in the rank of Assistant Inspector under the police establishment of 40 and the strength in 1958 was 30 recording a short fall of 10 policewomen. The number increased in 1959 with the strength of 38 recording a shortfall of only 2 policewomen. In 1960 the Police establishment was increased to 48 and strength increased to 44 recording a shortfall of only 4. Therefore, it is clear that at all levels and throughout the 1958-1960 period there were mere shortfalls. Also, the percentage of Women Assistance Inspector was a mere pittance in all years.

In 1961, the formation of subservient women police officers was 48 and the strength at the end of the year was 41. Six officers were married, nine African women were attested during the year as women constables, on agreement for one year and were placed at Ndola, Lusaka, Broken Hill (Kabwe), Choma, Mongu, Riverside (Kitwe) and Mufulira stations⁵⁷ It is important to note that in 1961 there were no policewomen who were promoted to the rank of Woman Assistant Inspector

⁵⁶ Northern Rhodesia Police Annual Report for the year 1960, p.8.

⁵⁷ Northern Rhodesia Police Annual Report for the Year 1961, (Lusaka: Government, Printers, 1962), p .20.

though the establishment remained at 48. The strength was in fact reduced to 40 as compared to 44 in 1960.⁵⁸ The Force recorded 18 men and one woman who were recruited from outside the area during 1963 for direct promotion as Assistant inspector who underwent recruit training.⁵⁹ This meant that the woman joined the Force on a rank of Assistant Inspector instead of being a woman Constable. Five recruit subordinates police officer courses were completed during the year and seventy-four men and six women completed the training in 1963. In the same year, 17 other ranks recruits courses were completed during the year and 392 men and 14 women completed training. Nine men and two women failed to complete training for reasons of resignation and discharge.⁶⁰

The Northern Rhodesia Police Annual Report of 1963 stated that the establishment of female police officers in 1963 was 48 and the strength at the end was 27.⁶¹ This clearly indicates that there was a short fall of 20 policewomen. In 1964, there were no records of women recruits and promotion and in 1965 the establishment and strength reduced tremendously.⁶² The strength of subordinate women police officers at the end of 1965 was six and that of other ranks 20. All were stationed at the main centres along the line of rail.⁶³ The number of women recruits continued to decline as there were very few women who were interested to join the Force because of its male dominance, stereotyped and traditionally perceived as a job for men only. Gary Marshall further argues that female police officers were stereotyped by their male counterparts who believed that they were a weaker sex with weak emotions not acceptable in policing because of the pressure, danger and uncertainty the job presented.⁶⁴

It was evident that prior to 1966, the recruitment of women was not officially done, not advertised and the numbers were not specific. Two or three women would be included in the male squad and trained at the same time. After training the policewomen were assigned primarily to clerical, juvenile and female suspects, guard duties and other feminine work. They were not permitted to handle guns or perform patrol duties because they were not regarded as capable and experienced to perform general street patrols.⁶⁵ The Zambia Police started the official recruitment and training

⁵⁸ Northern Rhodesia Police Annual Report for the Year 1961, p.7.

⁵⁹ Northern Rhodesia Police Annual Report for the Year 1963, (Lusaka: Government, Printers, 1964), p.12.

⁶⁰ Northern Rhodesia Police Annual Report for the Year 1963, p.13.

⁶¹ Northern Rhodesia Police Annual Report for the Year 1963, p.19.

⁶² Northern Rhodesia Police Annual Report for the Year 1964, (Lusaka: Government, Printers, 1965), p.5.

⁶³ Northern Rhodesia Police Annual Report for the Year 1964, p.18.

⁶⁴ Marshall, "Barriers for Women in Law Enforcement," p.13.

⁶⁵ Northern Rhodesia Police Annual Report for the Year 1958 (Lusaka: Government. Printers, 1959), p.3.

of women as police officers in 1966.⁶⁶ To this end, it is against this background that the proposed study seeks to explore the roles and challenges that women in the Zambia Police faced between 1947 and 2015.

1.3. Statement of the Problem

Even in male dominated institutions, women play very important roles but face various challenges. Many scholars have focused their studies on how women have contributed to the political and economic development of Zambia from a gender, legal and historical perspective. Some scholars have focused their studies on the roles and challenges of men in the defense and security wings but none have focused directly on women's roles and challenges in the Zambia Police. Yet from 1955, the Northern Rhodesia Police has been recruiting and training women as police officers. This is an important area of academic research. This has left a gap in the social history of Zambia. It is therefore, for this reason that the study endeavours to fill this gap.

1.4. Objectives of the Study

The study has the following objectives:

1. To examine the roles and challenges of women in the Zambia Police.
2. To explore the transformation and restructuring of Zambia Police and its impact on the roles and challenges of policewomen.
3. To investigate the criteria used for the appointment of women police officers to high ranks in the Zambian Police.

1.5. Rationale

This study is an attempt to examine the roles and challenges of women in the Zambia Police between 1947 and 2015, a topic on which there is very little information. Apart from contributing to the literature of social history in Zambia, it is hoped that the study will encourage further research by historians and other researchers on the roles and challenges of women in male dominated institutions. The period 1947 was chosen as the starting point for this study because this was when the Northern Rhodesia Police started engaging women as support staff.

⁶⁶ Shipolo, "Gender Dimension of Police Officers, p. 47.

1.6. Literature Review

A review of available literature on the roles and challenges faced by women in male dominated institutions particularly the Zambian Police shows little information. Even then the few books, articles, journals, masters and doctoral dissertations available in the University of Zambia library, Zambia National and Police Archives have information that was useful to this study. Some works examine the role and challenges of policewomen in other countries such as United Kingdom, United States of America, Australia, Germany, Zimbabwe, Nigeria, South Africa just to mention a few. This information was helpful to this study. Other works have information on male dominated institutions, but they do not recognize or acknowledge the contribution made by women in the maintaining of law and order.

Susan Martin and Jurik argues that in the United States of America, the inclusion of women into conventionally male occupations has been opposed, resisted, and undermined wherever it has occurred. In many male dominated institutions, the inclusion of women has been more forcefully fought on lawful grounds. They observe that the ‘women police movement’ of the early-twentieth century was only successful in creating very small space for female officers by making their role an extension of social welfare work. Women police were often unsworn, appointed on lower pay rates, without any rank structure and a pension scheme and they were subject to dismissal if they married.⁶⁷ Their work suggests that the police service was purely composed of male police officers and women were only later recruited as social welfare workers without being attached to any legislative duties of policing. Martin and Jurik’s work is beneficial to this study because it has provided the study with detailed historical information on the inclusion of women in the police.

Works by Prenzler, Hunt, Brown and Heidensohn are very useful to this study in that they provide information on the entry and expansion of women police and how men monopolized police work. Prenzler states that in Australia, the entry and expansion of women police, was in general fiercely opposed by police managers and police union leaders. On the job, women were often undermined by colleagues’ lack of support, by sexual harassment, and by discrimination in deployment and

⁶⁷ S. Martin and N., Jurik, *Doing Justice, Doing Gender: Women in Legal and Criminal Justice Occupations*. (California: SAGE, 2007), pp.72-81.

promotion.⁶⁸ Their work is essential to this study in that it helps us to understand and compare the types of sexual harassment and discrimination in the deployment, work conditions and promotion of women police officers.

Hunt,⁶⁹ Brown and Heidensohn⁷⁰ explain that in Britain, the male monopoly on police work was supported by powerful stereotypes that focused on the nature of police work and intrinsic gendered traits. Policing was seen as requiring symbolic authority and physical force that only males could exercise. These views were propagated despite an inquiry in the 1970s and 1980s showing that women police were as capable as men to execute police work, and generally better at conflict resolution. This information is very beneficial to our study in that it provides historical information and reasons for the delay on the inclusion of women and recruitment in the police. Hunt further argues that although women have made considerable headway over the last ten years, available information suggests that women still faced barriers in gaining promotion to Sergeant Rank. The information also highlighted discrepancies in female representation in specialist roles such as firearms and carrying with it possible implications for lateral and upwards progression.⁷¹ Women also faced the challenges of their roles being considered not relevant to police work, hence no need was seen for their promotion to high ranks. This information is of great importance to this study as it explores the challenges that women in the Zambia Police faced when executing their police duties.

Brown and Heidensohn further state that in Britain from the 1970s, integration of women in the police was imposed by equal opportunity legislation, but females only quotas were frequently retained until police were forced to abandon them by litigation.⁷² Martin and Jurik further explain that legislation was then often undermined through the application of military-style obstacle course tests in recruitment and more delicate forms of discrimination on the job.⁷³ The law had to be amended in order to allow the inclusion of women in the police so that they could become police

⁶⁸ T. Prenzler, J. Fleming and A. L. King, "Gender equity in Australian and New Zealand policing: A five year review," *International Journal of Police Science and Management* 12, (2010), pp. 584-595.

⁶⁹ Hunt, The logic of sexism among police, 3-30.

⁷⁰ Brown, and Heidensohn, *Gender and Policing*, pp. 22-30.

⁷¹ Hunt, The logic of sexism among police, pp. 3-30.

⁷² Brown and Heidensohn, *Gender and Policing*, pp.22-30.

⁷³ Martin and Jurik, *Doing Justice, Doing Gender*, pp. 72-81.

officers and perform their duties diligently. This study is importance to this research as it examines the laws that prompted the inclusion of women in the police.

According to Schulz, in Australia, the first women professionals in law enforcement were considered unique and different from their male counterparts. People viewed them as social service workers rather than cops who brought a philosophy of social reform to law enforcement. Most of the police women of this era had at least bachelor's degree and background in social work, teaching or to a lesser degree in nursing. Many were also involved in the temperance movement or morality-based good government activities.⁷⁴ The author reveals the feminine roles that women played in the police in their early years. This was beneficial to our study as we examine the roles of women police officers.

Schulz further observes that the marginal position of women in the Police Force in Australia was reinforced by discrimination in promotion which contributed to the small number of women in the high ranks of the Force. Victoria Police unlawfully discriminates through legislation and policy against women which was contrary to Victoria Equal Opportunity Act of 1984.⁷⁵ This work is vital to this study in that it brings out the argument that bias against female applicants by male police officers took the form of discrimination in recruitment and promotion along with sexual harassment and unfair working conditions. The small number of female officers in the Australia police and in senior positions combined with the attitudes that underlay discrimination in recruitment and employment influenced the type of service that policewomen offered to the community. This study builds on these insights.

Prenzler and Sinclair state that in the United States of America law enforcement was strictly a man's job which was based on the military model, before the first police women were hired in 1910. Although women worked as matrons in women's prisons before they entered policing, in both cases women's entry into the field came through demands of other women from outside police

⁷⁴ D. M. Schulz, "Invisible No More: A Social History of Women in U.S. Policing," in B. R. Price, and N. J. Sokoloff (Eds.) *The Criminal Justice System and Women: Offenders, Victims, and Workers*. 2nd. Ed. (New York City: McGraw-Hill, Inc., 1995). pp. 372- 382.

⁷⁵ D. M. Schulz, "The police Matron Movement: Paving the Way for Policewomen," *A Journal of Police Studies*, 12(3) (1989), pp. 115-124.

departments.⁷⁶ This work is essential because it provides the historical background of the recruitment of women in the police service in the United States which will be used for comparison with the Zambia situation.

Schulz further argues that in the USA pioneering policewomen attached themselves to social work organizations and not those of law enforcement, and gained support from the growing women's clubs.⁷⁷ Similarly, Prenzler asserts that in Australia only a long and determined drive by women's organisations and interventions of the state's first woman Member of Parliament finally brought women into policing in Queensland.⁷⁸ This clearly indicates that it took women campaigns and state interventions for women's incorporation in the police force as law enforcers and patrollers.

Susan Martins' work focused on the evaluation of the barriers in the integration of officers in policing. Her study reveals that policemen in Australia resisted the inclusion of women in the Police Force because they stereotyped women to be weak and thought they could not handle physical and strenuous police work. They opposed their inclusion on patrols duties and night operations. Martin demonstrated how policewomen encountered interactional barriers and stereotyped images that marginalized them and clearly indicated that the inclusion in policing was not a welcome move.⁷⁹ This study builds on these insights.

Gary Marshall examines the barriers for women in law enforcement which reinforced Susan Martin's contention. Like Susan Martin, Marshall's study shows that the inclusion of women in policing was not a smooth one. Female officers faced a number of barriers that prevented their career advancement, appointments and promotions to higher ranks.⁸⁰ He further argued that male officers dominated the high ranks and prevented female officers from advancing in their police work. The under representation of policewomen in higher ranks was a clear indication that they

⁷⁶T. Prenzler and G. Sinclair, "The status of women police officers: An international review," *International Journal of Law, Crime and Justice* (2013), online <http://dx.doi.org/10.1016/j.ijlcj>. (Retrieved on 10/05/2016)

⁷⁷ Schulz, "The police Matron Movement: Paving the Way for Policewomen," pp. 115-124.

⁷⁸ T. Prenzler, Sex discrimination. In T., Prenzler, and J., Ransley, (Eds.), *Police Reform: Building Integrity* (Sydney: Federation Press, 2002), pp. 67-82.

⁷⁹ S E. Martin, *Doing Gender, Doing Police work: An Evaluation of the Barriers to the Integration of Women Officers*, A paper presented at the Australian Institution of Criminology Conference First Australian Women Conference, 1966. Pp.3-30.

⁸⁰ G. Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 5.

continued to struggle to attain their success and the progression was very slow in the male dominated institution.⁸¹ His study shows that despite some legislation and convention against the discrimination and for the emancipation of women, policewomen continued to face discrimination in police departments and sections. Policemen dominated these units with gender stereotypes and inferior attitudes towards policewomen making them uncomfortable to perform roles. Consequently, this led to slow progression and integration in policing mainly because of their male counterparts' negative work culture towards them. This study builds on these insights.⁸²

The study by Gayre Christie on the *Role of Male and Female in Policing* in Queensland is of great importance to this study. Christie argued that both policemen and women contributed to policing differently because of their disparities in attitudes, values, attributes and perception that had a greater impact on their work culture.⁸³ She further argues that policewomen have profoundly contributed to their achievements in policing because of their greater commitments to public and social services. Women are calmer and do not employ violence in their operations and duties compared to their male counterparts.⁸⁴ Her study reveals that policemen focused mainly on law enforcement, patrols, quenching riots and demonstrations whilst policewomen concentrated on service and community policing.⁸⁵ Her study is vital as it provides detailed information on the roles and challenges of policemen.

In Britain, women police officers were not appointed to high and key positions in the police until 1934, after a long period of struggle and various inquiries and commissions.⁸⁶ The assessment of the police service in the United Kingdom has found that the police service made substantial progress regarding women recruits. However, women were still under-represented in the high ranks, and the numbers of women officers were significantly lower than the wider population.⁸⁷ This work is of great value to this study because it provides information that fosters the

⁸¹ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, pp. 2-14.

⁸² Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, pp. 2- 14.

⁸³ G Christie, "The Police Role: Studies of Male and Female Police," PhD. Justice Studies Queensland University of Technology, 1996, pp.2-3.

⁸⁴ Christie, "The Police Role: Studies of Male and Female Police," pp.2-14

⁸⁵ Christie, "The Police Role: Studies of Male and Female Police," pp. 2-14.

⁸⁶ "Assessment of Women in the Police Service in the UK.," 24th February 2010 available on line @ http://library.npia.uk/docs/home_office/assessment-women-police-service.PDF. (Retrieved on 27/03/2016)

⁸⁷ "Assessment of Women in the Police Service in the UK.,"

examination of the credibility of the appointment and promotion of police women to key positions in the United Kingdom.

In Ireland, information shows that women's progression in various professions was slow, Bacik and Drew state that while women were entering legal studies in increasing numbers, they remained concentrated at the lower levels of practice in the police force.⁸⁸ In line with this, women police officers remained in lower ranks and were not engaged in any administrative work and police patrols. Therefore, it was very difficult for women officers to rise to higher ranks because they had no representation at higher levels and their roles as police officers were not recognized and appreciated. This is the focus of our study.

In South Africa women were enlisted into the police service for the first time on 1st January 1972 and on 1st March that year 102 women started their basic training at Pretoria. At that stage, there were more than fifty thousand policemen in the South African Police. These policewomen were on a different post structure with the policemen, which meant that policewomen had to compete with fellow women for promotion and not with policemen.⁸⁹ Promotion posts were allotted according to the numerical strength of policewomen, which in itself limited promotion possibilities for women. Morrison explains that, in 1989 the separate post structure system was cancelled and only one post structure remained for all police members. All limitations were lifted and the post structures opened up for women so policewomen were then able to apply for any position in the South African Police (SAP).⁹⁰ Morrison further explained that the Feminists formed the Women's National Coalition in 1992 in South Africa. This coalition consisted of 54 South African women's groups to ensure that women by law received equal rights in the new South Africa and were also awarded the same opportunities in the police service.⁹¹ Initially female officers were used in the uniformed branch in charge offices as investigators or as radio operators. SAP started employing women in the same capacity as men. O'Connor states that in South Africa the increased representation of women in policing, is almost certain to transform the rigid military climate of

⁸⁸ I. Bacik and E. Drew, "Struggling with Juggling and Work/ life balance in the legal Professions," *In women 's studies international forum*. vol.29 (2) 2006), pp.136-146.

⁸⁹ Morrison, "Towards Gender Equality," pp.1-6.

⁹⁰ Morrison, "Towards Gender Equality in South African Policing," unpublished paper, pp. 1-6

⁹¹ Morrison, "Towards Gender Equality in South African Policing," unpublished paper, p.2.

police agencies and hopefully they would make policing kinder, gentler, and more sensitive to individual rights.⁹² This information enabled the study to identify the factors that had an impact on the changing roles and challenges of policewomen in Zambia from 1947 to 2015. It further enhanced the investigation on the sincerity of women's promotion to key position in the police.

The Nigeria Police Force (NPF) provides almost no statistical data on the recruitment and progression of female officers. A Gender Policy for the Nigeria Police Force noted that the NPF was a patriarchal institution associated with insensitivity to female and juvenile victims of crime. Hindrances to the progression of female officers included biased language in the recruitment forms, a marriage bar in recruitment, restrictions in deployment to secretarial and social work roles, and a lack of gender-based statistics to guide fair administration.⁹³ This work is important to the study as it explores how women were discriminated against in terms of recruitment, deployment and how they were sexually harassed by their male counterparts.

Sylvester Habeenzu in his M.A. dissertation titled 'Property, Crime and the Police effort to control it,' mainly looked at crime and police efforts to control it. His study only focused on the efforts made by male Police officers and overlooked the fact that even women police officers played a very important role in the control of crime. Even then, this work is useful to this study in that it also provides the historical background of the Zambia Police.⁹⁴ Habeenzu argues that in the early 1930s, the Zambia Police Operation's origin was in the military for the police officers used to be recruited and trained by the military. The Commander of the Northern Rhodesia Army was also the Commissioner of Police.⁹⁵ Initially all senior officers were men with military experience and then in 1932 the Police Force, as an independent unit from the military started recruiting and training police officers for civil duties of the force.

⁹²M. T. O'Connor, *"On the beat: a woman's life in Garda Sióchana,"* (Dublin: Gill and Macmillan 2005), p.447.

⁹³ NPF/UNWOMEN/UNFPA, A Gender Policy for the Nigeria, p.65.

⁹⁴ Habeenzu, "Property Crime and the Police Efforts to Control It." pp.6-9.

⁹⁵ Habeenzu, "Property Crime and the Police Efforts to Control It,"p.44.

The work by B. J. Phiri on the ‘Impact of the Rhodesia Unilateral Declaration of Independence on Civil Military Relations in Zambia’ is another informative study. He argues that the Rhodesian UDI contributed to the enhancement of Civil-Military Relations (CMR) in Zambia by influencing both Zambia’s domestic and foreign policies. He further observes that in the response to the political, economic and military challenges, the civil authorities initiated several programmes which led to improved and harmonious CMR in the country. His main focus is on the historical studies of the civil military relations and defense in Zambia.⁹⁶ However, his work is vital to this study because it brings out the historical background of the military system under which the Zambia Police was administered.

In another study by Bizeck Phiri *Gender and Politics: The Zambia National Women’s Lobby Group in the 2001 Tripartite Elections* is very significant to this study as it provides information on how the Zambia National Women’s Lobby supported women in the 2001 election. He argued that during this period democracy was not guaranteed for equal representation in government and its principles were not applied to allow the equal participation of men and women in the elections.⁹⁷ His study reveals that the Zambia National Women’s Lobby (ZNWLG) mandate to lobby for women participation in the post-colonial political process was attributed to the concept of power which was the most influential aspect in the election. Women’s manifesto pursued to fight against the imbalances in the distribution of power and representation between men and women.⁹⁸ His study gave us an insight on the challenges that women faced in male dominated governance as they tried to fight against the imbalance representation of men and women in decision making positions.

Euston Chiputa’s study ‘The Theory and Practice of Imprisonment in Northern Rhodesia’ is important study because it brings out the historical background of what became the Zambia Police after independence. He examines the importance of prisons in line with the punishment and reform of offenders and how the colonial state extended its responsibility to make sure that the

⁹⁶ B. J. Phiri, “The Impact of the Rhodesia Unilateral Declaration of Independence on Civil Military Relations in Zambia, 1965-1980,” In Y. A. Chondoka, B. J. Phiri and C. M. Chabatama, (eds.) *Zambia Forty Years After Independence 1964-2004* (Lusaka: University of Zambia 2007), pp. 21-24.

⁹⁷ B. J. Phiri, “Gender and Politics: The Zambia ‘s Lobby Group in the 2001 Tripartite Elections,” In Giacomina Macola, Jan –Bart Gewald and Marja Hinfelaar, (eds.), *One Zambia Many Histories: Towards the History of Post-Colonial Zambia* (Leiden: Brill, 2008), pp. 259-262.

⁹⁸ Phiri, “Gender and Politics: The Zambia ‘s Lobby Group in the 2001 Tripartite Elections,” pp. 259-262.

aforementioned were attained. He explains how and why the function of imprisonment in Northern Rhodesia diverged from the conventional purpose to civil. He shows how the Police controlled the prisons and how they failed and could no longer be responsible for the prisons. He further explains how the colonial Police Force was detached from prisons. He states that as early as 1924 the prisons Board which had been inaugurated the previous year recommended full police responsibility over the Central Prisons. It also urged the appointment of a Chief Inspector of Prisons. These were preferred as an alternative to the setting up of a separate Prisons Department. As a result, the Attorney General surrendered the administration of the central prisons to the police in 1924. However, due to inadequate funds, militarist backgrounds and lack of proper administration the arrangement failed and in 1947 a separate prison administration was established.⁹⁹ Although the study does not highlight the roles and challenges of policewomen, it gives us an insight of the history of the Zambia Police.

Dorothy Mwansa's study examines gender and agriculture development in Zambia. Her study is vital to this study as it gives insights on the gender disparities in the distribution of resources in agriculture in Zambia. Mwansa argues that the policies that were introduced by the British South African Company restricted the beneficiary of agricultural training skills and knowledge to male farmers. Consequently this led to male dominance in the agriculture sector and female farmers were stereotyped and not regarded as farmers even when it was evident that they were the active players in farming activities.¹⁰⁰ She further contends that in the period 1961 to 1965, development plan was executed and its main focus was on the male farmers. The plan provided male farmers with farming skills and the women were given instructions in home craft, housekeeping and village hygiene. These instructions stereotyped women as inferior to men yet they were capable of farming and acquiring agriculture skills. Female farmers were discriminated against and excluded from benefiting African Agricultural Schemes.¹⁰¹ The study further demonstrates how the government addressed these gender imbalances in agriculture. This study builds on these insights.

⁹⁹ Chiputa, 'The Theory and Practice of Imprisonment in Northern Rhodesia,' pp.51-55.

¹⁰⁰ D. Mwansa, "Gender and Agriculture Development in Zambia," PhD. Dissertation, University of Zambia, (2017), pp. 111- 117.

¹⁰¹ Mwansa, " Gender and Agriculture Development in Zambia,"

Thokozile Shaba's study titled 'The Socia-Economic Impact of the Mushala Rebellion in North Western Province' is informative to the study. Although Thokozile Shaba placed very little interest on the roles that the policewomen played in the search for Mushala and his rebels, her study demonstrates how the three security wings worked tirelessly towards the arrest and killing of Mushala and his conspirators.¹⁰² She argued that the rebellion led to the displacement of families as a result of the kidnapping and abduction of children, men and women carried out by Mushala and his rebels. Her study further revealed that kidnapped men became his rebel soldiers while girls and women were married off to his conspirators.¹⁰³ The insights from this study formed a basis of the investigation of the roles and challenges of policewomen in the Zambia Police with particular attention to the Mushala rebellion.

Ng'andwe Kambafwile's work titled 'An Evaluation of the Extent to which the Law protects Women in Employment against Gender Discrimination *in Zambia*' is very significant to this study as it provides detailed information on the extent to which the Zambian law protects women. Kambafwile argued that the Zambian law on the discrimination of women in employment has not done much to emancipate women from unfair treatment and gender discrimination with regards to the promotion and appointments.¹⁰⁴ The women in male dominated institutions continued to suffer sexual advances, request for sexual favours and verbal or physical harassment of a sexual nature that includes abusive language and sexual remarks.¹⁰⁵ This study builds on these insights.

The works of Francis, Julius Sakala, Godrington Chabu, Pevious Chilansakwa, Chibuye Sandra, Michael Nkaka Mazyopa, Leonard Punza and William Ngwira from a legal perspective are very informative and beneficial to this study. Sakala's work on Women and Crime in Zambia brings out the historical background of women convicts. He argues that women convicts needed different treatment taking into account their biological make up. Some women were convicted with their babies and some would become pregnant and then there were other factors to be considered such

¹⁰² T. Shaba, "The Social – Economic Impact of the Mushala Rebellion in North Western Province of Zambia 1976-1990." M.A. Dissertation, University of Zambia, (2019), pp.83-93.

¹⁰³ Shaba, "The Social – Economic Impact of the Mushala Rebellion in North Western Province of Zambia 1076-1990."

¹⁰⁴ N.S. Kambafwile, "An Evaluation of the Extent to which the law Protects Women in Employment against Gender Discrimination in Zambia," MA. Dissertation, University of Zambia. 2011, p.10

¹⁰⁵ Kambafwile, "An Evaluation of the Extent to which the law Protects Women in Employment against Gender Discrimination in Zambia, pp. 19-22.

as menstruation.¹⁰⁶ It is prudent to mention that Julius Sakala' work acknowledges the fact that matters concerning women convict needed special attention which could only be handled by female police officers and female prison warders. However, his work, does not dwell much on the roles that female police officers and prison wardresses played and the challenges they faced in the police which is the focus of this study.

Godrington Chabu¹⁰⁷ and Francis Kasonde¹⁰⁸ works on the recruitment and promotion practices in Zambia Police, are the other essential and informative studies that provides the study with historical background on the recruitment and promotion practices in the police. They argued that promotion and recruitment practices in the Zambia Police was based on the standing orders which provide the guide lines for recruitment in the service. They explained how the service recruits and promotes states at different levels.¹⁰⁹ They advances their contention by arguing that after Zambia's independence from the British colonialists in 1964, the then Zambia Police Force sped up the recruitment process to match the growing population and high crime rate especially in the urban areas. However, they do not bring out the importance of women inclusion and recruitment in the Force and how these women contributed to the combating of high crime rates. This gap on the roles and challenges of policewomen is what this study endeavours to fill.

Chabu Godrington further argues that the recruitment of personnel in the Zambia Police is done at three levels namely constable, direct entry and premature. The institution has determined the nature and extent of recruitment practices through policy formulation; that is, legislation and funding. The political system also has an impact on the recruitment and promotion practices. He argues that the head of state and government as Commander in Chief of the armed forces has constitutional rights to appoint and promote police officers. He stresses that there are several other systems used in the promotion of police officers in the Zambia Police Service such as accelerated promotion that is done by the Inspector General of Police and officers who think they deserve to be promoted are required to send their credentials and applications to the Promotion Board.¹¹⁰ To this end, this

¹⁰⁶ J. Sakala, "Women in Crime in Zambia," MA. Dissertation, University of Zambia, (1989), pp.5-20.

¹⁰⁷ G. Chabu, "Recruitment and Promotion Practices in Zambia Police Service from 1964-2009," MA. Dissertation, University of Zambia (2014), p.32.

¹⁰⁸ F. Kasonde, *Zambia Police Standing Order* (Lusaka: Government Printers, 2009), pp.10-14.

¹⁰⁹ Chabu, "Recruitment and Promotion Practices in Zambia Police Service," pp.32-39.

¹¹⁰ Chabu, "Recruitment and Promotion Practices in Zambia Police Service," pp.30-39.

information is imperative as it provides this study with information that will help in examining the credibility of the appointment of women to high ranks and key positions in the Zambia Police.

Furthermore, Leonard Punza¹¹¹ and Sandra Chibuye's¹¹² works on the community policing in combating crime and enhancing enforcement of Criminal Law in Zambia are very instrumental to our study. Their studies focus on the factors and remedial pieces of legislation that prohibit police brutality. They looked at some of the active remedial institutional responses to brutality. Chibuye stresses that the Zambia Police was established with the responsibility to execute the law and maintain public order. However, there has been a persistent and widespread pattern of police brutality in Zambia and this she attributed to individual misconduct by some police officers which is as a result of police officers giving themselves more power.¹¹³ Additionally, Chibuye notes that it is incumbent upon the police to ensure that there is adequate protection of life and property of the citizenry. She points out that the Zambia Police Act provides for the organisation, functions and duties of the police. The constitution also spells out the functions and duties of the police.¹¹⁴ Their works therefore, are very relevant to this study because they helped us examine the roles and challenges of women police officers in combating crime and enhancing enforcement of criminal law in the Zambia Police.

Other important works to our study are the studies by Francis Kasonde,¹¹⁵ Michael Nkaka,¹¹⁶ Mazyopa,¹¹⁷ Previuos Chilansakata,¹¹⁸ and William Ngwira,¹¹⁹ who wrote extensively about the history of the police, police reforms and restructuring of the police. Their work emphasises on the structural reforms relating to service delivery and human undertaken by the police service from 1995. They argued that from the advent of independence the Zambia Police underwent several

¹¹¹ L. S. Punza, "Community Policing as a factor in Crime Prevention and Law enforcement in Zambia," MA. Dissertation, University of Zambia (1994), pp.10-20.

¹¹² S. Chibuye, "Police Brutality in the Enforcement of Criminal Law in Zambia, an Overview," MA. Dissertation, University of Zambia (2008), pp.5-11.

¹¹³ Chibuye, 'Police Brutality in the Enforcement of Criminal Law in Zambia,' pp.22-23.

¹¹⁴ Chibuye, 'Police Brutality in the Enforcement of Criminal Law in Zambia,' pp. 10-12.

¹¹⁵ Kasonde, *History and Reformation*, pp.20-22.

¹¹⁶ M.B. Nkaka, 'Police Reforms: Restructuring and Human Rights Records: A Case study of Lusaka and Kafue District,' MA. Dissertation, University of Zambia (2007), pp.40-44.

¹¹⁷ E. Mazyopa, "The Impact of the Victim Support Unit on Zambia's Indigent Victim," MA. Dissertation, University of Zambia (2005), pp.6-22.

¹¹⁸ P. Chilansakata, "The Vigilante Policing Scheme: An Appraisal of the operation of the Zambia Model," MA. Dissertation, University of Zambia (1988), pp.10-15.

¹¹⁹ W. Ngwira, "A critical Analysis of the Efficiency of the Zambia Police Force," MA. Dissertation, University of Zambia (1995), pp.7-10.

administrative and operational changes resulting from colonial legacy and liberation struggles in Zambia and neighboring countries. The nature of the police operations has also reflected the spillover of its militaristic role inherited from the colonial era and the First Republic into the Second Republic. They stressed that during the Second Republic the police was characterized by human rights abuses. Between 1991 and 1994 the Zambia Police was marked by a record human rights violations.¹²⁰ Their studies do not bring out the roles and challenges of police women in this context. However, their studies are very indispensable because they provide this study with the historical information about the police and the impact of the restructuring and police reforms such as the Human Rights Unit, Vigilante Policing Scheme, School Liaison, Victim Support Unit and Chaplaincy on the roles and challenges of women police officers in the Zambia Police'

The study by Sylvester Shipolo is another important and informative work to this study. His main focus is on the representation of women in higher ranks in the Zambia Police from a gender perspective. He argues that gender equality in all areas and at all levels was well appreciated by the world community especially when its promotion reached the climax during the fourth UN conference in Beijing in 1995. Member states including Zambia participated in making declarations to promote gender equality. He further brings out the factors that influence low levels of representation of female police and high levels of representation of male police officers in higher ranks in the Zambia Police. However, gender equality in high ranks in Zambia Police Service is far from being a reality. Statistics obtained from the police records reveal low levels of representation of female police officers in the higher ranks in the Zambia Police. High ranks are dominated by male police officers.¹²¹ Shipolo's work is significant to this study because it brings out the historical background on the lack of representation of women in higher ranks, recruitment of women in the Police Service, challenges that women faced and the roles that they played. However, his study does not look at the roles and challenges of women in the Zambian Police from a historical perspective hence the gap in the literature of social history which this study intends to fulfil.

¹²⁰ Nkaka, "Police Reforms: Restructuring and Human Rights Records," pp.40-44.

¹²¹ S. M. Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service," pp.27-28.

From the literature reviewed, it is clear that there is a gap in the existing literature on the roles and challenges that women faced in the Zambia Police from 1947 to 2015. It is against this background that this study endeavours to fulfil the gap in the literature of social history of Zambia.

1.7. Research Methodology

Primary and secondary sources of information were consulted. Secondary sources used included books, dissertations and journals focusing not only on the roles and challenges of policewomen in Zambia but histories of policing in other parts of the world as well. The study obtained information from different institutions in Zambia. These included University of Zambia n Library, Police Force Headquarters the Archives and Public Relations offices, Lilayi Police Training School Library, Protective Unit and National Archives of Zambia. The University of Zambia library provided the study with dissertations, journals, newspapers, Police Annual Reports and thesis that has information on the history of the Police, transformation and literature review insights that formed the basis of this study. National Archives of Zambia and Police Force Headquarters provided the study with information on the changing roles and challenges of policewomen from 1958 to 2015. Most books on policing in Zambia were limited in scope because of their limited focus on women policing. This study endeavoured to fill the gap through consulting colonial and post-colonial government reports, conference papers and through oral interviews. Police Annual Reports, Northern Rhodesia Police Gazette Reports and Police News Magazines from the National Archives of Zambia, police libraries and archives gave us valuable information on the historical background of women policing in Zambia, their roles and challenges. Oral interviews were conducted. The study benefitted from oral interviews with retired and serving policewomen and policemen, who provided valuable information on the roles and challenges of policewomen. Different themes were identified under which data was analysed and presented.

It must be admitted that it was extremely difficult to interview some former Inspector General of Police that includes Stella Libongani the first female Inspector General of Zambia Police Service. Permission to conduct the interviews was not granted. The study is also limited in its provision of statistics of the policemen and women relating to the pre-colonial and post-colonial period as document are strictly confidential and permission to avail them was not granted.

1.8. Organisation of the Study

The study is organised thematically and chronologically in five chapters. Chapter one is the Introduction. Chapter two examines the roles and challenges of women in the Zambia Police from 1966 to 1995. Chapter three explores the transformation and restructuring of the Zambia Police and its impact on the roles and challenges of policewomen, 1995 to 2015. Chapter four investigates the promotion and appointment of policewomen to higher ranks. Chapter five is the conclusion of the whole study.

CHAPTER TWO

THE ROLES AND CHALLENGES OF WOMEN IN THE ZAMBIA POLICE 1966-1995

2.0. Introduction

This chapter examines the roles and challenges of policewomen in the Zambia Police between 1966 and 1995. The chapter starts by examining the factors that hindered the inclusion of women in policing, promotion and appointment of police women to higher ranks and key positions. The chapter further discusses the roles and challenges of women in the Police before 1966. It then investigates the factors that prompted the Police Force to consider the inclusion of women into the Force consequently leading to the official recruitment and training of a squad with the majority of women in 1966. It argues that before 1966, the Zambia Police employed women on a temporary basis as clerical workers, tailors and home craft personnels who were merely considered to be supporting staff to the Force. The Force realised the need to recruit and train women as uniformed police officers and was impelled to start infusing one or two women in a squad of men. The first women to be recruited and trained were white women in 1955 and in 1958 African women were infused under the Northern Rhodesia Police Force. The recruitment of these women was started as a pilot project with only two or three women included in the male squad. It took the Force 11 years from 1955 to start recruiting female police officers as a full squad of 24 female recruits and train them in the same way as the male officers who were to be considered as their counterparts. Therefore, in 1966, the Zambia Police officially started the recruitment and training of policewomen.

2.1. Factors that hindered the inclusion of women in policing, promotion and appointment of policewomen to higher ranks

The advent of policing in Zambia did not anticipate the inclusion of women in the structure to work as police officers and enforce laws in the same capacity with the policemen. It was in the late 1950s and 1960s that female police officers started appearing in peace-meal in the Force and there were retained at the most bottom ranks of constables with no considerations for promotions.¹ It

¹ L. Lilanga, "First Female Senior Assistant Commissioner of Police," *Police News Zambia Police at 50*, Issue No. 002(2014), p.19.

was reported in the *Police News Magazine* by Katongo that in the early stages of women policing in Zambia, many people were ignorant about the important roles of policewomen in the Force. Therefore, they looked down on policewomen for signing up for a job that was culturally and traditionally considered to be for men only.² This was not only prevalent in the Zambia Police but also in other sectors of the economy and development as Dorothy Mwansa in her study *Gender and Agriculture Development in Zambia* argues that traditionally men were respected as heads of families and were given more opportunities in agricultural activities by the crown government. The colonial government did not recognise the efforts that women and girls put in agriculture, therefore, they did not recognise them as farmers.³ The policies that were introduced were mainly focused on empowering men and boys with skills and resources needed for agriculture and disadvantaged women and girls from benefiting meanwhile they were the active players in the agricultural fields.⁴ Dorothy Mwansa attributed these gender imbalances to cultural and traditional perception of women and girls and contended that women were considered inferior and expected to be submissive to their husband and because this was what society expected, the women were passive in the cooperative conferences.⁵ She further argued that general prejudice on women was very prevalent and evidently noticed at the agricultural extensional institutions and villages from men who overlooked and undermined female farmers.⁶ These stereotyped and preconceived policies were also applied in the Police Force.

Societal core values and norms influenced how women were treated by their male counterparts, law makers and those in administrative offices. Some customary practises were based on the perception that women were inferior to men and that they should not do certain works that were specifically meant for men because that was how the community developed. The question of measures taken to promote the abolition of customary and all practises based on the ideas of inferiority of women raised a far much wider problem of culture and the people.⁷

² Easter Mwaata Katongo, "...A look at women progression in Zambia Police," *Police News Zambia Police* at 50, Issue No. 002(2014), p.26.

³ Dorothy Mwansa, "Gender and Agriculture Development in Zambia," pp. 146-148.

⁴ Mwansa, "Gender and Agriculture Development in Zambia," pp. 148 -149.

⁵ Mwansa, "Gender and Agriculture Development in Zambia," p. 148.

⁶ Mwansa, "Gender and Agriculture Development in Zambia," pp. 146 -148.

⁷ NAZ: FA/1/377, LOC: 556. Report on the Development in the Elimination of Discrimination against Women in Zambia 1971- 1973. Pursuit to Resolution 1677(LII) of the Declaration adopted by the Economic and Social Council of the United Nation. P.5.

Betty Kaunda argued in her report at the close of “All African Women’s Seminar,” in 1972 that

Opposition of women’s emancipation at various points in time has been reinforced by apparent Biblical justification for keeping the women from participating in many fields of human endeavours. The very masculine nature of God himself and the notion that Eve was apparently created from the rib of Adam. Consequently a woman has been looked down as a baby maker, kitchen or home keeper or indeed as a mere sex symbol.⁸

She further encouraged women to intensify their fight for equality and suppress the beliefs that men were created to be superior over women. She pointed out that women should stand up and fight towards the elimination of gender discrimination of women and girls. Women should prove to the world that they were not created to be baby makers, kitchen keepers nor mere sex symbols.⁹

The above contentions by Dorothy Mwansa and Betty Kaunda were some of the factors that contributed to female police officers to be perceived as “Physically incapable, insufficiently aggressive, too emotional, mentally weak, naïve and incapable of gaining the respect of the citizens.”¹⁰ This connotation was reinforced by the negative attitude of policemen towards policewomen. Policing in Zambia has been a male dominated profession with traits of gender stereotypes and inferior attitudes towards women hence suppressing their professional ability by limiting them to the lowest ranks.¹¹ When the policewomen were deployed they were assigned to do only feminine works. Their major onus was to help the villagers and the aged to cross the roads and give directions to shops and towns. They were also confined to clerical and signal works as earlier alluded to in chapter one and two of this study.¹² On the other hand society admired their courage and perceived them as very brave and strong women who went through the same training of drilling with men, they were tough and had some judo skills yet they were not exposed to tough police works.¹³ These policewomen were not active players in police works that involved night

⁸ NAZ: FA/1/577 LOC:556 Speech by Mrs Betty Kaunda at the close of the All African Women’s Seminar on the Role of Women in Liberation of Africa in Dar-es-Salam on the 31st July, 1972. p. 1.

⁹ NAZ: FA/1/577 LOC:556 Speech by Mrs Betty Kaunda at the close of the All African Women’s Seminar on the Role of Women in Liberation of Africa in Dar-es-Salam on the 31st July, 1972. p.1.

¹⁰ G. Marshall, “Barriers for Women in Law Enforcement,” MA. Dissertation Athabassa University, 2013, p. 5

¹¹ Marshall, “Barriers for Women in Law Enforcement, 2013, p. 5

¹² ‘Woman’s Mail,’ Published in on 7th September, 1963. P. 3.

¹³ ‘Woman’s Mail,’ Published in on 7th September, 1963, p. 3.

patrols, post operations, quenching riots and demonstrations.¹⁴ This disadvantaged them to acquire the experience they needed to be considered for promotion to higher ranks. As a result policewomen made very slow headway towards the full assimilation in policing due to barriers such as negative attitudes from their male counterparts and gender stereotyping.¹⁵ It is important at this point to mention that barriers for policewomen in the Force were not only influenced by the negative attitude towards them but also because of the patriarchal structure and organisation of the institution which embraced expected societal gender roles and incorporated them in their system.¹⁶

Another factor that hindered the inclusion and progression of policewomen in policing was marriage. In many cases policewomen abandoned their police work once they got married and started having children. This was one of the factors that the Force considered for not including women in policing and once deployed not considering them for promotion to higher ranks as they were not seen to be serious with their work.¹⁷ This was reinforced in an article in '*Woman's Mail*,' published in 1963 that stated "...they are 100 per cent more marriageable than the ordinary run – of the- mill-girl so they cannot perform their duties as long as they would like. After getting married, even policewomen have troubles where matters of the heart are concerned."¹⁸ Robertson argued that it was a prerequisite that officers must be confirmed before they are promoted therefore, it was impossible for policewomen to be promoted because they were engaged on a temporary basis.¹⁹ He further argued that in the United Kingdom married policewomen were entitled for promotion as long as they qualify.²⁰ Gary Marshall argues that it was believed that policing could only be managed by officers that had masculine traits, were tough and physically fit of handling police work. Policing was not a career for women who were considered to be mentally weak, lacked emotional stability, and could not focus on the work as they prioritised parenting.²¹

¹⁴ Katongo, ".....A look at Women Progression in Zambia Police," *Police News Zambia Police at 50*, Issue No. 002(2014), p.26.

¹⁵ Marshall, "Barriers for Women in Law Enforcement, 2013, p. 5.

¹⁶ Marshall, "Barriers for Women in Law Enforcement, "MA. Dissertation Athabasca University, 2013, p. 5.

¹⁷ Katongo, ".....A look at Women Progression in Zambia Police," *Police News Zambia Police at 50*, Issue No. 002(2014), p.26.

¹⁸ *Woman's Mail*, Published in on 7th September, 1963. P. 3.

¹⁹ P.A.P Robertson, Northern Rhodesia Report: Commission of Inquiry, (Lusaka: Government printers 1952), p .52.

²⁰ Robertson, Northern Rhodesia Report: Commission of Inquiry, p.52.

²¹ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation, Athabasca University, 2013, p. 5

Lack of legislation and conventions on the status of women in social, political and economic spheres was another contributing factor to the late consideration of including women in policing and promoting them. The United Nations Economic and Social Council had no clear legislation on the rights of women in male dominated institutions. It was indicated that at its nineteenth and twentieth session in 1966 and 1967 respectively, the commission on the status of women agreed to review the law in relation to family law with particular attention to social, economic and political rights of women.²² It was recommended at the convention that married women should have equal rights in legal capacity, engage in independent work and exercise the same rights as men. Women were not employed on permanent basis therefore, there was no jobs security for them, especially when they sought leave after giving birth. The house recommended that there was need to empower women with opportunities that would qualify them for advancement and progression in their work place and also encourage legal institutions to include women on delegations visiting other countries so that they were exposed.²³ In the case of Zambia section 13 of the constitution in 1964 provided that every person in Zambia was entitled to fundamental rights and freedoms. The law was silent about the discrimination of women in social, economic and political spheres. There was no positive discriminatory law passed in favour of women because women were not represented in decision and policy making institutions of government.²⁴

During this period under review parliament had an opportunity to pass discriminatory laws against women but instead it was not done. At the same time there were no laws that favoured the progression, promotion and empowerment of women in their work place.²⁵ It was revealed in the report on the Development in the Elimination of Discrimination against Women in Zambia that “As far as the Republic of Zambia is concerned the question of the implementation of principles of equality of rights of men and women is law or in fact does not arise because there is no discrimination in law or in fact against women.”²⁶ This assertion clearly indicates that the law

²²NAZ: FA/1/187 LOC: 521, United Nations Economic and Social Council Report: Commission on the Status of Women, 12th January, 1968.p. 1.

²³NAZ: FA/1/187 LOC: 521, United Nations Economic and Social Council Report: Commission on the Status of Women, 12th January, 1968.p. 1.

²⁴ NAZ: FA/1/377, LOC: 556. Report on the Development in the Elimination of Discrimination against Women in Zambia 1971- 1973. Pursuit to Resolution 1677(LII) of the Declaration adopted by the Economic and Social Council of the United Nation. P.1.

²⁵ NAZ: FA/1/377, LOC: 556. Report on the Development in the Elimination of Discrimination against Women in Zambia 1971- 1973, P.2.

²⁶ NAZ: FA/1/377, LOC: 556. Report on the Development in the Elimination of Discrimination against Women in Zambia 1971- 1973, p.5.

makers were not concerned as they could not even trace the discrimination of women therefore, according to them there was no need for special commissions, national or regional to review or survey discrimination against women. This indeed was a very unfair analysis on the status of women in development.²⁷

The Report on all African Women Conference Seminar held in Dar-es-Salam in 1972 indicated that there was need for the legislation to be passed by all member states of the Organisation of African Unity (OAU) that would give equal rights and opportunities to all women for equal footing with men.²⁸ It was argued at the convention that it was imperative for women to fully participate in political, economic and social well-being of various countries.²⁹ This therefore, clearly shows that lack of legislation and conventions on the status of women in development was an obstacle to their progression and elimination of all forms discriminations.

2.2. Recruitment and training of Policewomen and the changing roles and challenges 1966-1995

Prior to 1965, Zambia Police Force did not consider taking the recruitment and training of policewomen seriously as their roles in the Force initially were not well defined and appreciated. Gradually the Force began to realise the fact that policewomen were an essential asset and their complimentary works were inevitably a requirement for the Force to successfully perform its duties. This was vividly recognised and appreciated after the serious boycotts and riots on the Copperbelt in 1957 where the Force recorded the arrest of over 100 women for disorderly conduct that caused serious disturbances and breach of the peace.³⁰ The boycott was organised by the African National Congress whose leaders were arrested and charged with conspiracy. The women were also offenders in this case. Therefore, the Force was overwhelmed because the strength of policewomen during this year was lower than the establishment. The policewomen were very few and had difficulties in handling female offenders.³¹ This was one of the factors that prompted the Zambia Police Force to

²⁷ NAZ: FA/1/377, LOC: 556. Report on the Development in the Elimination of Discrimination against Women in Zambia 1971- 1973, p.5.

²⁸ NAZ: FA/1/377. LOC 556. Report on All African Women Conference Seminar Held in Dar-ES-Salam from the 24th -31st July 1972, p. 2

²⁹ NAZ: FA/1/377. LOC 556. Report on All African Women Conference Seminar Held in Dar-ES-Salam from the 24th -31st July 1972, p. 2.

³⁰ Northern Rhodesia Police Annual Report for the year 1957, (Government Printers, 1958), pp.15-16.

³¹ Northern Rhodesia Police Annual Report for the year 1957, pp.15-16.

start the recruitment and training of women police as full squad. This helped increase the number of policewomen and enhanced the efficiency of the Force.

The other factors were the United Nations reports on the discrimination of women in state legal systems and the recommendations that called for all member states to increase women's participation in national development and planning.³² Therefore, Zambia Police Force embarked on the official recruitment and training of policewomen as a full squad in 1966 and this marked the official advent of women policing in Zambia.

2.2.1 Training of Policewomen for general duties at Lilayi Training College

The Zambia Police Force started the recruitment and training of female police officers as a full squad for general duties at Lilayi Training School in 1966. In this year a circular was sent to all the provinces instructing commanding officers to start recruiting girls from schools who were 18 years old and above and had completed their standard six.³³ This was a command that required all parents to allow their girl children who completed standard six to go to Lilayi and undergo the recruitment process which involved English test and medical examinations.³⁴ Girls were taken to Lilayi and underwent the English test and medical examinations. The training was divided into two phases, one was drill and weapons training and the other one was the theoretical in nature where law and police duties, first aid, hygiene and English language were taught. A comprehensive physical training and games programme was maintained for women recruits who, by temperament, were at first reluctant participants but enthusiastic spectators of games and sports.³⁵ Nelia Shibuyunji, was among the first 24 female recruits to undergo the recruitment process and training as a police officer in 1966 and asserted that:

We had just closed school and the requirements for recruitment were standard six and one had to be 18 years and above. All the girls who completed standard six in all the provinces were sent to Lilayi to undergo the recruitment process. The parents that would not allow their children were to be arrested because it was a command from the President through the Police Force. After the recruitment process we were only 17 out of 24 who managed to pass the English and medical examination test and those who failed were sent back. So we were the first women to be officially recruited and trained as police officers in the

³² NAZ- FA/I/187 LOC 521: United Nation Economic and Social Council, pp.9-11.

³³ Interview with former W/Compol. Nellia Shibuyunji, Kafue, 21st April, 2014

³⁴ E. Mwaata, "A Close Look at a Woman Police Officer," *Police News* Issue No.003 (2010):23.

³⁵ Northern Rhodesia Police Annual Report for the year 1965, (Lusaka: Government, Printers, 1966). p. 13.

Zambia Police Force. We were given the numbers and my number was 1923
W/ Constable N. Shibuyunji,³⁶

The training for these first women police recruits was scheduled to be done in six months; however, the process was long due to the slow adaptation and progression of women trainees. Therefore, it ended up taking one year and seven months.³⁷ Below are the pictures of the two among 17 first policewomen.

Figure 3 and 4: N. Shibuyunji, joined the Force on 18/07/66 and J. Ng'andu, joined the Force 18/07/66



Source: *Police News* Issue No.003 (2010), p.23

The Force continued to recruit and train women as police officers. The policewomen once deployed were confined to the bottom ranks with very few being promoted to the ranks of Inspector and Assistant Inspector.³⁸

³⁶ Interview with W/Compol. Nellia Shibuyunji, Kafue, 21st April, 2014

³⁷ Interview with W/Compol. Nellia Shibuyunji, Kafue, 21st April, 2014

³⁸ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

Table 3: The establishment and strength of the Force on 31st December, 1969, shown in relation to the two preceding years, were as shown the table below.

SUPERIOR POLICE MALE OFFICERS	1967		1968		1969	
	Est.	Str.	Est.	Str.	Est.	Str.
Commissioner	1	1	1	1	1	1
D/ Commissioner	1	1	1	1	1	1
Senior Ass. Comm.	2	2	2	2	2	1
Ass. Commissioner	8	7	8	8	8	6
Senior Supt.	15	14	17	16	17	17
Superintendent	31	22	38	32	38	31
Quartermaster	1	1	1	1	1	1
Ass. Quartermaster	1	1	1	0	1	1
Ass. Superintendent	73	57	81	60	82	59
Total	133	106	150	121	151	118

Source: *Zambia Police Annual Report for the year 1969* (Lusaka: Govt. Printer, 1970), p.5

The table above shows that the ranks in the category of superior police officers was male dominated with no structure and establishment for policewomen. This was a clear indication that policewomen were incorporated into policing just as helping hands to male police officers.³⁹ The policewomen once deployed were confined to the ranks of Constable and Assistant Inspectors to their male counterparts. However, there were few cases where policewomen were elevated to the rank of Inspector with very close supervision from the superior and senior police officers.⁴⁰

³⁹ Zambia Police Annual Report for the year 1969, (Lusaka: Govt. Printer, 1970), p.5.

⁴⁰ Zambia Police Annual Report for the year 1969, p.5.

Below is a table showing the establishment and strength of subordinate policemen and women of the Force on 31st December 1969 in relation to two preceding years.

Table 4: Establishment and strength of subordinates 1969

SUBORDINATE POLICEMEN/WOMEN	1967		1968		1969	
	Est.	Str.	Est.	Str.	Est.	Str.
Chief Inspectors	97	78	102	99	103	94
Inspectors/Ass. Inspectors	481	481	490	461	491	492
Sub- Inspectors	547	548	577	547	577	531
Sergeants	813	734	915	918	915	901
Constables	5118	5065	5473	5307	5473	5725
Buglers	50	57	50	41	50	49
Total	6538	6404	7015	6813	7 015	7206

Source: *Zambia Police Annual Report for the year 1969*, (Lusaka: Govt. Printer, 1970), p.5

The table above does not show specific figures of police men and women in the ranks indicated under subordinate police officers.⁴¹ Lloyd Mushauko, the Gender National Co-ordinator for Zambia Police, argued that from 1966 to 1973 there were no policewomen holding the rank of Chief Inspector of police. There were a few women Inspectors with most of them as Assistant Inspector of Police. It is important to note that as indicated the on table above the majority of policemen and women were at the most bottom rank of police Constable. The majority of the policewomen were confined to the rank of Constable where they performed their roles of clerical and administrative work.⁴² Susan Martin argued that policewomen remained at the bottom in the hierarchical system of the police and were restricted to perform clerical and administrative work. She wondered why they underwent the same physical training with their male counterparts and yet were not exposed to policing that required the physique and physical skills acquired during training.⁴³

⁴¹ Zambia Police Annual Report for the Year 1969, (Lusaka: Government. Printer, 1970), p.5

⁴² Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁴³ Martin, "Doing Gender, Doing Police work: An Evaluation of the Barriers to the Integration of Women Officers," p. 2.

The Table below shows the establishment and strength of the Zambia Police from 1970 to 1972.

Table 5: Establishment and Strength of Zambia Police 1970 to 1972.

SUPERIOR POLICE MALE OFFICERS	1970		1971		1972	
	Est.	Str.	Est.	Str.	Est.	Str.
Commissioner	1	1	1	1	1	1
D/Commissioner	1	1	1	1	1	1
Senior Ass. Comm.	2	1	1	1	1	1
Senior Superintendent	17	16	21	20	17	23
Superintendent	38	33	42	40	39	38
Quartermaster	1	1	1	1	1	1
Ass. Quartermaster	1	1	1	1	1	1
Ass. Superintendent	82	65	88	83	83	77
Total	151	127	165	157	152	151

SOURCE: *Zambia Police Annual Report for the year 1972*, (Lusaka: Govt. Printers, 1974), p.4.

From the table above, it can be deduced that there were no changes in the number in the top two ranks which were still dominated by male police officers.⁴⁴ The number for the rank of Senior Assistant Superintendent reduced by one on both the establishment and strength from 1970 to 1972. The other ranks increased the numbers slightly except for the ranks of Quartermaster and Assistant Quartermaster that maintained the same number from 1969 to 1972.⁴⁵ Although the number of some ranks increased, none was headed by female police officers. The superior ranks continued to be dominated by male police officers who restricted female police officers to subordinate ranks of Inspector, Assistant Inspector and Constable.⁴⁶ The next table shows the establishment and strength of subordinate police men and women of the Force from 1970 to 1972.

⁴⁴ Zambia Police Annual Report for the year 1972, (Lusaka: Government Printers, 1974), p.4

⁴⁵ Zambia Police Annual Report for the year 1972, p.4.

⁴⁶ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

Table 6: Establishment and strength subordinate policemen and women 1970 to 1972

SUBORDINATE POLICEMEN/WOMEN	1970		1971		1972	
	Est.	Str.	Est.	Str.	Est.	Str.
Chief Inspectors	105	81	118	117	105	115
Inspectors/Ass. Inspectors	493	496	515	506	493	510
Sub- Inspectors	577	561	601	578	577	520
Sergeants	915	897	952	883	915	973
Constables	6073	5841	6144	5748	6073	6215
Buglers	50	48	50	66	50	54
Total	7 616	7 347	7 747	7 375	6123	6269

Source: *Zambia Police Annual Report for the year 1972*, (Lusaka: Govt. Printer, 1974), pp.4-5

From the table above it was clear that numbers of policemen and women at the bottom ranks of Assistant Inspectors, Sub-Inspectors, Sergeants and Constables continued to increase showing the hierarchical pyramid in police rank structure.⁴⁷ Policewomen continued to be at the bottom as Assistant Inspectors and Constables with very few being promoted to the rank of Inspector under strict supervision by senior police officers.⁴⁸

2.2.3. Recruitment and Training of Policewomen under Paramilitary Police Unit 1975-1995

The Paramilitary Police Unit of the Zambia Police was established in 1966 as a striking force against disturbed areas where the general duty officers (trained at Lilayi) were unable to overcome the pressure. The formation of this Unit was prompted by the liberation struggles of neighbouring countries ruled by colonial regimes.⁴⁹ The disconcerted situations in neighbouring states, particularly in Southern Rhodesia (Zimbabwe), Namibia, Angola and Mozambique towards the end of 1965, required constant police vigilance and the reinforcement at many borders posts. Owing to these

⁴⁷ Zambia Police Annual Report for the year 1972, (Lusaka: Government Printer, 1974), pp.4-5.

⁴⁸ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁴⁹ Research and Planning Unit, Policing Changes in Zambia Police, 1997, P.3

anxieties of policing the borders, the Zambian security wing decided to form a more vigilant Police Paramilitary Unit to combat disorderly conduct causing breach of peace.⁵⁰ In the same year there was the Unilateral Declaration of independence (UDI) in Southern Rhodesia (Zimbabwe), by white settlers led by Ian Douglas Smith. During this period there were African military groups fighting to end white rule in Southern Rhodesia.⁵¹ Evidence revealed that Paramilitary Police was initially created to patrol along borders with the neighbouring countries that were politically disturbed at the height of the liberation wars.⁵² The training for police recruits under the Paramilitary Unit was restricted to only men aspirants because of the nature of the training. The training was considered to be very strenuous and difficult as it was designed for dangerous and intensive security operations of the police that needed vigilant policemen, therefore, women were not invited to enrol for the training.⁵³ However, the Unit was faced with a number of challenges during its operations of providing security in internal civil disturbed areas as a striking force. During their operations at the borders, the officers would arrest women offenders from the neighbouring countries and struggled to search them and guard them whilst in custody as the police instruction with regard to women offenders, firmly restricted the search of women to Policewomen.⁵⁴

It was stated in the Zambia Police Reform Programme Proposal of 1994 that women arrested during paramilitary operations in the borders and the bush had to be escorted to the cells by women civilians who were then allowed to search and examine them in the presence of policemen. Therefore, the commanding officer of the Paramilitary Unit realised the need to recruit and train policewomen under the Unit.⁵⁵ In 1974, Godfrey Mukuma the Commanding Officer at Paramilitary Training School convinced the Inspector General of Police Fabiano Chela to allow the Unit to start recruiting and train policewomen for the enhancement and effectiveness of the Unit.⁵⁶ Therefore, in July 1975, Paramilitary Training School started the recruitment and on 29th September of that year, the training started. Winfridah Kumwenda was one of the first women to be trained under paramilitary. She explained that there was one squad of 24 recruits comprising of 19 women and 5 men in 1975. There

⁵⁰ Research and Planning Unit, P.3.

⁵¹ Research and Planning Unit, P.3.

⁵² Zambia Police Reform Programme Project Proposal, Office of the Inspector General of Police, 1994 (Lusaka: Police HQ.), P.5.

⁵³ Zambia Police Reform Programme Project Proposal, pp.5-10.

⁵⁴ Interview with W/Compol. Winfridah Kumwenda, Lilayi Paramilitary, 21st March, 2019.

⁵⁵ Interview with Senior Officer Staff. Benny Manengu, Lilayi Paramilitary, 20st May, 2019.

⁵⁶ Zambia Police Reform Programme Project Proposal, pp.5-10.

was transparency in the recruitment of men and women trainees as both were subjected to physical and aptitude tests. However, during physical tests the male trainees competed with their fellow men only and women with fellow women, although the aptitude test for men and women recruits was the same. This brought about transparency and confidence among female trainees.⁵⁷ Below is a picture of Winfridah, one of the first policewomen under Paramilitary Unit.

Figure 5: Winfridah Kumwenda at Sondela Paramilitary Training School



Source: Paramilitary Library Lilayi, 1976

After the first intake, the Unit did not recruit policewomen until 1982 when the recruitment was restricted to netball players for the Unit. The Force needed to cut on the salary costs for netball players so they recruited and trained them as paramilitary policewomen. Once trained the netball players both worked as police officers and played netball for the Unit.⁵⁸ Therefore, twenty netballers trained and cautioned to maintain order and uphold themselves as police officers with maximum observation of the code of conduct as they continued to play netball for the Unit and serve as policewomen at the same time.⁵⁹

⁵⁷ Interview with Senior Officer Staff. Benny Manengu.

⁵⁸ Interview with Senior Officer Staff. Benny Manengu.

⁵⁹ J. P. Mukuka, "Para Lift Music Parlour Cup," *Nkhwazi Northern Rhodesia Police Magazine*, Vol. 2: 2 (2 December, 1983), p.25

Below is a picture showing Paramilitary netballers who were trained as policewomen.

Figure 6: Paramilitary trained Policewomen/netballers, 1982



Source: *Nkhwazi Magazine*, Vol.5: 2 (1 December, 1983), p.60.

It was in 1995 when the Unit considered recruiting and training more women and that time the disparity was less than before as there were 60% of male recruits and 40% female recruits and trained Constables.⁶⁰ The Police continued recruiting and training policewomen under paramilitary in order to meet the demands of the Unit. The Unit needed the service of policewomen in various administrative departments, like registry section and front desk office operators. Benny Manengu argued that paramilitary policemen were mainly deployed to guard bank automated teller machine (ATMs), borders with neighbouring countries, telecommunications tower installations and were usually sent on dangerous operations, therefore, most of the administrative works were left unattended to hence the need to recruit and train more women for the Unit.⁶¹

2.3. Challenges that female recruits faced during training

Women faced a number of challenges during training at Lilayi and Sondela Police Training School. The physical training at Lilayi was very challenging for the women. Women were not trained or

⁶⁰ Interview with Senior Officer Staff. Benny Manengu.

⁶¹ Interview with Senior Officer Staff. Benny Manengu.

treated differently from men. They all underwent the same training but the women found the physical training very strenuous. The road run and route march from Lilayi to Shantumbu Village and then Kafue was more challenging. Once in Kafue at Sondela Paramilitary Training School, they were given a ticket or tag which they went back with to Lilayi through Kafue road.⁶² They were given the tags from Kafue as evidence that they had reached Kafue. Below is a picture showing the then Minister of State for Cabinet Affairs and Public Service Aaron Milner, inspecting a platoon of policewomen at Kafue Sondela Training Camp in 1966.

Figure7: Inspection parade of Policewomen at Sondela Police Training School.



Source: *Times of Zambia*, Friday 15 July, 1966.

The women were almost giving up as they constantly complained about the nature of the training. After such strenuous training, women were in most cases on sick parade and would not go back for training the next morning. Among the first 17 women on training in 1966, two women decided to withdraw because they could not stand the physical nature of the training which turned out to be too hard for them.⁶³ Other most challenging task for women during the training was dismantling and then assembling the firearms. Most of the women failed to perform this task because it required a lot

⁶² Interview with S/Supt. Justin Mutale, Lusaka, 11th June, 2014.

⁶³ Interview with C/Insp. Mercy Tembo, Lilayi, 18th June, 2014.

of strength and speed. The women trainees also failed to run and jump over obstacles with firearms and opted to throw the guns and the crawl to the other side.⁶⁴

Gary Marshall argued that women were considered naturally weak and would not be given equal tasks and strenuous physical training as their male counterparts.⁶⁵ He therefore, recommended that light materials should be used to make policing equipment suitable for the physical traits of both sexes.⁶⁶ He argued that the weight and size of a firearm should be considered taking into account that women have smaller hands than men and that they were physically weak with less strength. He recommended that there should be a variety of firearms suitable for both sexes so that women would be able to balance and maintain proper control of their weapons without straining themselves. Lighter policing equipment would also help women physically as they would require less strength and physic.⁶⁷

Women were also faced with logistical problems. For example, there were more male dormitories at Lilayi Training School than there were for women as the numbers increased. However, despite challenges that women faced during training most of them managed to endure and complete their training as they were brave and strong. The first pass out parade in 1966 was officiated by the then first lady Betty Kaunda who was very proud of the women.⁶⁸ Shibuyunji explained that Betty Kaunda was very excited and proud of the newly trained policewomen and advised them to work very hard in order to prove their worth. She further explained that the then first lady encouraged the policewomen to be exemplary in their work as police officers as they were now role models to the upcoming generation of girls who would aspire to become policewomen. Women policing was very important as policewomen were very key in handling matters affecting the under privileged and the marginalised such as the widows, orphans and single mothers.⁶⁹

⁶⁴ C. B. Mhango, "Female Corner," *Nkhwazi Magazine*, Vol. 5 :2 (July 1982), p.33.

⁶⁵ Marshall, "Barriers for Women in Law Enforcement," p.15.

⁶⁶ Marshall, "Barriers for Women in Law Enforcement," p.15.

⁶⁷ Marshall, "Barriers for Women in Law Enforcement," p.15.

⁶⁸ Interview with C/Insp. Mercy Tembo, Lilayi, 18th June, 2014.

⁶⁹ Interview with W/Compol. Nellia Shibuyunji, Kafue, 21st April, 2014

Below is a picture showing the then first Lady Betty Kaunda inspecting policewomen before pass out in 1966. On the far right is Inspector Ng'andu.

Figure 8: The first Policewomen Pass Out Parade Inspection



Source: *Nkhwazi Magazine*, Vol.5:2 (July 1982), p. 33.

During the training of women under paramilitary from 1975 to 1995, there were a number of challenges that were recorded. Initially, the women found the training very difficult and unbearable and were always on the verge of withdrawing from the training, but usually they would eventually adapt and emulate the men and their performance ended up being equal to that of men. The female recruits posed a challenge on the male counterparts who were forced to work extra hard because of fear of being surpassed by the female recruits. On the other hand, the general participation of female recruits during training left much to be desired ⁷⁰

Another challenge that female recruits faced was the harsh treatment from the instructors who were against their inclusion in the Unit. These instructors were very hostile towards the female recruits

⁷⁰ Interview with Senior Officer Staff. Benny Manengu.

and used harsh and abusive language. Lloyd Mushauko argued that policewomen were discriminated against during training and were exempted from masculine skills training hence denying them the needed and required skills for policing.⁷¹ Benny Manengu contended that the attitude of the female recruits became very negative because they were viewed as weaker vessels. They doubted their performance and their ability to adapt to the training environment.⁷² He further asserted that the major factor was bridging the gap between men and women as the latter too needed to strive in order for them to complete the training for them to be employed.⁷³ Mushauko reinforced this argument by stating that the training of police recruits of men and women fostered inequality by allowing and encouraging women to ask for some exceptional training skills which allowed them to be identified as weaker a sex different from men. This however, questioned the ability of women to be included on patrol duties once they were deployed.⁷⁴ Therefore, it is important to note that male recruits had an initial advantage because of their social experience they had before being recruited and found training easier compared to female trainees who were experiencing stiff physical training.

Another challenge that female recruits experienced was the forty-night medical check-ups that included a pregnancy test. This stressed some trends of inequality as women were the only ones discharged from the training because only they could be pregnant. The male recruits responsible for impregnating the female recruits were left scot free and continued their training. This had a negative impact on the female recruits' confidence as it created a lot of insecurity and worry of being found positive after a pregnant test, hence compromising their effectiveness during training.⁷⁵ Female recruits felt discriminated against by the policy of discharging them once found pregnant without giving them a second chance after giving birth.⁷⁶

As earlier stated, one of the factors that led to the establishment of the Paramilitary Unit was to establish a striking force against disturbed areas particularly the national borders that were prone to the liberation wars.⁷⁷ Freedom fighters from South West Africa (Namibia) frequently held campaign

⁷¹ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁷² Interview with Senior Officer Staff Benny Manengu.

⁷³ Interview with Senior Officer Staff Benny Manengu.

⁷⁴ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁷⁵ Interview with Compol. Winfridah Kumwenda, Lilayi Paramilitary, 21st March, 2019.

⁷⁶ Interview with Compol. Winfridah Kumwenda, Lilayi Paramilitary, 21st March, 2019.

⁷⁷ Zambia Police Reform Programme Project Proposal, pp.5-10.

meetings and rallies in Nampundwe. Here the policewomen were obligated to make sure that they searched the female freedom fighters before they entered the country and those who were found with weapons were arrested and confined in the cells that they guarded.⁷⁸ In some cases these operations were done in the bush and police women were deployed to do the same jobs that policemen did. This was the most challenging task which required the women folks to prove their ability to perform diligently as trained police officers.⁷⁹

2.3.1. Violation of Human Rights

Prior to 1995, the Zambia Police Service was then called the Zambia Police Force because force was used in all its activities and duties. The Police in Zambia continued operating under the legacy of the colonial era that was characterised by a repressive force to watch over the local people and make sure they were not rebellious. The citizenry suffered discrimination, intimidation and abuse of human rights that were mainly committed by the police officers.⁸⁰ Walubita Luwabelwa, however, argued that “retired judge Kabazo Chanda fittingly points out that the police abused human rights at higher scale during the second republic than during the colonial era. He aptly notes that under the rule of first Republican President Kenneth Kaunda, the police committed more cruel acts.”⁸¹ Luwabelwa further argued that it was disheartening and retrogressive to note that the police was still among the violators of human rights. This violation of human rights was not only prevalent whenever there was an encounter with the civilians but also committed in the police in different departments and during the training of recruits.⁸²

It was during this period when there was no consideration of human rights and the policewomen trainees were not free to speak out against any violation of their human rights. The instructors would force themselves on the women who ended up having sexual relationships with their instructors out of fear. Some women had sexual affairs because they wanted favours from the instructors and would not be subjected to strenuous training and punishments.⁸³ This was not only prevalent in the Zambia Police but also in other countries as Susan Martin evidently argued that in Australia women in policing were sexually abused during training and this continued when they were deployed to work

⁷⁸ Interview with W/Compol. Winfridah Kumwenda.

⁷⁹ Interview with W/Compol. Winfridah Kumwenda.

⁸⁰ Luwabelwa, “The Efficacy of Police Watchdog Institutions,” pp. 5-40.

⁸¹ Luwabelwa, “The Efficacy of Police Watchdog Institutions,” p. 11.

⁸² Luwabelwa, “The Efficacy of Police Watchdog Institutions,” pp. 5-40.

⁸³ F. Kasonde, *History and Reformation of Zambia Police Service*, pp.20-22.

in different police departments and stations. She argued that policemen did not accept policewomen as their colleagues but rather as sexual objects. They subjected the women to sexual propositions and sexual harassment as part of their conditions for favours and special treatment.⁸⁴ Carmen and Greene stressed that in Los Angeles, “discrimination and sexual harassment were pervasive in police departments and that supervisors and commanders not only tolerate such practices by others, but also are frequently perpetrators themselves.”⁸⁵ In line with these contentions, in the Zambia Police, policemen were always against the inclusion of women in policing. They therefore, embarked on a campaign of habitual sexual harassment, intimidation and framed women officers for incompetence. Policewomen reported sexual harassment and discrimination. The most unfortunate consequences of the reports was that it resulted into more sexual harassment as the recipients of the reports were perpetrators of the acts.⁸⁶

The former Inspector General of Police Francis Kasonde explained that in 1972, President Kaunda introduced a one party state which ushered in authoritarian rule. As dictatorship became rooted in the government, so did the politicisation of government organizations including the Zambia Police. Kasonde further explained that during Darius Kalebo’s time as Inspector General of Police, human rights violation by the police had increased. This was marked by a great deal of misuse of authority by the police in their discharge of duties.⁸⁷ The female recruits at Lilayi Training School were victims of sexual abuse and torture. Male instructors used to beat female trainees as part of training without regard for human rights and because there was no sensitisation on the observance and respect for human rights. During this period there were no female instructors and matrons whom female recruits could confide in, hence the lack of role models to motivate the female trainees.⁸⁸

Mushauko reinforced the above contention by stating that during training women faced various social problems which included torture, sexual harassment and an associated fear of complaining about abuse and violation of human rights against them. Women suffered discriminatory treatment at the hands of male instructors. They looked down on women trainees and focused on their incapability to

⁸⁴ Martin, “Doing Gender, Doing Police Work: An Examination of the Barriers to the Integration of Women Officers,” p.11.

⁸⁵ D. Carmen, A. and H. Greene, “Female Police in Texas: Perceptions of Colleagues and Stress Policing,” *An International Journal of Police Strategies and Management*. pp. 385-395.

⁸⁶ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁸⁷ Interview with C/Insp. Mercy Tembo, Lilayi, 18th June, 2014.

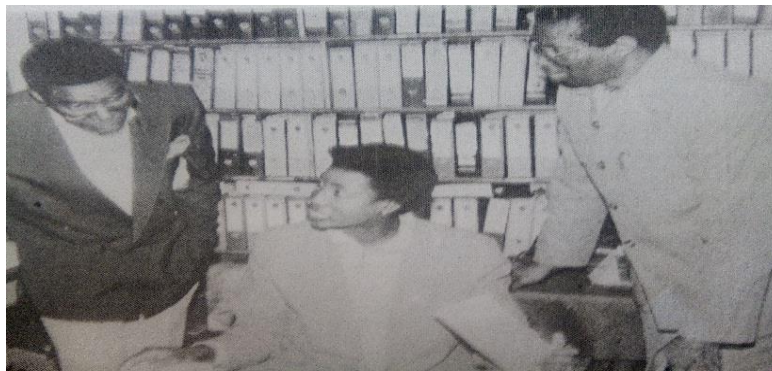
⁸⁸ Interview with C/Insp. Mercy Tembo, Lilayi, 18th June, 2014.

perform police work and virtually concluded that women did not have the capacity. The capability included physical as well as mental and emotional fitness.⁸⁹.

2.4. The Roles and Challenges of Policewomen after Training

The policewomen continued to face challenges in the field once they were deployed to perform their roles and duties as police officers. Initially, as earlier stated, the roles and duties that women performed in the police mainly consisted of social and administrative work. Policewomen were assigned to light jobs such as receiving statements on the inquiry desk, telephone and switch board operation, helping children, villagers and old people to cross roads and as assistants to detectives in the Criminal Investigation Department (CID). They assisted CID police officers when interrogating female suspects. They were restricted to special units and were assigned primarily to do clerical work in the registry, guard duties, search of female suspects and attend to juvenile cases.⁹⁰ Picture showing General Malimba Masheke touring Police Headquarters.

Figure 9: General Malimba Masheke (Right) and Major Wezi Kaunda talking to Constable Annie Sikopo in the firearms registry office.



Source : *Nkhwazi Magazine*, Vol.5:2 (1 March 1989), p.32

Therefore, policewomen were not permitted to do very challenging jobs because male officers anticipated women failing and doubted them to equal men in most job skills and considered them to be lazy, not fit emotionally, mentally and physically. Benny Manengu explained that policewomen

⁸⁹ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019

⁹⁰ C. B. Mhango, "Female Corner," *Nkhwazi Magazine*, Vol.5:2 (July 1982):33.

under the paramilitary wing, policewomen found it difficult to adapt to the work culture of men towards them after training as they were treated with hostility in many cases. Therefore, it was difficult to get the experience they needed as they depicted negative and poor work culture.⁹¹

According to senior police officer Raymond Hamoonga, in some cases policewomen found bush operations and night shift very challenging and preferred to perform light jobs. They were considered to be lazy and took their personal life of parenting as priority. Therefore, they avoided working in night shifts.⁹² Ngandu expressed her displeasure on the work culture of policewomen and stated that:

I find most female officers lazy. They always want to take advantage of their female status not to perform certain duties. They want to work as telephone operators as opposed to being in the shifts. Even in the shifts they resented shift number one which requires an officer to report for work at midnight and knock off at 06:00AM.⁹³

The other challenge that policewomen faced in policing was the lack of consideration for educational advancement, refresher training and promotion courses. This trend was evident in 1974 when very few policewomen were considered for educational training. There were three policewomen against 20 policemen who were sponsored by the Force for education advancement. In the same year only one sub-inspector policewoman against 19 policemen were sent for further studies.⁹⁴ The below table is showing the disparities between policemen and policewomen who were sent for educational training and promotion courses in the Force in 1974.

Table 7: Staff statistics on Educational Training and Promotion courses-1974.

Rank	Policemen	Policewomen	Difference
Senior Superintendents	4	0	4
Acting Superintendents	1	0	1
Assistant Superintendents	15	0	15
Chief Inspectors	2	0	2
Inspectors	20	3	17
Sub- Inspectors	0	1	1
Sergeants	83	04	79

Source: *Zambia Police Annual Report, 1979*, pp.7-8.

⁹¹ Interview with Senior Officer Staff. Benny Manengu.

⁹² Interview with Senior Public Relations Police officer Raymond Hamoonga, Police Force Headquarters, 21st March 2019.

⁹³ R. Hamoonga, “ Mary Chikwanda goes Clergy,” *Police News* Issue No.003(2010):24

⁹⁴ *Zambia Police Annual Report*, (Lusaka: Govt. Printers 1979), p.7.

Evidence from the table shows that in the Zambia Police, policewomen were generally denied the opportunity to go for further educational programme and promotion training. When women were considered only on Sub-Inspector in 1974. At sergeant level only 3.32 percent of the total 83 were women in 1974. Meanwhile, the educational programme and promotion training organised by the Force were part and parcel of the criteria used for promotion.⁹⁵ This clearly indicates that policewomen were disadvantaged in the police and this was a trend in other male dominated institutions in both colonial and post-colonial Zambia. Jacqueline Ng'andu asserted that:

Women are generally disadvantaged in society. They have less education and it positions the majority of them in lower income jobs which are far from decision making where their voices could be heard. The gender roles assigned to men and women by society further disadvantage women and they rarely aspire for higher positions. Women are more vulnerable in education system in job seeking and promotions and this is also prevalent in the police.⁹⁶

Jacqueline Ng'andu further argued that there was need for positive consideration of women advancement in education in all government institutions and departments in order to increase a number of educated women in society who can contribute in the governance of the country.⁹⁷ By way of considering women's rights, recommendations were made that legislation should be passed by all member states of the Organisation of African Union (OAU) aimed at granting equal rights and opportunities to all women on equal footing with men. It was argued at the All African Women Conference in 1972 that this was necessary for women to fully participate in the political, economic and social wellbeing of their respective countries.⁹⁸

Some women took up the challenge and performed the most challenging tasks and equalled men in most job skills. Ngandu explained that in 1975 she had the feel and faced the challenges of being in charge in Chadiza district and later in 1977, she was transferred to Chiwempala and elevated to the rank of Chief Inspector of police. She also acted as police Officer in-charge of Chingola Central Police Station. Recounting her experience during the interview, as a female officer in charge in

⁹⁵ NAZ Box NO.124 Shelf 18, Northern Rhodesia Police Gazette 1950 -1960, pp.9-15.

⁹⁶ J. Ng'andu, "Gender Experiences and Perceptions of Corruption in Road Traffic Police and Zambia Revenue Authority in Lusaka's Central Business District: Cairo Road," MA. Dissertation, University of Zambia, 2009, pp. 2-3.

⁹⁷ Ng'andu, "Gender Experiences and Perceptions of Corruption in Road Traffic Police and Zambia Revenue Authority in Lusaka's Central Business District: Cairo Road," pp.2-3.

⁹⁸ NAZ-FA/1/377 LOC SS6: All African Women Conference, "*Report on All African Conference*," (Dar-es-Salam: 24th -31st July, 1972), p. 2.

Chadiza, Ngandu recalled the incidents which she defined as most challenging.⁹⁹ She narrated how she had led men in the collection of dead bodies in Chadiza district during the liberation struggle in Mozambique. She often came face to face with armed men but did not seek refuge and run away. Instead she took up the challenge, took the lead in the operation and succeeded.¹⁰⁰

Winfridah Kumwenda, trained under paramilitary in 1975, explained how the Unit appreciated the pass out parade and deployment of policewomen in 1976 as it coincided with the famous Mushala rebellion that had put the entire Zambian security wings under pressure. Paramilitary was engaged in the search for Mushala and his rebels. Newly recruited policewomen were part of the operations with the task of handling the search and investigation of the women and children that who victims of the Mushala rebellion.¹⁰¹ Thokozile Shaba asserts that:

During his insurgency Mushala and his group looted villages, abducted small girls and women, forced young men to join his movement and sabotaged some communities' of North Western province of Zambia. From January 1976, Zambian authorities began to receive reports of armed robbery and shootouts with local police. The Mushala rebel group terrified the villagers in the affected communities. Mushala became a source of concern to the nation as his guerrilla activities comprised the freedom which came with the independence in 1964.¹⁰²

Evidence from Thokozile Shaba's study reveal that the rebellion had most distressing and detrimental effects on families especially the vulnerable such as women and children in areas where Mushala operated. Family bonds were broken as children, women and husbands disappeared as they were captured.¹⁰³ The Zambian government responded by deploying the paramilitary police with concerted efforts from all the security wings to capture the rebels and safeguard the local people in the affected areas.¹⁰⁴ It is important to mention that the policewomen under paramilitary played a very important role in the search of Mushala and his rebels.

In 1976, Winfridah Kumwenda was one of the policewomen who were sent on operation to Kabompo in search of Mushala. Their main role on this operation was to search, question the

⁹⁹ R. Hamoonga, "Mary Chikwanda goes Clergy," p. 24.

¹⁰⁰ C. B. Mhango, "Female Corner," *Nkhwazi Magazine*, p. 34.

¹⁰¹ Interview with W/Compol. Winfridah Kumwenda.

¹⁰² T. Shaba, "The Social – Economic Impact of the Mushala Rebellion in North Western Province of Zambia 1076-1990." M.A. Dissertation, University of Zambia, (2019), p.9.

¹⁰³ Shaba, "The Social – Economic Impact of the Mushala Rebellion in North Western Province, p.53-54.

¹⁰⁴ *Times of Zambia* 13th May, 1976

women and guard the cells of those women who were arrested in connection to Mushala Rebellion.¹⁰⁵ This contention was reinforced in the *Zambia Daily Mail* of 1979 that reports that in October 1979, the three rebels that conspired with Mushala were arrested and this arrest included two women who had also become part and parcel of the deadly rebellion. Unfortunately for the government the three men died in detention before Mushala could be arrested.¹⁰⁶ Additionally, it was reported in the *Zambia Daily Mail* in 1981 that the combined security wings of Zambia were able to ambush the rebels' camp and managed to kill two rebels and liberated some women who were held hostage by the rebels.¹⁰⁷

Winfridah Kumwenda argued that Mushala's down fall was necessitated by his former wife Lesy Mukwemba who was disgruntled and bitter about the neglect and rejection by the rebel who had opted to marry a second wife and sent away Lesy from the camp. The news that Lesy had been sent back was received with great pleasure by the Paramilitary Unit and all other security wings.¹⁰⁸ Lesy was arrested and interrogated in the presence of policewomen who also guarded her cell and convinced her to reveal the where-about of Mushala and assured her of receiving full protection.¹⁰⁹ Lesy easily complied with police demands and revealed the whereabouts of Mushala who was later killed in 1982.¹¹⁰

Another policewoman who took up the challenge and broke the obstacle in male dominated sections of the police was Sub Insp. Kaona who became a Police Ballistics Expert in 1980. She was among the three policemen who had been sent to Germany to train in firearms and ammunitions, tool marks identification and criminal technical photography for a year at the Federal Criminal Investigations in Wiesbaden. She was the only female student among the fifteen students who came from different countries including Libya, Saudi Arabia and South American countries and there she was treated the same as her male colleagues.¹⁴

¹⁰⁵ Interview with W/Compol. Winfridah Kumwenda.

¹⁰⁶ *Zambia Daily Mail* 16 October, 1979.

¹⁰⁷ *Zambia Daily Mail* 16 October, 1981.

¹⁰⁸ Interview with W/Compol. Winfridah Kumwenda.

¹⁰⁹ Interview with W/Compol. Winfridah Kumwenda.

¹¹⁰ Shaba, "The Social – Economic Impact of the Mushala Rebellion in North Western Province, p.91.

Furthermore, Constable Florence Mbewe, was another policewoman who in 1975 qualified to work as a finger prints officer and became an expert at Force Headquarters in Lusaka. She explained that:

One ought to have a free will and sober mind to succeed. If one has a problem then this is not the right place to be in and I think that is why most female officers haven't joined the section. It is true that as a mother one is likely to have problems in this section and find it more difficult to combine her job with other parenting commitments.¹¹¹

Initially, Florence Mbewe was not comfortable in this section which was dominated by policemen, because of their negative attitude towards her. However, she eventually got used and regarded her male counterparts as ordinary colleagues.¹¹² She managed to overcome the barriers in this section and the male officers accepted her as a competent finger print expert.

Below are two picture showing Sub Inspector Kaona examining a fire arm and Constable Mbewe at the finger prints section.

Figure: 10



W/Insp. Kaona-examining a firearm.

Figure: 11



W/Const. Mbewe at the finger print section.

Source: *Nkhwazi Magazine*, Vol.5:2 (July 1982) p.35

Additionally, women in policing were not easily accepted by their male peers, their supervisors, or in their own police department. They were viewed with scepticism or worse by their male counterparts in spite of the fact that they had been successful in performing police work in most cases. Constable Banda, who joined the Police in 1972 and was sent to Lusaka Central Police

¹¹¹ Mhango, "Female Corner," p. 35.

¹¹² C. B. Mhango, "Female Corner," p. 35.

station where she dealt with complaints from the general public and later in 1977 when she was transferred to the Finger Print Section she complained about the resistance that she received from her male counterparts and complained about her immediate supervisor who was too hostile to work with and always criticised and never paid attention to her problems.¹¹³ Therefore, she decided to go for a nursing course in order to get away from the challenging police work and resistance from the male officers. She came back as a qualified nurse and continued working in the Police Force clinic. She did not resign as Police officer. Sergeant Maggie Zulu was another police woman who went for a two year nursing course and continued working in the police as a nurse. Constable Muchala quit police office work in 1978 and went for a secretarial course because she felt discriminated against as a woman.¹¹⁴

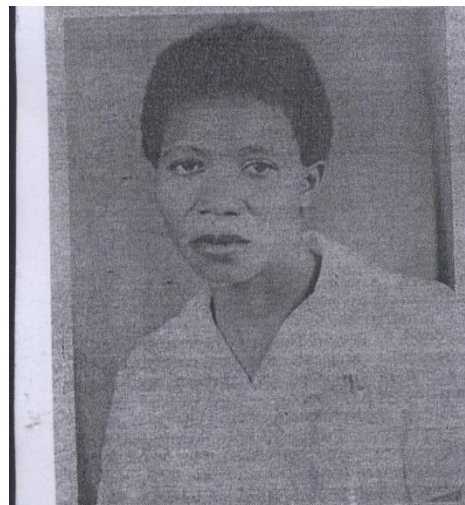
Below are the pictures showing the two police women who quitted police work and went for nursing. They however, continued working in the Force clinics as nurses.

Figure 12



Sgt. M. Zulu, -Qualified nurse.

Figure13



Const. S. Banda, –Qualified nurse.

Source: *Nkhwazi Magazine*, Vol.2. N0. 1(August 1983), p. 20

¹¹³ E. Mulenga, "Female Corner," *Nkhwazi Magazine*, Vol.2. N0. 1 (August 1983): 20.

¹¹⁴ Mulenga, "Female Corner," p. 20.

Makowani, one of the first women to be recruited and trained as a police officer in 1966, added that women police officers were regarded as under-dogs. They were undermined by their male counterparts even when they proved their worth.¹¹⁵ She further asserted that women ensured that they worked very hard and proved capable of handling the most dangerous and challenging work of policing. She explained that the other challenge that women faced was the issue of accommodation. Women officers were made to share a house while male officers were permitted to occupy a full house as individuals regardless of their marital status.¹¹⁶ This was affirmed in the Annual Report of 1973 which states that, "These problems were largely due to the shortage of housing strength on the establishment and also the inadequacy of transport."¹¹⁷

Some male officers refused to assign women officers to general patrols and thus blocked them from gaining the experience they needed. Hunt conclude that women were harassed, resisted by the male officers because they feared that women would divulge departmental (actually, their own) secrets about police corruption and violence.¹¹⁸ Thus, fear of exposure by women officers was cited by Hunt, as the underlying cause of the significant resistance to women.¹¹⁹ Mary Chikwanda challenged the male officers by becoming the first woman police officer to do operations work in the bush such as Kagem, where the police offered guarded energy installations.¹²⁰ She spent eight months at Kagem and was sent back to Kamfinsa where she continued her work as a trainer under Training Division. From 1992 to 1993 she was sent back to operational duties as a platoon commander in Luanshya. Towards the end of 1993 she was transferred to Kamfinsa as an Assistant Training Officer where she worked up to 1995.¹²¹

Elizabeth Kanjela was another Policewoman who took up the challenge and exhibited good attributes of a fearless and committed Policewoman. In the case of money laundering involving the former Labour Minister Austin Liato, Elizabeth Kanjela was among the police officers who went on an operation on the farm of the former Minister in Mumbwa to excavate the hidden money under a building and only managed to break the safe that was buried the following morning.¹²² As

¹¹⁵ E. Mwaata, "A Close Look at a Woman Police Officer," *Police News* Issue No.005 (2010):23.

¹¹⁶ E. Mwaata, "A Close Look at a Woman Police Officer," P. 23.

¹¹⁷ NAZ Box 124 Northern Rhodesia Police Gazette: *Zambia Police Annual Report for The year 1973*, p. 7.

¹¹⁸ J., Hunt, "The logic of sexism among police". *Women and Criminal Justice*, (1990) 2, pp. 3-30.

¹¹⁹ Hunt, "The logic of sexism among police". pp. 3-30.

¹²⁰ R. Hamoonga, "Mary Chikwanda goes Clergy," *Police News* Issue No.003(2010) p. 24.

¹²¹ Hamoonga, "Mary Chikwanda goes Clergy," p.24

¹²² *Times of Zambia*. Saturday, November, 26th 2011, p. 1.

a spokesperson for the Service Kanjela explained that, “We found the money in K25 million bundles and had bank slips from Bank of Zambia and Zambia National Commercial Bank, among others. The bundles had dates of between January and March 2011,”¹²³ She explained that the operation was one of her most challenging as she could hear her male counterparts suggesting that there was no need of her coming along as it was a tough operation that did not need the involvement of Policewomen. Policemen thought that she would not manage to be at the site up to the following morning but to their surprise she persevered and worked throughout the night in the company of her male counterparts who even commended her for commitment and love of the job. The next picture is showing Elizabeth Kanjela reporting at the scene, showing the excavation of cash that Mr Liato had buried.

Figure 14: Elizabeth Kanjela reporting on the money laundering case on the left of this picture is Austin Liato.



Source: *Times of Zambia*, 26th November, 2011.

¹²³ *Times of Zambia*. Saturday, November, 26th 2011, P.1

2.5. Conclusion

The chapter has shown that the official recruiting and training of policewomen started in 1966. Prior to 1966 the Zambia Police employed women on a temporary basis as clerical workers, tailors and home craft personnel who were merely considered to be supporting staff to the Force. The wives of the police officers and female clerks were called upon to help police officers with the search and examination of female offenders and also help during ceremonial duties. The help that was rendered was not paid for as it was not recognised as very important duties. It was not safe and secure for untrained women to be engaged in police work because some female offenders proved to be hard core criminals and became very difficult for the women to handle such cases without police skills. The Force realised the need to recruit and train women as uniformed police officers and was impelled to start infusing one or two women in a squad of men in 1966.

The first women to be recruited and trained were white women in 1955 and in 1958 African women were infused under the Northern Rhodesia Police Force. There was need for female police officers in the Force to execute feminine duties such as searching of female suspects and taking care of them during their stay in police custody and attending to their personal needs. The Force also needed to employ women as police officers in order for them to perform secretarial, clerical work, guard of female suspects, and attend to juvenile cases and other social work duties. The police women were initially employed on a temporary basis and would not be considered for promotion even when they rightly deserved it. The United Nations recommendations on the elimination of discriminatory legislation against women prompted the Force to consider the promotion of women to higher ranks and increase the establishment. Consequently, the Zambia Police in 1966 started the official recruitment and training of women that led to the inclusion of policewomen as permanent officers expected to perform the same duties as their male counter parts. Women faced various challenges during training and in the field while performing their duties.

Prior to 1995 the Zambia Police was called a Force because its trainings and operations were mainly characterised by force. The instructors at the training school would force the female trainees to have sexual relations with them. Additionally, instructors used to beat female trainees as part of training without regard for human rights and because there was no sensitisation on the observance and respect for human rights. During this period there were no female instructors and matrons whom women recruits could confide in and look up to as their role models. The

policewomen continued to face challenges in the field once they were deployed to perform their roles and duties as policewomen. They faced hostility from their male counterparts who could not accept working with them as they were considered to be incapable of performing police duties. Some policewomen managed to endure the challenges and managed to become trained police officers despite the challenges they faced. However, some female trainees and officers failed to contain the challenges and decided to withdraw.

CHAPTER THREE

TRANSFORMATION AND RESTRUCTURING OF ZAMBIA POLICE AND ITS IMPACT ON THE ROLES AND CHALLENGES OF POLICEWOMEN, 1995-2015

3.0. Introduction

This chapter explores the reformation and restructuring of the Zambia Police Force and its impact on the roles and challenges of policewomen from 1995 to 2015. The chapter argues that due to increased police abuse and growing disgruntlement on the police works, the government introduced the Zambia Police Reform Programme which saw the evolution of the police from a military institution to a more civil one. This chapter reveals that before 1995, the police was marked by rampant violation of human rights and abuse of authority by the vigilantes and police officers in charge of their duties. The violation of human rights was characterised by killings, detention of suspects without trial, instilling of fear and torment on the citizenry. Therefore, in 1995, Mr Francis Ndhlovu Inspector General of Police on behalf of government, launched the Police Reform Programme and framed a task declaration in which the police vowed to respect individual liberties and rights and enhance democratic governance. It is further argued that the Zambia Police started undergoing a number of reforms and restructuring which tremendously affected the roles and challenges of women police officers in a more profound way. It was during this period that social units such as the Victim Support, the Schools Liaison, Human Rights, Police Public Complaints Authority, Children Protective Unit, Women Network Group and the Chaplaincy Units were established and offered hope as they had a direct impact on the police internal and external relations.

3.1. Historical background on the introduction of the Police Reform Programme

3.1.1. The Vigilante Police Scheme, 1985 -1990

Democratic governance underwent serious setbacks during the second republic under the leadership of the first Zambian President Dr. Kenneth Kaunda. The ruling United National Independence Party (UNIP), had a lot of power, authority and was considered to be part and parcel

of the government.¹ The party had great influence on many government institutions including the Zambia Police Force and in order to enhance its influence on the Force, the government created an enabling environment by forming the Vigilante Policing Scheme in 1986. The Vigilantes were civilians who were incorporated in the Police Force to help curb the escalating crime rate in the country.² The justification behind the formation of the Vigilante Policing Scheme was that the Force had insufficient human resource for all areas throughout the country. It is reported in the 1985 Zambia Police Annual Report that “The shortage of manpower in the branches caused a problem but this was substituted by attaching untrained personnel.”³ It is further reported that during this period there was high demand from the general public for security protection against the rampant crime rate in the country.⁴ Therefore, allowing the Vigilante to help the regular police in the maintenance of peace and order would make it possible to combat crime that goes unnoticed. It is important to note that the Vigilante covered up for the shortage of police constables in the Police Force.⁵ This was fully supported by the members of parliament who agreed to the urgent need of incorporating civilians in police work in order to have concerted efforts in the fight against crime.⁶

Mr Fredrick Chomba, the then Home Affairs Minister gave a ministerial statement in 1985 and explained that “Government is to enact a law to introduce Vigilante Policing Scheme to curb the increasing crime rate in the country which has increased to 124 percent since independence”.⁷ His statement was supported by President Kenneth Kaunda who announced that the Force was for the citizenry and as such it should portray behavioural characteristics that are civil because its achievements depend on the civilians.⁸

The scheme was enacted after amending the Police Act through the Zambia Police Amendment Act No. 23 of 1985 and the Zambia Police Act, Cap 133 of the laws of Zambia.⁹ The Vigilante Scheme composed of loyal civilian party cadres who devoted their free time to the maintenance of

¹ F. Kasonde, *History and Reformation of Zambia Police* (Lusaka: UNZA Press, 2002), pp. 19- 24.

² Kasonde, *History and Reformation of Zambia Police*, p.19

³ Zambia Police Annual Report for the year 1985(Lusaka: Government Printers, 1987), p.20.

⁴ Zambia Police Annual Report for the year 1985, p.26.

⁵ P. Chilansakata, “*The Vigilance Policing Scheme: Appraisal of the Operation of the Zambian Model*,” MA. Dissertation, University of Zambia, 1988.

⁶ Daily Parliamentary debates for Zambia 13th December, 1985(Lusaka, Govt. Printers) col.894.

⁷ *Zambia Daily Mall*, Saturday August 10, 1985, p.1

⁸ *Zambia Daily Mall*, Saturday August 10, 1985, pp.1-3.

⁹ Subsection 48 (4) of the Zambia Police Amendment Act No. 23. 1985.

peace and order in the country. These civilians were given the mandate to perform general duties as directed by their ward security committee.¹⁰

The Police Force did not have full control over the Vigilante even when it was placed under its supervision. The ruling political party was in charge and its officials gave orders to officers in charge of police stations. The Force became a rubber stamp as it could not perform any duties or go on operations without the authorisation from the Vigilante and the party.¹¹ On many occasions, the Force received instructions from the Vigilante and the party to arrest, detain and torture civilians on suspicion of opposing the ruling party and its government. The Vigilante were given these powers as stated in the Act that they may also arrest any person who commits a decipherable offence or whoever they suspected of committing a felony.¹² They imperilled the citizens to brutal beatings and harassment to a degree of disregarding individual human rights. The scheme further exceeded its powers as it continued to violate laws in the constitution of Zambia that upholds freedom of protection, privacy and property of individuals.¹³

The Vigilante clashed with the marketerers because of their habit of closing the markets whenever there was a party rally. Furthermore, the Lusaka Urban District Governor Michael Sata aroused a lot of fear and panic in the commercial community when he directed the Vigilantes and party supporters to monitor and impose down the prices for buying and selling of goods and services.¹⁴ This dissertation reveals that the Vigilante turned into a terrorist group in the country that compelled members of the public to rush home in the early hours of the evening in fear of being beaten and harassed.¹⁵ The Human Rights Commission of Inquiring reported that there were complaints of harassment, ill-treatment, beatings and loss of property, Curfews and arrest of alleged loiterers, “Shishita” during Vigilante and police operations.¹⁶

There was general discontent in the country which prompted the general public to express their displeasure and cried out to the party and its government to abolish the Vigilante Police Scheme.¹⁷

¹⁰ Subsection 2(2): The Zambia Police Vigilantes Regulations 1986 brought into effect on August 13, 1986 by statutory instruments No. 122 of 1986.

¹¹ Kasonde, *History and Reformation of Zambia Police*, p.21.

¹² Subsection 50 of The Police Amendment Act No. 23, 1985.

¹³ *Zambia Daily Mall* Comment Friday June 26, 1987, p4.

¹⁴ Chilansakata, “*The Vigilance Policing Scheme: Appraisal of the Operation of the Zambian Model*”, pp.14-16.

¹⁵ *The Sunday Times of Zambia*, November 22, 1987, p1.

¹⁶ Report of the Human Rights Commission of Inquiry, 1995: p14.

¹⁷ *The Sunday Times of Zambia*, November 22, 1987, p1.

Some newspapers reported against the Vigilante with alarming headlines such as: “**Vigilante do not know law... Vigilantes Move good but... Vigilantes harass people**”.¹⁸ It was these reports that frustrated Mr Henry Mtonga the then Inspector General of Police who expressed his disapproval of the Vigilantes and party’s interference on the Force. This, however, provoked his forced retirement on public interest by the government in 1989 and was replaced by Mr Joshua Konayuma who only worked for one year.¹⁹ In 1990, the President appointed Zunga Siakalima a lawyer as Inspector General of Police. During his reign as Police Inspector General, there was general discontent and revolutionary remarks against the ruling government throughout the country.²⁰ The citizenry called for change from a one party state to a multi-party system of governance. Unable to resist the wind of change that was blowing across the country, Dr Kenneth Kaunda the then President appointed a Constitution Review Commission headed by Prof. Patrick Mphanza Mvunga. The commission’s main mandate was to review and draft a new constitution that would restore multiparty democracy. Therefore, the repeal of article 4 of the Republican Constitution by the President, paved a way for multiparty elections in 1991.²¹

In 1991, a new democratic government was formed under the leadership of Fredrick Chiluba who relieved Zunga Siakalima from his duties on national interest and appointed Darius Kalebo as Inspector General of the Police Force.²² The restoration of democratic governance made government restructure the Zambia Police Force in a more profound way. Firstly, the political party structure for UNIP was separated from government hence the abolition of the Vigilante Police Scheme.²³ Secondly, the Police Force was detached from politics and became autonomous in its operations and decision making. However, regardless of the novel political dispensation that was provided for the Police Force to uphold the rule of law and respect human rights, there were still some traits of human rights violations and dictatorship.²⁴

¹⁸ N. Kwaleyela, “The Vigilante Assignment,” *Nkhwazi Magazine*, Vol. 5:1 (1 April, 1988) p.11.

¹⁹ Kasonde, *History and Reformation of Zambia Police*, p.21.

²⁰ Kasonde, *History and Reformation of Zambia Police*, p.22.

²¹ Constitution of the Republic of Zambia 1991 as amended to 2016: <https://constitutions.unwomen.org>. Accessed on 11th November, 2021.

²² E. M. Katongo, “*Zambia Police Leadership and Reforms*,” Police News Magazine: Zambia Police @ 50, Issue No. 002(Lusaka: Printech Limited, 2014), p.20.

²³ M. B. Nkhata, “Police Reforms: Restructuring and Police Human Rights Records-A Case Study of Lusaka and Kafue Police,” MA. Dissertation, University of Zambia, 2007, p.27.

²⁴ Nkhata, “Police Reforms: Restructuring and Police Human Rights Records-A Case Study of Lusaka and Kafue Police,” pp. 27-28.

3.1.2. The Launch of the Police Reform Programme.

During Inspector General Darius Kalebo's reign from 1991 to 1994, mal-administrative practises in the Police became prevalent. Darius Kalebo was unprofessional because of lack of adequate educational background and administrative skills adopted an authoritarian approach in governing the Police Force.²⁵ It was during his reign that the Police recorded an increased number in the cases of violation of human rights, incidents of abuse of office, extra-judicial killings, torture and illegal detention of suspects without trial which was the violation of individual's rights to a free and fair trial.²⁶ In 1994, a Police report revealed a record of 30 dead suspected criminals and consequently, Darius Kalebo and his deputy Hobson Simasiku were retired. This was because the reports of police brutality, torture and general discontent of the community over the intensifying cases of the police abuse of authority, inefficiency and dishonesty had become too overwhelming to ignore.²⁷ He was succeeded by Francis. K. Ndhlovu, who during his reign as Inspector General of Police, the Reformation programme was launched and a task declaration was outlined in which the police promised to observe and respect human rights, freedoms and to facilitate democratic governance through community focused patrolling.²⁸

The Police Reform Programme received overwhelming support from both the government and the public because of its intention of modifying the Force to a competent, responsible and community oriented institution. Kasonde asserts that:

The reform programme received full government support and was heralded as ambitious and pragmatic, whose implementation aimed at changing the Force into an efficient and accountable institution. The reform programme was later translated into a five-year Strategic Development Plan (1995-2000), which contained such radical initiatives as the creation of the independent Police Complaints Authority to hear serious Police abuses. In a bid to eliminate the old military policing system, the title 'force' was replaced with 'service' and the Police acquired the new name Zambia Police Service.²⁹

This development gave hope to police officers and members of the public who were against the violation of human rights, incompetence, corrupt practices that were prevalent in the Police Force

²⁵ Kasonde, *History and Reformation of Zambia Police Service*. p. 20.

²⁶ Katongo, "Zambia Police Leadership and Reforms," p.20.

²⁷ Kasonde, *History and Reformation of Zambia Police Service*. p. 23.

²⁸ Katongo, "Zambia Police Leadership and Reforms," p.20.

²⁹ Kasonde, *History and Reformation of Zambia Police Service*, p. 24.

during the Second Republic. They hoped for a better and transformed Police Force into a service that assured people of peace and security as the status quo for the country. However, the Police Service continued being a Police Force because the law did not change and there was still some element of force in the operations and the way the duties were executed.³⁰

3.1.3. Objectives of the Zambia Police Reform Programme

The Zambia Police Reform Programme had a number of objectives that were targeted at instilling confidence in the members of the public and improving the image of the Police by incorporating the community in combating crime.³¹ The main objective of the programme was to come up with a community responsive and professional Police that would be able to curb the high rate of crime on one hand and on the other hand to uphold respect for human rights and the rule of law. It was hoped that this would subsequently bridge the gap between the police and the community.³² This assertion was supported by Walubita Luwabelwa who stated that, “These reforms were instituted in May, 1994 and the main aim of these reforms was to improve the quality of service delivery in terms of efficiency, professionalism and police public image through the training of increase manpower.”³³

The other objective was to put away a military oriented and politically inclined Police system and replace it with a more community focused organisation that would be answerable to the regulations and the community it is established to service. This was aimed at bringing the Police nearer to the people hence creating the corporation with the community.³⁴ It was reported by Lilanga that the programme aimed to seek for a policing model which would focus on the prevention of crime through community participation in order to win back their legitimacy.³⁵ The Police also planned

³⁰ Nkhata, “*Police Reforms: Restructuring and Police Human Rights Records-A Case Study of Lusaka and Kafue Police*,” pp.27-28

³¹ L. Lilanga, “Francis Ndhlovu IG. From 1994-2000” Police News Magazine: Zambia Police @ 50, Issue No. 002(Lusaka: Printech Limited, 2014), p.32.

³² Lilanga, “*Francis Ndhlovu IG. From 1994-2000*” p.32.

³³ W. Luwabelwa, “*The Efficacy of Police Watchdog Institutions*,” Degree Dissertation, University of Zambia, 2008, p.43.

³⁴ Zambia Police Reform Programme Project Proposal, May, 1994. P.17.

³⁵ Unpublished paper, “*Community Involvement in Policing Strategies*,” presented at the workshop for security staff at National Assembly of Zambia, January, 2002.

to implement the establishment and legalisation of the Neighbourhood Watch, Victim Support, Chaplaincy, Protective, School Liaison and the Community Crime Prevention units.³⁶

The type of police training skills that was used in all the Police Training Schools was military oriented and very authoritarian. The absence of the essential courses in human rights Police Public Relations, preventive policing procedures and the over emphasis-military drills during the training and refresher courses led to the creation of overbearing and authoritative policing and produced police officers who did not understand the basic principle of community policing.³⁷ It was observed that the absence of human rights and constitutional lessons in the police training syllabus necessitated police officers' violation of human rights. It was further reported in the Zambia Police Strategic Plan that there was no existing body that would take up the obligation of investigating complaints against policemen and women.³⁸

Following the above report, the Zambia Police Force came up with objectives to address and arrest human rights violations. One of the objectives was to ensure that an independent Police Public Complaints Authority was established so that human rights violations would be reported to this body.³⁹ Furthermore, it was among the aims to add in syllabus the human rights and constitutional law lessons in the police training. In line with this context, the fifth National Development Plan stresses that the Zambian administration's intentions are to develop human resource for the effectual practise of public safety sector. Amid the plans that are envisioned to attain this objective is the improvement and application of human rights training programme.⁴⁰ This objective is in line with the policy statement as stated in the 1984 Zambia Police Annual report that declares that

“The purpose of all training in the Zambia Police is to apply training solutions where appropriate to rectify personnel performance deficiencies both potential and existing in the achievement of the objectives of the police as stipulated in section 5 of Zambia Police Act. Cap 133.”⁴¹

The above assertion is line with the action plan stipulated in the 1995-2000 Zambia Police Strategic Plan that explains how the service should come up with measures to uphold human rights. It is

³⁶ Lilanga, “*Francis Ndhlovu IG. From 1994-2000*” p.32.

³⁷ Zambia Police Reform Programme Project Proposal, May, 1994. P.17.

³⁸ Zambia Police Strategic Development Plan 1995-2000, p.13.

³⁹ Fifth National Development Plan 2006-2010, p. 267.

⁴⁰ Fifth National Development Plan 2006-2010, p. 267.

⁴¹ Zambia Police Annual Report (General Report and Survey of the year 1984), (Lusaka: Govt. Printers, 1988),p.5.

recorded in the plan that the police should include human rights and constitution law in the training syllabus with immediate effects as it is a directive.⁴²

It is further indicated in the 1995-2000 Police Strategic Plan that the service should come up with a system of record keeping on complaints and investigations and make sure the plaintiffs and the relevant authorities are given feedback in due course.⁴³ Another objective was to restrict all arrests and detentions of offenders to the approval of the shift supervisor of or above the rank of Sergeant in order to limit the powers of constable police officers who were reported to be on the increase in the number of human rights violation cases.⁴⁴

It is important to note that police officers are very cardinal when it comes to the protection of human rights as they handle cases concerning the community including suspects and among themselves especially when relating with the policewomen who are more vulnerable to sexual abuse and harassment.⁴⁵ Violation of human rights and lack of respect for the rule of law may lead to civil unrest, loss of credibility and public confidence, isolation of police from the community and police officers becoming reactive rather than proactive. It against these critical analysis that the Zambia Police Strategic Plan on the reform programme was implemented.⁴⁶

3.1.4. Police Reforms and their impact on the roles and challenges of policewomen 1995-

2015

A Community Service Directorate (CSD) was created to allow the establishment of various units and crime deterrence structures which were to be used as vessels on which services from the police to the community and vice versa were to flow.⁴⁷ CSD was created through a parliamentary Amendment Act number 14 of 1999. It is important to mention that the essence for the creation of this unit was to bridge the gap between the one party regime and the multi-party regime administration and address them amicably.⁴⁸ There were so many gaps which existed in the one party state regime which would be addressed by this entity. This unit employed practical methods

⁴² Zambia Police Strategic Development Plan 1995-2000, p.13.

⁴³ Zambia Police Strategic Development Plan 1995-2000, p.13

⁴⁴ Zambia Police Strategic Development Plan 1995-2000, p.13

⁴⁵ The Reporter, "Promoting a Transparent and High Quality Police Service," *Police News* Issue No.0001, 2008, p.4.

⁴⁶ The Reporter, "Promoting a Transparent and High Quality Police Service," *Police News* Issue No.0001, 2008, p.4.

⁴⁷ J. Shanampota, "An Overview of Zambia Police Community Service Directorate," *Police News Magazine: Zambia Police @ 50*, Issue No. 002(Lusaka: Printech Limited, 2014), p.71.

⁴⁸ Parliamentary Amendment Act Number 14 of 1999, p.4.

of policing and this was achieved through piloting of educational campaigns in the community with the aim of combating and curbing of crime.⁴⁹

In 1999, the Zambia Police Service formed the Victim Support Unit and its establishment and legalisation is in the amended Zambia Police Act No. 4 of 1999. This paved way for the introduction of this social service structure that had a deep impact on the welfare and relations of the police and the public.⁵⁰ The Unit was under the Community Support Directorate which was assigned to investigate, arrest and prosecute all cases relating to and committed against spouses, women, children and the aged.⁵¹ The Unit also provided counselling to both victims and perpetrators of Gender Based Violence (GBV) and other crimes. It also created awareness in the community on the prevention of GBV offences.⁵²

The preference to administer the Victim Support Unit was given to policewomen who were given special training for them to handle cases involving the vulnerable and marginalised victims of crimes such as children, women and the elderly people.⁵³ By the end of 1999 all major Police stations in Zambia had introduced the structure of a Victim Support Unit. Many policewomen were assigned to work under this Unit because the Unit dealt with mainly feminine and juvenile cases such property grabbing from widows, lack of educational financial support by male parents, juvenile delinquencies and many other social problems that affected the marginalised groups of people in the community.⁵⁴ With the majority of policewomen placed under the Unit, 11,908 cases of gender based violence were reported in 2011, while 8,467 had been reported the previous year. This shows an increase in the number of cases because the victims were comfortable to open up to policewomen than policemen.⁵⁵ Policewomen under the Victim Support Unit were reported to be very compassionate to the victims and useful allies and had a strong will to fight against Gender Based Violence.⁵⁶

⁴⁹ Zambia Police Reform Programme Project Proposal, May, 1994. p.19.

⁵⁰ Zambia Police Reform Programme Project Proposal, May, 1994. p.20.

⁵¹ Shanampota, "An Overview of Zambia Police Community Service Directorate," p.71.

⁵² Shanampota, "An Overview of Zambia Police Community Service Directorate," p.71.

⁵³ Interview with W/C/Insp. Doreen Malambo (Gender analysts Police HQ.), Lusaka, 11th June, 2014.

⁵⁴ Interview with W/C/Insp. Doreen Malambo, Lusaka, 11th June, 2014.

⁵⁵ C. Bwalya, "Gender Based Violence," MA. Dissertation, University of Zambia (2004), p.15.

⁵⁶ Interview with Ass. Sup. Lloyd Mushauko Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019.

It can thus be argued that policewomen were considered to be more committed to community service because of their calmness and less forceful occurrences with the citizens. Gayre Christie stressed during her paper presentation in 1996 at the Australian Institute of Criminology First Women Conference that “female police officers have been assumed to have greater commitment to public service more calming and reassuring demeanours and less encounter with the citizens. The inclusion of women in policing is particularly relevant to the current emphasis on community policing.”⁵⁷ However, Lloyd Mushauko argued that the majority of policewomen preferred working at this Unit and disadvantage themselves from gaining experience of masculine police work that required them to go out on field operations. They would rather work under this unit to avoid the most challenging police work.⁵⁸

The Child Protection Unit was created under the Victim Support Unit in order for the police to intensify the accessibility to children’s issues and give children enough attention. As earlier alluded to, the VSU was overwhelmed with reports gender based violence and many other cases concerning women. The Child Protection Unit primarily focused on the crimes committed against children like child neglect, child abuse, child defilement and child labour. This Unit was mainly administered by a majority of policewomen.⁵⁹

The Police Public Complaints Authority was established by government as an implementation of the Police Strategic plan outlined in the Zambia Police Amendment Act No.14 of 1999. It was reported in the Zambia Police Strategic Development Plan that the first reform objective that focused on creating an independent Police Public Complaint Authority was achieved. The government through the Ministry of Home Affairs was authorised to appoint officers of the Authority.⁶⁰ The second reform objective was to add to the police syllabus the knowledge of constitutional law and human rights as stated in the Police Strategic Development plan. This objective was implemented as evidence showed that constitutional law and human rights lessons were delivered at the Police Lilayi College, Kamfinsa and Mobile Unit training schools.⁶¹ This had a positive effect on the challenges of policewomen during training as the instructors’ mind set

⁵⁷ G Christie, “*The Police Role: Studies of Male and Female Police*,” PhD. Justice Studies Queensland University of Technology, 1996, pp.2-3.

⁵⁸ Interview with Ass. Sup. Lloyd Mushauko, 6th August, 2019.

⁵⁹ Shanampota, “*An Overview of Zambia Police Community Service Directorate*,” p.71

⁶⁰ Zambia Police Strategic Development Plan 1995-2000, p13.

⁶¹ Zambia Police Strategic Development Plan 1995-2000, pp.13-14.

and training methodologies changed from militant to one which was service-oriented. They respected the trainees and observed human rights because of the knowledge they acquired.⁶² This assertion was supported by Michael Sata in 2015 who stated that there was nothing to enjoy in the Zambia Police Force as it is today because the Force was characterised by militant behaviour and lack of regard for human rights.⁶³

The Police training syllabus introduced, for the first time, the teaching of human rights to police recruits. With this knowledge, women trainees started opening up and reporting any form of sexual harassment and discrimination against them. Intermediate and high-ranking officers of the Police were encouraged to attend human rights training conferences. Proof of identity codes were introduced for all the Police officers so that officers who not observe and respect human rights of individuals could be reported to the authorities.⁶⁴ Women in training schools and in the field became free to report any form of sexual harassment faced and this was dealt with through by the Human Rights Department. In 1997, two instructors were put on disciplinary charges for sexual harassment. In 2010, officers were exposed and transferred because it came to the attention of the authority.⁶⁵

It was reported by Easter Mwaata in the Police News magazine that the Police Public Complaints Authority, Police and the Community Unit were working well together after a year unlike at commencement when it was reported that there was uncertainty about the Authority and its objectives.⁶⁶ The police officers feared that the Authority would be determined at oppressing and reporting them unnecessarily. After a year there existed an affable co-existence between the Police Public Complaints Authority and the police which showed that police officers understood why it was establishment.⁶⁷ In line with this context, the Permanent Secretary of the Ministry of Home Affairs stated that the Police Public Authority was performing to its expectation by ensuring that community and police officers' rights were respected and observed.⁶⁸ The Permanent Secretary further reported that government was impressed and satisfied with the operations of the Police

⁶² Interview with Ass. Sup. Lloyd Mushauko, 6th August, 2019.

⁶³ C. M. Chanda and T. Malumo, "*Working as a police officer in Northern Rhodesia was not an easy thing*" Police News Magazine: Zambia Police @ 50,

⁶⁴ Interview with S/Supt. Justin Mutale, Lusaka, 11th June, 2014.

⁶⁵ E. Mwaata, "A Chat with a Woman Peacekeeper," *Police News Issue* No.005 (2010):27.

⁶⁶ Zambia Police Annual Report, (Lusaka: Govt. Printers 1998), pp.4-10.

⁶⁷ Zambia Police Annual Report, (Lusaka: Govt. Printers 1998), pp.4-10.

⁶⁸ Post News Paper, January 5, 2000, p.6.

Public Complaints Authority and advised that it should continue enlightening the citizenry and policewomen and men on their rights.⁶⁹ The third reform objective was to introduce a policy that would give mandate to supervisor of the rank of sergeant and above to approve all arrest and detentions. This reform was also implemented successfully as the custody officers of the rank of Sub inspector were put in place at a police station in accordance with the Zambia Police Amendment Act No. 14 of 1999.⁷⁰

The fourth reform objective in this context was to keep records on complaints and investigations and ensuring that complainants were given feedback.⁷¹ This was another reform that was successfully implemented and files for complaints were kept at the station and division. Policewomen were very delighted with the reform objective as it enabled them to file their complaints on sexual harassment by their immediate supervisors. It was also reported by Lloyd Mushauko that a number of policewomen had reported cases of sexual abuse and if they refused to have sex with their immediate supervisors they were not recommended for promotion, peace keeping missions and educational leave when they were duly entitled.⁷² The Zambia Police Service had been transformed from its military political out look to a public service that upheld accountability to the law and adherence to police officers' and public complaints.

Another social structure unit that was introduced was the Chaplaincy Unit. Under this a Police Pastor or priest was employed in the service as a predestined clergy and whose task was to offer religious knowledge services to police officers and their families. The main objective of the Chaplain was to project religious programmes for Police officers.⁷³ This had a profound effect on how women were treated during the training in Lilayi and in different Sections or Departments of the Police Service. The clergy preached against discrimination and sexual harassment against police officers regardless of sex.⁷⁴

⁶⁹ Post News Paper, January 5, 2000, p.6.

⁷⁰ Zambia Police Reform Programme Project Proposal, p.20.

⁷¹ Zambia Police Reform Programme Project Proposal, p.20.

⁷² Interview with Ass. Sup. Lloyd Mushauko, 6th August, 2019.

⁷³ Shanampota, "An Overview of Zambia Police Community Service Directorate," p.71

⁷⁴ Interview with C/Insp. Mercy Tembo, Lilayi, 18th June, 2014.

Below is a picture showing Commissioner of police Mary Chikwanda receiving her theology Diploma by All Africa School of Theology in Luanshya.

Figure 15: W/Compol. Mary Chikwanda



Source: Lilayi Training School Library

The School Liaison Unit was created to design law enforcement educational programmes for children and pupils in schools.⁷⁵ Preference of heading and administering this unit was given to police women. Senior Assistant Commissioner of Police (W/SACP.) Siamana Ndandula, was moved to the Training, Research and Development at Headquarters in 2011. All the training schools of the police were under this department. She performed many roles and duties under this department. She was in charge of the recruitment of police officers in all the training schools that was Lilayi, Sondela and Kamfinsa training schools.⁷⁶ The social services units were also administered under her supervision as they also fell under her department. She made sure that the School Liaison Unit projected educational programmes for children, pupils and students in colleges and universities.⁷⁷ Policewomen and men were sent in schools, colleges and universities to sensitise pupils and students on sexual harassment, discrimination, road safety, child abuse and

⁷⁵ Zambia Police Strategic Development Plan 1995-2000, pp.13-14.

⁷⁶ Shanampota, "An Overview of Zambia Police Community Service Directorate," p.71.

⁷⁷ Interview with W/SACP. Siamana Ndandula, Lusaka, 4th June, 2014.

child labour and also give them security tips to prevent them from riotous action in case of any dispute.⁷⁸

3.2. Reformation in the Recruitment and Training

3.2.1. Female Cadet Recruits and Training

In 1996, the Zambia Police Service started recruiting female cadets and trained them as Police officers. The recruiting of women as cadet was done as a direct entry into the Service and required females with degrees in any professional field. These women once trained were directly given the rank of assistant superintendent with three stars which symbolised higher rank of authority. They underwent the training at Lilayi Training School for one year and then for another year at paramilitary training school at Sondela in Kafue which was mandatory for them as cadet recruits.⁷⁹ The women cadet recruits did not face a lot of challenges as the trainers were lenient on them because they knew that once they completed the training they would be their superiors. These women were trained together with men and competed with them. This was very challenging because naturally men were stronger than women. The other challenge that they faced was limited time for studying and prepare for the tests because the day started early in the morning. The first activity was the physical training, then breakfast, lessons in class, lunch, then lesson again. At sun set there was roll call to find out if all the recruits were present and then they would break for super. Women were usually very tired and retired to bed earlier than men.⁸⁰

The training at Lilayi was not very challenging compared to the one at Paramilitary Sondela Training School in Kafue. At Lilayi there was more of academic training and in Kafue it was physical. The environment at paramilitary was not conducive for women. It was totally a bush between the mountains and the Kafue River with no special structures and facilities for women's convenience. When one committed an offence, instructors would deep the offender in the Kafue River regardless of sex and this was referred to as the 'Deep and Rise'.⁸¹ These women faced a lot of challenges in the field when performing their roles and duties. Their roles and duties were mainly administrative in various units and divisions of the Police Service. They were resisted and

⁷⁸ F. Kasonde, *Zambia Police Standing Order* (Lusaka: Government Printers, 2009), p.10.

⁷⁹ Interview with W/C/Insp. Doreen Malambo, Lusaka, 11th June, 2014.

⁸⁰ Interview with S/Supt. Justin Mutale, Lusaka, 11th June, 2014.

⁸¹ Interview with W/Sacp. Siamana Ndandula, Lusaka, 4th June, 2014.

resented by both the male and female counterparts because of their age, inexperience as superiors and because they were women. Graduate policewomen were not easily accepted, they were resented during their orientation and when they were given a station to administer as assistant superintendent they faced a lot of opposition and hostility from older policemen and women because they took over the positions which they occupied.⁸² Furthermore, the older female Police officers found it very difficult and humiliating to take orders from younger graduate Police officers who immediately became their superiors upon completion of their training. They would not directly show their resentment and resistance but would avoid to attend the meetings once called for by their younger fellow women superiors. They sent apologies or came up with excuses for them to miss such meetings. However, after some time they became used to the situation and accepted.⁸³ However, the graduate Policewomen worked very hard and proved that they were capable of performing their duties diligently regardless of their age and sex. These cadet policewomen were able to represent their fellow women at the administration level as they occupied high positions in the Force. This reduced the challenges as they spoke strongly about discrimination and advocated for equality between men and women for promotion and educational advancements.⁸⁴

The position of Public Relation Officer of the Zambia Police from 1996 was preferably given to female cadet recruits because of their professional qualifications. The most notable ones were Brenda Muntemba, Elizabeth Kanjela, Charity Katanga, and Ndandula Siamana.⁸⁵ These policewomen changed the public perception of the police service as they gave police reports through the media. They proved to the public that police had transformed from a militant and patriarchal institution to a service that appreciated the contribution of policewomen in the maintenance of law and order and upholding peace and security in the country. They were the role models to other policewomen and the girls that aspired to join the police service.⁸⁶

⁸² Interview with W/Acp. Charity Munganga, Lusaka, 5th June, 2014.

⁸³ Interview with W/Sacp. Siamana Ndandula, Lusaka, 4th June, 2014.

⁸⁴ Shanampota, “*An Overview of Zambia Police Community Service Directorate*,” p.71.

⁸⁵ Interview with Ass. Sup. Lloyd Mushauko, Gender National Coordinator for Zambia Police Service, Lusaka, 6th August, 2019.

⁸⁶ Interview with Ass. Sup. Lloyd Mushauko, Gender National Coordinator for Zambia Police Service Lusaka, 6th August, 2019.

Below is a picture showing W/Compol. Brenda Mutunda, MA. with IG., Ephraim Mateyo.

Figure 16: Brenda Mutunda MA. joined the Police as a Cadet recruit-1996



Source: Brenda Muntemba

Figure 17: W/Sacp. Ndandula Siamana. BA. ED. UNZA. Cadet recruit-2006.



Figure 18: W/Acp. Elizabeth Kanjela. BA.LIS. Cadet recruit-2006.



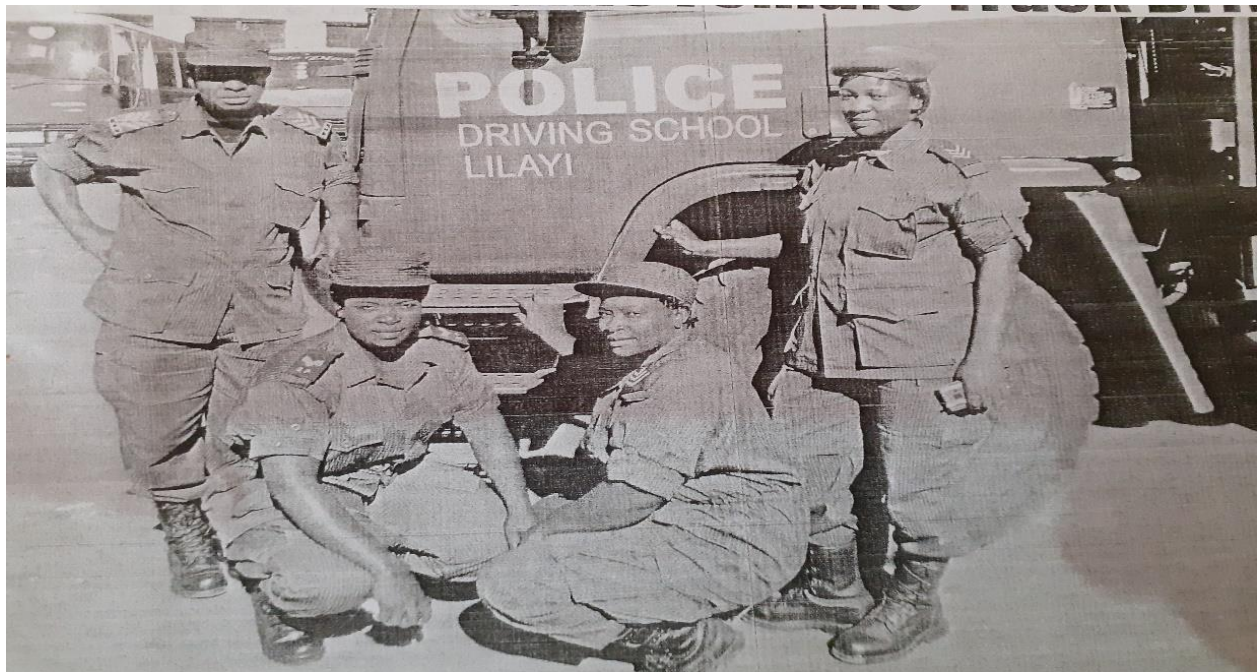
Source: Lilayi Training School library

3.2.2. The Training of Policewomen as Truck Drivers

In 2012, the Zambia Police Service started the training of policewomen as truck drivers to ensure that they acquired the knowledge of defence driving skills and attitude towards members of the

public and other road users. Transport was an important factor for combating crime and upholding law and order. It was attained through Motorised Beats to ensure timely reaction to emergencies.⁸⁷ The Inspector General of Police Stella Libongani, officially opened the female drivers' school and in her remarks congratulated the policewomen who took part in the training and appealed to other policewomen to take up the challenge.⁸⁸ There were eight policewomen who took part in the training course against sixteen men. Four policewomen were trained in truck driving and then three in light vehicles driving for the first time in the history of the Zambia Police.⁸⁹ Below is a picture showing female training truck drivers at Lilayi training School during the training.

Figure 19: The four policewomen trainee truck driver



Source: *Zambia Police News Magazine* 2013, p.10.

3.3. Zambia Police Women Network

Initially, during recruitment, women were discriminated against largely due to traditions and there were a lot of injustices by men who did not consider them for positions and promotions in many sections and departments. In its pursuit to redress such issues, Southern Africa Regional Police

⁸⁷ B. Banda, "Zambia Police Trains Female Truck Drivers," *Police News* Issue No.001 (2013), p.10.

⁸⁸ Banda, *Police News* Issue No.001 (2013), p.10.

⁸⁹ Banda, *Police News* Issue No.001(2013), p. 10

Chief Cooperation Organisation (SARPCCO) thought it prudent and imperative to introduce another Sub-committee in addition to the then three existing Sub- committees and the Women Network was established.⁹⁰

The Network was introduced in all member states including Zambia. In Zambia, it was introduced in all divisions and the constitution was drawn in 2010 and in the same year the Network was launched. The Network was an assenting action for women in SARPCCO Police Service/Forces as there were a lot of injustices, discrimination against women by the male police officers. The Network was aimed at looking into the plight of policewomen and the challenges that they faced during recruitment and in the field when performing their roles and duties.⁹¹ It was agreed with emphasis by the Service that the executive committee of the Women Network was to be made up of female police officers who would be there to serve the interests of women and endeavour to help them grow stronger and be able to handle the challenges they faced.⁹²

An independent office for the Women Network was put in place through which women grievances could be directed. The Women's Network was formed in the best interest of the women. This was a thoughtful move by the SADC and SARPCCO to come up with programmes for capacity building for women. There was need for capacity building through training for future female leaders so that there would be continuity.⁹³

The Network committee ushered into office in 2010 consisted of Brenda Muntemba Sichilembe as chairperson, Lucky Munkondya as vice chairperson, Elizabeth Kanjela as secretary, Inspector Memory Neba as Vice Secretary and Inspector Clara Mwale, Treasurer.⁹⁴ The mandate of the committee was to ensure that in all police divisions policewomen should have the Women's Network groups established and executive members were elected to manage the group. The main committee oriented policewomen on the importance of the network and encouraged them to report

⁹⁰ Esther Mwaata, "Stand up, Be Counted- Commissioner Challenges Women," *Police News* Issue No.003 (2010) p.12.

⁹¹ Mwaata, *Police News* Issue No.003 (2010). p.12.

⁹² Mwaata, *Police News* Issue No.003 (2010) p. 12.

⁹³ Interview with W/Acp. Elizabeth Kanjela, Lusaka, 18th June, 2014.

⁹⁴ Interview with W/Acp. Elizabeth Kanjela, Lusaka, 18th June, 2014.

all cases of discrimination from their male counterparts. Meetings to discuss the solution to the problems faced by policewomen were encouraged.⁹⁵

Below is a picture showing the Executive Committee members for the Women Police Network ready for an operation in 2010

Figure 20:



Source: Lilayi Police Library

The objectives of the Zambia Police Women Network were stipulated in their constitution which was put in place in 2014. The launch of the constitution was supported by the Republican Vice President, Inonge Wina who was invited as guest of honour. In her opening remarks she called on policewomen to display extraordinary principles of proficiency as the task given to them was a very challenging one adding that women in high decision making were under immense limelight and criticism as opposed to their male counterparts.⁹⁶ Therefore, policewomen were urged be on their toes to prove their worth and out-rule the notion that women in male dominated institutions

⁹⁵ Interview with W/Acp. Elizabeth Kanjela , Lusaka, 18th June, 2014.

⁹⁶ T. Malumo, "Veep Urges Police Women to be Firm but Humane," *Police News* Issue No. 001(2015), P.6.

were just rubber stamps. She further urged policewomen to be strong but kind and realise the task that government has entrusted them with.⁹⁷ The constitution was appreciated by the then Vice President and members present at the launch as it emphasised on the attainment of women rights, gender equality and women's empowerment.

Figure 21: Vice President Inonge Wina, Stella Libongani and Percy Chato.



Source: *Police News* 2015, p. 6

⁹⁷ Malumo, "Veep Urges Police Women to be Firm but Humane," P.6

Figure 22: Delegates captured following deliberations during the Women Network Symposium



Source: *Police News* 2015: p.6.

One of the aims of the Zambia Women Network was to provide support structures for female police officers. It was observed that most of the structures in the Police Service were male dominated and gave limited room for female police officers to fit in.⁹⁸ For example at police headquarters and Lilayi training school, there are more convenient rooms for policemen than for policewomen. This has been a challenge for policewomen and compromised their service delivery.⁹⁹ The other objective of the Zambia Police Women Network was to expedite professional development of women through training.¹⁰⁰ It was reported in the annual report for the year 1979 that only a few policewomen were considered for career and educational advancements. In 1974, there were three policewomen against 20 policemen who were sponsored by the Force for educational advancement. In the same year only one sub-inspector policewoman against 19 policemen was sent for further studies.¹⁰¹ (See table in chapter 2)

⁹⁸ E.M. Katongo, "Women's Network holds Working Breakfast," *Police News*: Issue No. 001 (2013): p.25.

⁹⁹ Interview with Ass. Sup. Lloyd Mushauko, Gender National Coordinator for Zambia Police Service Lusaka, 6th August, 2019.

¹⁰⁰ Malumo, "*Veep Urges Police Women to be Firm but Humane*," *Police News*, P.6.

¹⁰¹ Zambia Police Annual Report, (Lusaka: Govt. Printers 1979), p.7.

By way of considering women's rights, recommendations were made that legislations should be passed by all member states of the Organisation of African Union (OAU) in 1972. The recommendations were designed to grant equal rights and opportunities to all women on equal footing with men. It was argued that this was necessary for women to fully participate in the political, economic and social wellbeing of their respective countries.¹⁰² It was against this background that the Zambia Police Women Network agreed to advocate for more opportunities for policewomen to advance in their education as embedded in the network's constitution objectives.¹⁰³

Stella Libongani Inspector General of Police explained that it was the aim of the Women Network to develop self-confident female leaders through mentorship and involve male police officers to support them in attaining gender parity.¹⁰⁴ This dissertation reveals that women were under represented at higher ranks in the security wings and male dominated institutions and this disadvantaged women in many areas as most decisions, policy formulation and legislations had patriarchal influence with little or no consideration for the needs of women.¹⁰⁵ Therefore, there was the need for the network to campaign for the elimination of discrimination against women in the police force.

The Inspector General of Police added that the Women's Network aimed at increasing professional chances to prospective female applicants in learning institutions in order to develop a fully-fledged representative workforce and also serve as a motivational structure that intensifies responsiveness on gender matters. Police women were advised to appreciate their fellow women who had higher educational qualifications and were senior officers in authority and look up to them as their role models. The network aimed at taking advantage of policewomen in leadership by using them as their mentors and supporting them in their endeavours.¹⁰⁶

Katongo reported that the Network targeted at coming up with outreach programmes to sensitise women in the community on how to detect and report gender-based violence cases to the police

¹⁰² FAI/1/377 LOC SS6: All African Women Conference, "*Report on All African Conference*," (Dar-es-Salam: 24th - 31st July, 1972), p. 2.

¹⁰³ Malumo, "*Veep Urges Police Women to be Firm but Humane*," *Police News*, P.6.

¹⁰⁴ Malumo, "*Veep Urges Police Women to be Firm but Humane*," *Police News*, P.6.

¹⁰⁵ FAI/1 /37 LOC: 556: Report on the Development in the Elimination of Discrimination against women in Zambia 1971-1973. pp. 2-4.

¹⁰⁶ Katongo, "Women's Network holds Working Breakfast," *Police News*, p. 25.

and also segment entrepreneurship plans on how to prepare their settlement after retirement. Furthermore, the network also aimed to impart values in the children that denounce corruption in the youths of the nation at large.¹⁰⁷ The Women Network also aimed at promoting observance of human rules and respect for the rights of law. The network aimed at partnering with the corporate world and other sponsors to improve the lives of women both in the community and the police service. It was indeed a good initiative for the policewomen to come up with this network as it gave women in the service an opportunity to share their challenges, experiences and the way forward on the fight against gender based violence, inequality, discrimination and human rights violations.¹⁰⁸

From inception the Zambia Police Women Network scored tremendous progress in its endeavours. These included membership to the International Association of Women in the Police which was a podium for international appreciation in policing. They also built an ablution block for female recruits at Lilayi Police Training College, and committed themselves to sensitisation programmes with the communities on the retrogressive consequences of early marriages and Gender Based Violence.¹⁰⁹ Zambia Police Service was impressed with the work of Women Network group which had shown commitment in improving the lives of women both in the community and the service.¹¹⁰

The network partnered with Lafarge Zambia, Limited, Safintra Limited, Oriental Quarries and Colour Rite Companies that supported them with the needed building materials.¹¹¹ It was very in prudent for the network to identify the most critical needs of the female trainee. It was reported in Police News Magazine of 2015 that the female ablution block for females at Lilayi Training School was in a very deplorable condition that posed some challenges for them as they were prone to infectious diseases such as urinary truck infection, diarrhoea that compromised their training and wellbeing.¹¹²

¹⁰⁷ Katongo, "Women's Network holds Working Breakfast," *Police News*, p. 25.

¹⁰⁸ Malumo, "Veep Urges Police Women to be Firm but Humane," *Police News*, P.6.

¹⁰⁹ Malumo, "Veep Urges Police Women to be Firm but Humane," *Police News*, P.6.

¹¹⁰ J. Goma, "Lilayi Women's Network Donates a Female Ablution Block," *Police News* Issue No.001 (2015), P.21.

¹¹¹ Goma, "Lilayi Women's Network Donates a Female Ablution Block," *Police News*, p.21

¹¹² Goma, "Lilayi Women's Network Donates a Female Ablution Block," *Police News*, p.21.

Below is a picture of an ablution block built by the Lilayi Women Network Group.

Figure 23: Newly constructed female ablution block at Lilayi Police College



Source: *Police News Magazine* 2015, p.21.

The network also contributed to the appointment of policewomen in higher ranks because of their continued fight for elimination of discrimination against women and advocacy for women representation in policy and decision making.¹¹³ This was affirmed by Dr Chileshe Mulenga the then Home Affairs Permanent Secretary, who stated that he was overwhelmed by the increasing number of policewomen in higher ranks which accorded women representation and addressed their challenges. He further assured the policewomen of government's continued support. The Women in Law in Southern Africa also pledged also their support in making sure that the network attained its objectives.¹¹⁴ From the forgoing, it is clear that the network achieved its objective of improving policewomen's life, education advancement and training of women by supporting the Nkwazi Women's Club of the Zambia Police which was made up of wives of police officers. The network lobbied the government and the International community that came up with a training programme

¹¹³ Malumo, "Veep Urges Police Women to be Firm but Humane," *Police News*, P.6.

¹¹⁴ Malumo, "Veep Urges Police Women to be Firm but Humane," *Police News*, P.6.

for the Nkwazi Women Group in safe motherhood.¹¹⁵ The then First Lady, Esther Lungu as guest of honour during the 2014 graduation of the Nkwazi women stressed that

I am aware that training which the women underwent has helped in expanding their knowledge on safe motherhood. Besides that, I want to believe that this training has built on the gains already made and will help accelerate efforts towards reducing maternal, new born and child mortality and morbidity.¹¹⁶

Dr Caroline Phiri one of the trainers, thanked the government and the district management team under the Ministry of Health for enabling the Nkwazi women the chance to acquire cardinal knowledge and skills in safe motherhood. Annie Phiri, one of the beneficiaries on behalf of the club, thanked the Commanding Officer for facilitating the training and assured him of full participation in community work and contribution to the government's efforts towards reducing maternal, new-born and child mortality and morbidity.¹¹⁷

Figure 24: Nkwazi women receiving certificates during graduation ceremony



Source: *Police News* 2015, p.14.

¹¹⁵ T. Malumo, "Police Wives Graduate in Safe Motherhood," *Police News Issue* No. 001(2015), P.14.

¹¹⁶ Malumo, "Police Wives Graduate in Safe Motherhood," p.14.

¹¹⁷ Malumo, "Police Wives Graduate in Safe Motherhood," p.14.

3.4. Conclusion

In this chapter the study explored the reformation and restructuring of the Zambia Police Force and has shown how these changes transformed the roles and challenges of policewomen. Evidence shows that there was increased police abuse and growing displeasure police work that prompted the government to introduce the Zambia Police Reform Programme which saw the evolution of the police from a military and forceful institution to a more civil one. The chapter also shows that prior to 1995, the Zambia Police Force was characterised with authoritarian type of governance. There was rampant violation of human rights of the civilians and police officers which took the form of killing suspected criminals, instilling fear and tormenting of the citizenry, sexual harassment in the force by senior policemen, detention of suspects without trial. This was attributed to the Vigilante who assumed more powers than they were given. With little or no education background the Vigilante abused their powers and on many occasions gave orders to the police in charge of the stations to arrest and detain citizens suspected of opposing the government. Consequently, this led to general discontent in the country and members of the public cried to the government and its party to abolish the scheme and restore multi-party state.

The re-introduction of multiparty state in 1991 paved the way for the police reformation and restructuring which had a profound impact on the roles and challenges of policewomen. It brought the police closer to the people and the introduction of police reforms facilitated the formation of social units of which preference to administer them was given to majority policewomen who worked hand in hand with the community hence curbing and combating crime and restoring order and peace. It was argued that confining policewomen to social units departments disadvantaged them from attaining the experience of masculine nature of traditional policing. On the other hand, some policewomen preferred to work under social units departments for fear of indulging in challenging police work, therefore, they prevented their transfers and appointments to most challenging departments that required them to go for operations in the night or for night's duties.

The introduction of social structures transformed the police into a more community oriented institution. The Victim Support Unit and Liaison Unit were preferably assigned to women to administer because of the feminine reports from the marginalised people in society such as women, children and the elderly who were victims of different kinds of discrimination and abuse. The Chaplaincy and Human Rights units educated and sensitised Police officers and the public about

the importance of observing and respecting human rights of individuals regardless of gender, race, tribe and religion. The clergy preached against inhumane treatment and encouraged men and women in uniform to treat members of the public with kindness as they were there to provide service and not to instil fear. It was stressed that the practice has to start among themselves and then be extended to the community. The chapter shows that this development reduced the number of sexual harassment cases, discrimination and injustices cases towards policewomen because they were able to report their challenges and unfair treatment to the human rights unit and the Women Network organisation.

It is important to note that although the reformation and restructuring of the Zambia Police Force was a success, there were still some flaws in the way the service operated. It is argued here that there were a number of notable incidents that clearly indicated that the Zambia Police Service was still a force with military traits that were exhibited by most of the officers. The police continued to disregard human rights as it was evident in the number of suspects under police custody who were ill-treated and detention of suspects without trial was still the order of the day in the institution. With regard to the plight of policewomen more needed to be done as records showed that there were still very few policewomen in high ranks, policy and decision making positions hence the notion that they were still under-represented. There were also very few female trainers and instructors at Lilayi, Kamfinsa and Sondela Training Colleges. Therefore, policewomen were still facing many challenges in their operations because of the lack of representation and very few role models. The service was still male dominated and most policemen had not come to terms with the inclusion of women in the police. Policemen continued to suppress the elevation of policewomen to higher positions and denied them recommendation for educational advancements and promotion training which became the basis for their hindrance to promotion. In spite of all these setbacks policewomen continued to fight against discrimination, believing that one day their male counterparts would strive to help them make their penetration into policing a more welcoming move.

CHAPTER FOUR

THE PROMOTION AND APPOINTMENT OF POLICEWOMEN TO HIGHER RANK IN THE ZAMBIA POLICE 1971-2015

4.0. Introduction

This chapter argues that prior to 1971 Policewomen were not promoted and appointed to higher ranks and key position even when they were strong, brave, intelligent and qualified to handle police work diligently. They remained at the bottom as assistants to their male counterparts who dominated all the higher ranks and key positions in the Police Force. The Policewomen during this period were very few and their chances to be promoted and appointed to higher ranks and key positions were very minimal hence the male dominance.¹ They had to work very hard to prove that they were capable of handling the work and challenges in higher ranks. It further reveals the dynamics that led to the consideration of the promotion and appointments of policewomen. This chapter argues that there were a number of conventions, legislation, enactments, policies and UN interventions that prompted the consideration of policewomen appointments and promotions to higher ranks. It further reports that the Zambia Police Promotions Board elaborated the structure and conditions of promoting officers on the basis of merit, expertise, political neutrality and education background.² The Zambia Police Force started the promotion and appointment of Policewomen to higher ranks in 1971. The year 2011 was remarkable in the Zambia Police as it ushered in six policewomen to the position of Commissioner which was one of the higher ranks that had been male dominated since its inception. Subsequently, in 2011 a policewoman was appointed as deputy Inspector General of Police and in 2012 as Inspector General of Police the highest rank in the Service.

4.1. Factors for Promotion and Appointment of the Policewomen to higher ranks

The appointment and promotion of policewomen to key and decision making positions were prompted by various international conventions on the equality of men and women at all levels of development. In 1948, the United Nations resolved to redress matters concerning the equality of

¹ E. Mwaata, "A Close Look at a Woman Police Officer," *Police News* Issue No.003 (2010) :23.

² Zambia Police Annual Reports, (Lusaka: Government Printers 1987), p. 4.

women and men at all levels. This became the focus at all levels of international conventions on the fight for the promotion of women equality at the meetings of United Nations. The key objectives of the United Nations on this matter were to ensure full gender equality and the eradication of gender discrimination, incorporation and complete participation of women in development and an improved input by women in the solidification of world peace.³

The International Labour Organisation (ILO), in 1946 became the first specialised agency associated with the newly formed United Nations Organisation.⁴ The International Labour Organisation (ILO) as a United Nations agency was established with the obligation to improving social justice and promoting conducive working conditions by setting international labour standards.⁵ It came up with non-discriminatory policies and programmes aimed at encouraging good and conducive working conditions for all workers regardless of sex. It had developed a system of international labour standards aimed at promoting opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and dignity.⁶ Zambia ratified a number of ILO Conventions which include the Equal Remuneration Convention of 1951, and the Discrimination (Employment and Occupation) Convention of 1958. These were chosen as elementary instruments for attaining gender equality and equity between men and women in the world of work.⁷

Ng'andwe Serena Kambafwile explains in her study that the Discrimination (Employment and Occupation) Convention was ratified by Zambia on 3rd October 1979.⁸ She argues that the ratification was embedded in the Constitution of Zambia and the Industrial Relations Act that both men and women should not be discriminated against on the basis of sex. Though it was clearly reported in the 2009 International Trade Union Confederation (ITUC) that women continued being discriminated against and disadvantaged with regards to employment and education.⁹

³ Sylvester Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service," p.21.

⁴ International Labour Organisation Available at <https://en.m.wikipedia.org>. Accessed on 11th March, 2020.

⁵ International Labour Organisation Available at <https://en.m.wikipedia.org>. Accessed on 11th March, 2020.

⁶ International Labour Organisation Available at <https://en.m.wikipedia.org>.

⁷ International Labour Organisation Available at <https://www.zm.one.un.org>. Accessed on 12th March, 2020.

⁸ Ng'andwe, Serena, Kambafwile, "An Evaluation of the Extent to which the law Protects Women in Employment against Gender Discrimination in Zambia," Degree Dissertation, Unza, 2011. p.10

⁹ Kambafwile, "An Evaluation of the Extent to which the law Protects Women in Employment against Gender Discrimination in Zambia, p. 12

The United Nations Decade for Women launched a new beginning in the world fight for women emancipation.¹⁰ The Conference adopted ‘a world action plan’, and this consequently engineered the establishment of Research and Training Institute for the advancement of women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), the 1979 Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and many other conventions. These were recognised to offer the institutional agenda for study, training and functioning activities in the area of women, growth and gender receptive laws.¹¹

The CEDAW was ratified by Zambia on 21st June, in 1985 and the implementation started a month later. In its introduction the convention stressed to the extent of how the discrimination of women has been ignored in the development of the member states.¹² It further emphasised the importance of full women participation on equal basis with men. The Convention covered three scopes concerning the plight of women and these included civil rights and the legal status of women, human reproduction as well as the effect of cultural issues on gender relations.¹³ Takyiwaa Manuh explained that some countries that ratified the UN conventions like CEDAW which fights against the discrimination of women in social, political and economic development did not involve policy makers or interpreted the instrument into better living and improved working conditions for women. However, Zambia was making some headway in the domestication and implementation of the instrument.¹⁴

The Beijing Declaration and Platform for Action was another tool behind the promotion of gender equality in decision-making positions. Member states agreed on a number of clauses and were determined to:

Promote women’s economic independence, including employment and to eradicate the persistent and increasing burden of poverty on women by addressing the structural causes of poverty through the changes in economic structures ensuring equal access for women.

¹⁰ United Nations Decade for Women: <http://findarticles.com>. Available on 03/3/11.

¹¹ UN Conference on Women: <http://www.imow.org>. Appeared on 30/05/14.

¹² Michael Kevane, “Ratification of CEDAW,” Santa Clara University. Available at www.elsa.berkeley.edu/.../mcane.pdf. Accessed on 15th November, 2019. p.1-10

¹³ Kevane, “Ratification of CEDAW,” p. 1-10.

¹⁴ Takyiwaa Manuh, “Women in Africa’s Development: Overcoming Obstacles, Pushing for Progress” Recovery briefing (1998) Available at www.un.org/maineg.htm. Accessed on 20th October, 2019.

Ensure the full enjoyment by women and the girl child of all human rights and fundamental freedom and take effective action against violation of these rights and freedom.

Take all necessary measure to eliminate all forms of discrimination against gender equality and advancement and empowerment of women.¹⁵

The convention concluded and adopted the Declaration and agreed to commit to implement the action by making sure that there was gender main streaming in their policies and programmes.¹⁶

The Southern African Development Community (SADC) Protocol on Gender and Development was adopted in 1997. At the convention it was agreed that all member states should create a conducive environment for the promotion and elimination of all forms of discrimination against women.¹⁷ Member states including Zambia vowed to ensure that their governments would come up with laws and policies with affirmative action in order to the eliminate all forms of barriers which hinder women from contributing fully to governance and development.¹⁸

4.2. Domestication and Application of Ratified International Instruments

A number of non-governmental organisations on the plight of women were formed in Zambia and their main objectives were to advocate for the inclusion of women in the participation of governance and fight for the elimination of discrimination against them. Among the organisations was the Zambia National Women's Lobby Group which was formed in 1991 and its main concern was on putting up measures to bridge the gender gap in political decision making and governance by advocating for increased women's participation and representation in decision making position.¹⁹ Bizeck Phiri reinforces this contention by asserting that:

The ZNWLG decision to lobby for women participation in the post-colonial political process was informed by the concept of power which demotes the control over material asserts, intellectual resources and ideology. The women's manifesto sought to redress an imbalance in the distribution of power between men and women. In keeping with the ideas of traditionalism, the UNIP Women's League saw its role in the nation as that of preserving traditions and therefore embarked on a

¹⁵ United Nations Status for Women: <http://un.org/Conferences/women>. Accessed on 01/06/19.

¹⁶ United Nations Status for Women: <http://un.org/Conferences/women>. Accessed on 01/06/19.

¹⁷ SADC Protocol on Gender and Development (SDGD, 1997), Available at <https://genderlinks.org>. Accessed on 19th March, 2020.

¹⁸ SADC Protocol on Gender and Development (SDGD, 1997), Available at <https://genderlinks.org>.

¹⁹ Zambia National Lobby Group: <https://www.womankind.org.uk>. Appeared on 20/01/20

vigorous campaign to win the approval of male-dominated political establishments by discrediting the more modern women movements that sought to challenge male dominance in political arena.²⁰

Phiri further argues that the ZNWLG was established on the grounds that it would promote women's full and equal participation in the decision making process, governance, socio-economic and political domain through the balancing of representation at all levels of development.²¹

The ideas of promoting gender equality were reflected in the Zambian Constitution within the human rights viewpoint. Article 23 of the Constitution of Zambia as amended by Act No. 18 of 1996, forbids the conduct of any person in any inequitable way by acting in the performance of a public office.²² The constitution in this respect even before any supplementary action was taken in implementing CEDAW apprehensions was adequate on its own to assure equal representation. Despite this, the government commenced actions to adhere to the international, regional and sub-regional instruments namely the UN, AU and SADC. This included administrative measures that were intended at promoting gender equality such as the formation of a Division for Gender in Development (GIDD) within cabinet office.²³

GIDD was authorised to be the driving force of gender issues, and to formulate a gender policy. This led to the implementation and effecting of global, local and state instruments intended at encouraging gender equality including equality of men and women in decision making by the African Union (AU) and the Southern African Development Community (SADC).²⁴ These include the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) (1979), Beijing Platform for Action (BPFA)(1995), the African protocol(AU) and the SADC protocol on Gender and Development (SDGD, 1997).²⁵ The SADC Protocol on Gender and Development to which Zambia is party has set pronouncements which member countries were supposed to implement in their jurisdictions. On representation in decision-making positions, a target of reaching 50% women representation in decision- making positions by 2020 for those

²⁰ B. J. Phiri, "Gender and Politics: The Zambia 's Lobby Group in the 2001 Tripartite Elections," In Giacomina Macola, Jan –Bart Gewald and Marja Hinfelaar, (eds.), *One Zambia Many Histories: Towards the History of Post-Colonial Zambia* (Leiden: Brill, 2008), p. 261.

²¹ Phiri, "Gender and Politics: The Zambia 's Lobby Group in the 2001 Tripartite Elections," pp. 259-262.

²² UN Conference on Women: <http://www.imow.org>. Appeared on 30/05/14.

²³ C. Holden *Zambian Law and Women's Political Leadership* (New York: Macmillan Publishing Company 2009), PP.32-44

²⁴ Holden *Zambian Law and Women's Political Leadership*, PP.32-44

²⁵ African Protocol on Women rights: <http://www.org/acgd/gender>. Appeared on 28/07/20.

nations that reached 30% representation were set. For those countries that were unsuccessful in the attainment of the initial target of 30% women representation in decision making positions by 2005 were urged to attain this by 2015 or earlier.²⁶ This led to the formulation of the National Gender Policy that was adopted in 2000 to achieve equal participation of men and women in all activities of life with a view of attaining equal opportunities in the social, economic and political spheres. The National Gender policy drew tangible measures for the government to uphold equivalent representation in decision-making positions.²⁷ The Zambian government had by 2005, despite policy pronouncements, failed to attain 30 % of women representation in decision-making positions. This failure was attributed to the policies of some government departments that were formulated to encourage women underrepresentation in decision- making position and higher ranks and this was evident in the Zambia Police Service. Decision making positions and higher ranks were occupied by male officers making it male dominated.²⁸

Easter Mwaata reported in the *Police News* Magazine of 2010 that Doreen Malambo the Chief Inspector of Police and Deputy National Co-ordinator of the Gender Office, asserted that the Zambia Police Service established the Gender Unit in 2012. The National Gender Policy prompted the Police to come up with focal points in all departments in the provinces.²⁹ The aim of the Gender Unit in the Service was to ensure that there was equality between men and women in terms of promotions, recruitment and training.³⁰ The Police Gender Unit safeguarded the needs of female police officers. It made sure that where policewomen were sent for operations or where they were deployed there were structures for their convenience such as sanitary and proper accommodation that guaranteed their safety and well-being.³¹ Mwaata further stressed that the other aim of the Gender Unit was to create a conducive environment for female Police officers to be able to report any sexual harassment and discrimination against them. Female officers and civilians in some of the police departments were not recommended for promotion by their senior officers once they refused to have sexual relationship with them.²² Marshall contented that discrimination and sexual harassment of female police officers were most prevalent in police departments and sections and

²⁶ Southern African Gender Protocol: <http://www.genderlinks.org.za>. Appeared on 21/06/14. *National Gender Policy, GRZ 2000, P41*

²⁷ *National Gender Policy, GRZ 2000. P41.*

²⁸ *National Gender Policy, GRZ 2000. P41.*

²⁹ Mwaata, "A Chat with a Woman Peacekeeper," *Police News*, p. 27.

³⁰ Mwaata, "A Chat with a Woman Peacekeeper," *Police News*, p.27.

³¹ Mwaata, "A Chat with a Woman Peacekeeper," *Police News*, Issue No.005 (2010) p.27

they were not only ignored by superiors but often perpetrated by them.³² Zambia Policewomen also played a vital role as peace keepers in war torn countries. Women were better than men to assist female victims in conflict zones and they acted as role models to fellow women in these areas. Tim Prenzler argued that the engagement of policewomen in peace keeping mission had great impact on the improvement of security, equal opportunity measures, equity, equality and reduced numbers of sexual harassment and abuse cases.³³ Women were better placed in investigation of Gender violence in peace keeping zones, including the reporting of sexual crimes committed by UN officials themselves. Policewomen developed an interest on Sexual Gender Based Violence (SGBV) cases and had greater access to vulnerable communities and brought compassion, empathy and understanding. One of the major challenges in the peace keeping missions was the limited number of Policewomen. Mwaata explained that as a female peace keeper, Doreen Malambo advocated through the Zambia Police Gender Department for more female police officers to be sent for peace keeping.³⁴ Below is the picture of Doreen Malambo (far right in classes) with UN Secretary Ban Ki moon (centre) during a workshop.

Figure: 25



Source: *Police News* 2010 p. 27.

³² Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 13.

³³ Tim Prenzler, "The Status of Women Police Officers: an international review. *International Journal of Law, Crime and Justice*," 41(2) 2014, pp.115-131.

³⁴ Mwaata, "A Chat with a Woman Peacekeeper," *Police News*, Issue No.005 (2010):27.

Sylvester Shipolo argued that underrepresentation of police women in higher ranks was worrisome and the United Nations became concerned especially in peace keeping missions. He argued that successful operations in peace keeping mission partially depended on the number of female officers deployed. One of the obstacles for United Nations mandate to handle women and children in the armed conflict was that the male police officer were found guilty in cases of sexual abuse and exploited women and children during their stay on peace support mission and this was a serious source of concern for UN. Therefore, the UN passed resolution 1325 that allowed and promoted the increase of police women in the decision making ranks and on UN operations in order to make progressive decisions with regards to women and children welfare in conflict zones.³⁵

4.3. Qualifications for the Promotion and Appointment of Policewomen to Higher Rank

The criteria used in the promotion and appointments of officers were stipulated in the Zambia Police Instruction. Police officers were required to have the following qualifications for different positions in the Service. For a Police officer to be promoted to the position of Sergeant he or she required to have three years working experience in the Service after confirmation in appointment, passed the Police Standing Order, Police Instruction and the Junior Supervisory Course Examinations. For the position of Inspector, the officer was required to have completed not less than five years in the Police in the position of Sergeant, managed to pass the examinations in the Police Standing Orders, Instruction, Law and the Middle Supervisory Course Examinations.³⁶

Furthermore, for the position of Chief Inspector, an officer was required to have worked for not less than three years' service in the rank of Inspector, passed examinations in the Police Standing Orders, Instruction, Terms and Conditions of Service for the Public Service and the Middle Supervisory and Management Course Examinations. To be promoted as Assistant Superintendent, an officer was required to have a working experience of three years and above in the rank of Chief Inspector, passed the Police Standing Order, Police Instruction and the Junior Supervisory Course Examinations.

³⁵ Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service."pp.45-46

³⁶ F. Kasonde, Zambia Police Instruction (Lusaka: Government Printers, 2010), p.5.

For the position of Inspector, the officer must have completed not less than five years in the Police in the position of Sergeant, managed to pass the examinations in the Police Standing Orders, Instruction, Law, the Middle Supervisory Course Examinations and Outward Bound Course Examinations.³⁷ For the ranks of Superintendent and Senior Superintendent, an officer must have completed service as Assistant Superintendent for not less than four years in the case of promotion to the rank of superintendent and not less than four years as Superintendent to Senior Superintendent. In addition, an officer must have passed in the examinations mentioned above including the Senior Commanders' Course Examination.³⁸

The position of Assistant Commissioner and above required an officer to have worked for not less than four years as Senior Superintendent, four years as Assistant Commissioner for the rank of Senior Assistant Commissioner, four years' experience as a Senior Assistant Commissioner for the position of Deputy Commissioner of Police. In addition, the officer aspiring for these positions must have passed the examinations for the ranks of Superintendent and Senior Superintendent and a Senior Commanders' Course Examinations.³⁹ It is important to note that an officer on probation as an Assistant Superintendent had to prove his or her appropriateness for the confirmation. The appointment of the Inspector General of Police and Commission of Police were made by the president with consultations from the Promotion Board.⁴⁰ Promotion in the Zambia Police Service was based on the above stipulated criteria and after aspiring officers had attended the promotion course or had been considered for promotion by the Promotion Board appointed by the Inspector General (IG.).⁴¹

4.4. The Promotion and Appointment of Policewomen to Higher Ranks

The United States of America Civil Rights Act of 1964 emphasised on equal opportunities for both men and women in employment and development. The implementations of this Act started in the early 1970s and for some member states in the late 1970s.⁴² Grennan reported that though policewomen made some strides of progress between the 1970s and 1980s they continued to fight to be accepted and considered for promotion to higher ranking positions. In many departments and

³⁷ Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service." pp.45-46

³⁸ Kasonde, Zambia Police Instruction, p.6.

³⁹ Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service." pp.45-46

⁴⁰ Police and Prison Service Commission Annual Report of 1980 (Lusaka: Government Printers 1981), p1.

⁴¹ Kasonde, Zambia Police Instruction, p.6.

⁴² Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 9.

sections of the police structure, the policewomen restricted to clerical, front desk and communication works. They were not engaged to do motor patrol, criminal investigation, quench riots and firearms.⁴³ Jennifer Brown added that policewomen were not given their desired and required opportunities to experience challenging police work and advancement in training hence subsequently denied them promotional opportunities.⁴⁴ Shreiber, Price and Morrison argue that although there were some sexism cases recorded in most police departments, low representation of policewomen in higher ranking positions was not. The unfair treatment of female police officers was justified by the notion that policing was not a career for women.⁴⁵ However, after a number of enactments and conventions considerations for the promotion of female police officers to higher ranks commenced in the early 1970s.⁴⁶ The female police officers challenged the men in the male dominated sections of the Force by working very hard and proved their worth as firearms experts, finger prints examiners, administrators and as armourer in the Brass Band.⁴⁷

By 1971 the number of women Police officers had increased slightly and there was need for the women to be given a chance to head the police stations and other sections and departments where they proved to be competent. After 1971, the promotions and appointments of female Police officers were no longer on the basis of sex but rather on merit based experience and academic performance. In 1971, the Zambia Police Force promoted women Police officers to higher ranks as Inspectors. Inspectors Lillian Bwalya, Walima Muyunda in 1971 and Jane Ng'andu in 1973 were promoted from the rank of Constable to the ranks of Sub-Inspector. In 1973, Insp. Lilian

⁴³ S. A. Grennan, The Past, Present and Future of Women in Policing. In R. Muraskin (ed.), *It's a Crime: Women and Justice* (Upper Saddle River, NJ: Prentice Hall, 2000), pp.383-398.

⁴⁴ J.M. Brown, Discriminatory Experience of Women Police: a Comparison of Officers Serving in England and Wales, Scotland, Northern Ireland and the Republic of Ireland. *International Journal of Sociology of Law*, 28. 2000, pp.91-111.

⁴⁵ C.T. Schreiber, K.F. Price and A. Morrison, Workplace Diversity and the Glass Ceiling: *Practices, Barriers and Possibilities*. *Human Resource Planning*, 16. 1993, pp.51-69.

⁴⁶ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 9.

⁴⁷ B. Chama, "Chikonta Scores first," *Nkhwezzi Magazine*, Vol.5:2 (July 1988) p.24.

Bwalya was promoted to Inspector in 1974 and in 1975, Ng'andu and Muyunda were also appointed as Inspector respectively.⁴⁸

Figure 26: W/Insp. Lilian Bwalya



Figure 27: W/Sub/Insp. Walima Muyunda.



Source: Lilayi Training College Library

In 1976, the Minister of State and Inspector General of Police Fabiano. Chela (MP.) announced the appointment for the first time in the history of Zambia Police Force of the three women Police officers as officers in charge of Police Stations. Insp. L. Bwalya was sent to Pemba, Insp. W. Muyunda was sent to Kafulafuta and Insp. J. Ng'andu was sent to Chadiza.⁴⁹ This marked the beginning of the promotion of women Police officers to higher ranks and key positions. From this point many women police officers were being promoted as long as they proved their hard work in the Force.

Jean Wankie was another policewoman who joined the Force in 1966 and rose through the ranks and became the first female Senior Assistant Commissioner of Police. After the 1966 pass out, Jean Wankie and other policewomen were deployed to work in the information room as signallers and in the registry as clerks. In 1973 the Force recognised her hard work and appointed her as the first female Law Instructor at Lilayi Police College at the rank of Inspector.⁵⁰ In 1976, she was transferred from Lusaka to Chadiza on promotion as officer in charge of Chadiza police station and then posted to Chingola before being sent back to Lusaka in the same year at Chiwempala and later Matero Police Station in the same capacity. She also served as a reserve staff at police

⁴⁸ A. Kaitisha, "Our Women in the Police," *Lawman Magazine*, Vol.4.No.2(July1976):5

⁴⁹ Kaitisha, "Our Women in the Police," *Lawman Magazine*, Vol.4.No.2(July1976), p.5

⁵⁰ L. Lilanga, "First Female Assistant Commissioner of Police," *Police News Magazine: Zambia Police @ 50*, Issue No.002 (Lusaka: Printech Limited,2014),p.19.

headquarters and officer commanding for Lusaka Rural under Lusaka Division.⁵¹ The Service recognised her hard work and positive work culture and assigned her on peacekeeping mission in Kosovo a state as a contingent Commander. As an election observer she was sent to Mozambique and Angola to observe elections on behalf of Zambia. Jean Wankie explained “I met a lot of resistance from male officers more especially senior officers who thought I could not command them as a woman but I managed them well.”⁵² She retired as an Assistant Commissioner of Police in 2004.⁵³

Figure 28: Jean Wankie the first female Assistant Commissioner of Police.



Source: *Police News* magazine 2014.

After the elections of 20th September 2011, the new government under the Patriotic Front led by President Michael Chilufya Sata brought in drastic changes at the top positions in favour of female officers in the Zambia Police Service. It was during this period that the promotions and appointment of female Police officers became more pronounced. Female Police officers were

⁵¹ Lilanga, “First Female Assistant Commissioner of Police,” *Police News Magazine: Zambia Police*, p.19.

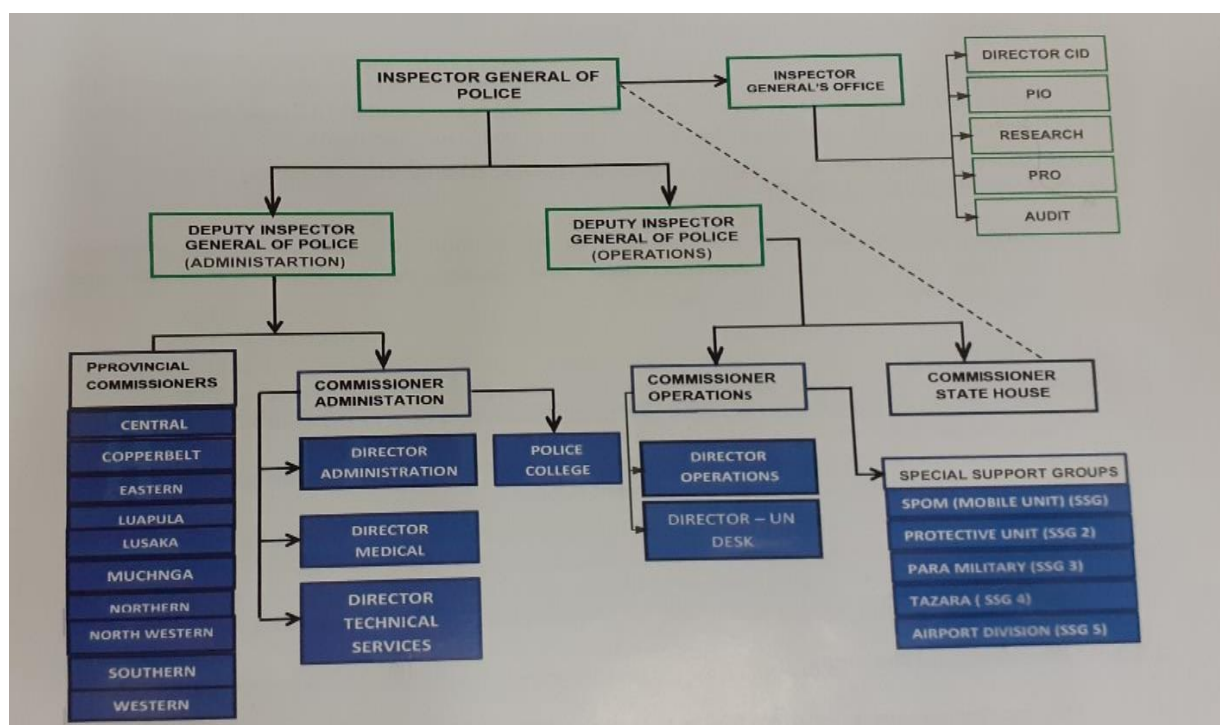
⁵² Lilanga, “First Female Assistant Commissioner of Police,” *Police News Magazine: Zambia Police*, p.19

⁵³ Lilanga, “First Female Assistant Commissioner of Police,” *Police News Magazine: Zambia Police*

asked to submit their credentials for the new positions created by the new government. Elizabeth Kanjela affirmed that, “it was 2011 when the Patriotic Front political party under President Michael Sata were ushered into office as the new government that female Police officers were required to submit their academic papers to the Promotions Board of the Police.”⁵⁴ She further explained that the new government introduced the new positions of Commissioner in all the provinces. Initially, there were only two positions for Commissioner that was in Lusaka Division and at Police Headquarters.

Below is the restructured Command Structure and Control that included the newly introduced positions of Commissioner in all the ten provinces of Zambia.

Figure 29: Command Structure and Control



Source: Zambia Police Service Annual Report 2015

In September 2011, among the ten appointed Commissioners, six were female. These were Mary Chikwanda for Northern, Grace Chipalila for Eastern, Mary Tembo for Copperbelt, Brenda Muntemba for Southern, Charity Katanga for Lusaka and Joyce Kasosa for Luapula Province.⁵⁵

⁵⁴ Interview with W/Acp. Elizabeth Kanjela, Lusaka, 18th June, 2014.

⁵⁵ Interview with W/Acp. Elizabeth Kanjela, Lusaka, 18th June, 2014.

Lilian Kamukoshi was then promoted from Deputy Commissioner for Western Province to Commissioner of the same province after the position fell vacant following the transfer of Fanwell Siandenge. The promotion of Lilian Kamukoshi brought the number to seven female police officers promoted to the position of Commissioner of Police.⁵⁶

Below is picture of the four out seven female Commissioners of Police in 2014

Figure: 30



Source: Police News Magazine, 2014

Esther Mwaata Katongo stated that towards the end of the 1990s and at the beginning of 2000, the Service embarked on the elevation of vibrant female police officers who worked hard, overcame the challenges of policing as women and contributed greatly to the maintenance of peace, law, and order in Zambia. The brave women included Stella Libongani who retired as Inspector General of Police in 2015, Nancy Kaona Chingaibe and Jean Wankie who retired as Commissioners of Police in 2004. Alita Mbahwe also left the Police as Commissioner and was appointed on promotion to head the Drug Enforcement Commission (DEC) in 2012.⁵⁷

⁵⁶ E. M. Katongo, "Zambia Police Leadership and the Reforms," *Police News Magazine: Zambia Police @ 50*, Issue No. 002 (Lusaka: Printech Limited, 2014), p.20.

⁵⁷ E. M. Katongo, "...a look at women progression in Zambia Police," *Police News Magazine: Zambia Police @ 50*, Issue No.002 (Lusaka: Printech Limited, 2014), p.26.

Another senior and vibrant woman who rose above challenges of female policing was Janet Sakala who unfortunately died while performing her duties in a peace keeping mission at the rank of Superintendent. The Police Command honoured her posthumously and named Chilenje Police Camp after her name.⁵⁸ Like in the Zambia Police promotion of female police in other parts of the world was done in peace-meal as stated by Susan Martin who argued that in America, very few policewomen were promoted to higher ranks and in 1993 only represented 7.1% of supervisory positions in 50 states of the country. A large number of policewomen were dormant at the bottom of the police hierarchy. Women opportunities to rise to higher ranks in America were based on political prerogative and not required qualifications for promotion and appointments as was the case in Zambia.⁵⁹

The contention by Susan Martin is supported by Sylvester Shipolo who explains that the positions of Inspector General of Police, Deputy Inspector General of Police and Commissioner of Police were a presidential prerogative. The President appointed in 2011 for the first time in Zambian history, a female Inspector General of Police and six female Commissioners of Police as opposed to the three male officers in the ranks of Inspector General and two Commissioners of Police which had been the case since Independence. This development led to a situation where the two most senior positions in the Police Service were dominated by female police officers where seven positions went to female police officers and five higher ranks were given to male officers.⁶⁰

The Women Movement commended President Michael Sata for his continued effort of appointing women to higher and key positions in decision making. It further noted that the move taken by the President was intended to meet the gender mainstreaming goals as Zambia was a party to a number of international conventions on the elimination of discrimination against women.⁶¹ The Non-Governmental Organisation Coordinating Council (NGOCC) board Chairperson Beatrice Grillo also commended President Michael Sata and asserted that the approach by the president was a serious indication that Zambia was making efforts in achieving the regional and international declarations of which it was a member state such as African Union (AU) and the Southern African

⁵⁸ Katongo, "...a look at women progression in Zambia Police," *Police News Magazine: Zambia Police* @ 50, p.26.

⁵⁹ S. E. Martin, "Doing Gender, Doing Police Work: An Examination of the Barriers to the integration of Women Officers," A paper presented at the Australian Institute of Criminology Conference First Australasian Women Police Conference, Sydney, 29, 30, & 31 July 1996, P. 9.

⁶⁰ Shipolo, "*Gender Dimension of Police Officers in High Ranks in the Zambia Police Service*," p.29.

⁶¹ *Times of Zambia*, Friday October 28th 2011, p.3.

Development Community (SADC), Elimination of all forms of Discrimination against Women (CEDAW) (1979), Beijing Platform for Action (BPFA,)1995, the African protocol (AU), International Labour Organisation (ILO) and the SADC protocol on Gender and Development (SDGD, 1997).⁶²

Easter Katongo Mwaata stressed that Inspector General of Police Malama was succeeded by a female Inspector of Police Stella Libongani in 2012. She explained that prior to her appointment she served as Deputy Inspector General Police from 2011 to 2012. It is important to note that Stella Libongani was the first female Deputy Inspector General and the first female Inspector General of Police in Zambia.⁶³ This was a clear indication that some policewomen were vibrant and managed to rise above the challenges of policing and this prompted their promotion and appointment to higher ranks in the Police. Christie argued that policewomen in higher ranks were more likely to employ a more democratic administration and less authoritative work culture than their male counterparts. Policewomen in many investigative and other departments were patient and good listeners who initiated discussions, encouraged collaborations and created a conducive environment for open communication with their subordinates.⁶⁴ On the contrary Scase and Goffee contended that male police officers with masculine and dictatorial type of management were successful in most of their operations as policing did not require feminine work culture.⁶⁵

⁶² *Times of Zambia*, Friday October 28th 2011, p.3.

⁶³ Katongo, "Zambia Police Leadership and the Reforms," *Police News Magazine: Zambia Police* @ 50, p.27.

⁶⁴ G. Christie, "The Police Role: Studies of Male and Female Police," PhD. Justice Studies, Queensland University of Technology, 1996. P. 43.

⁶⁵ Christie, "The Police Role: Studies of Male and Female Police," pp. 48-55.

Figure 31: Stella Libongani, the first female Inspector General of Zambia Police Service



Source: Police Headquarters

The remarkable appointment of Stella Libongani as Deputy and Inspector General of Police in 2011 and 2012, respectively, had a profound impact on how policing was perceived in Zambia. This development marked a shift from traditional practice where the higher most ranks in the Police Service were dominated by male officers since inception.⁶⁶ Stella Libongani during the interview with Nephas Chifuta explained that

The inspiration to join the Police Service was self-generated. I did not have a role model. After completing the programme at UNZA, the police advertised to recruit the first graduates and I happened to be among the five females against 51 male cadets. The training was awesome but on the other side where training for recruit constables was parallel to cadets, I could see the training was very harsh.⁶⁷

Stella Libongani further explained that as Inspector General of Police with officers in command continued to give orders to instructors of Police Training Schools to be more humane in the way they imparted knowledge and skills to the recruits. She stressed that police recruits passed out with brutal attitudes and abusive language which they used on the civilians in an effort to maintain peace and order in the country. This was not supposed to be the case as policemen and women were expected to be exemplary in the way they executed their work which demanded respect and

⁶⁶ Nephas Chifuta, "A Chat with the First Female Police Inspector General," *Police News Magazine: Zambia Police* @ 50, Issue No.002 (Lusaka: Printech Limited, 2014), p.30.

⁶⁷ Chifuta, "A Chat with the First Female Police Inspector General," *Police News Magazine: Zambia Police* @ 50, p.30.

quick response to peoples' needs.⁶⁸ She further expressed her displeasure with the lack of support from male counterparts in higher ranks and stated that she received a lot of support from her junior officers. However, she was quick to mention that there was a lot to be done by male officers who needed to accept change. Policemen were very instrumental in making female police officers in higher positions fit in and undertake their responsibilities diligently in order to achieve their objectives in their respective positions.⁶⁹

During her tenure as the first female Inspector General of Police, Stella Libongani scored a number of successes the most remarkable being the policing of several by-elections at Parliamentary and Local Government level in 2013. The majority of these elections were incident free.⁷⁰ These achievements were attributed to good execution of operations by diligent and committed policemen and women collectively in the Service. Libongani reported in an interview with Elizabeth Kanjela that where violence was recorded the police came in and arrested the perpetrators and charged them accordingly.⁷¹ The police officers who were deployed in Western Province ahead of the Lukulu by-elections in 2013, were faced with a number of challenges of which transport was one of them. Mitete and Lukulu districts of Western Province are separated by the Zambezi River so the only mode of transport was by scotch cart or by water.⁷² Libongani was appreciated by the government and the Police Service for taking up the challenge of embarking on a tour of duty to Lukulu prior to the by-elections. She had a very uncomfortable journey on a scotch cart and then crossed the Zambezi River to Lukulu to address the officers who were deployed there. In her address, she advised the officers to make sure that there was peace and security during the campaign and election period.⁷³

⁶⁸ Chifuta, "A Chat with the First Female Police Inspector General," *Police News Magazine: Zambia Police* @ 50, p. 31.

⁶⁹ Chifuta, "A Chat with the First Female Police Inspector General," *Police News Magazine: Zambia Police* @ 50, p.30

⁷⁰ S.M. Libongani, "Message from the Inspector General of Police," *Police News Magazines*. Issue No.002 2013, p.4.

⁷¹ Libongani, "Message from the Inspector General of Police," *Police News Magazines*. P.4.

⁷² E. Kanjela, "I. G. Tours Western Province," *Police News Magazines*. Issue No.001 2013, p.29.

⁷³ Kanjela, "I. G. Tours Western Province," *Police News Magazines*. P.29.

Below is a picture of Inspector General of Police Stella Libongani on her way to Mitete district with the only means of transport being an ox cast.

Figure 32: I.G. Stella Libongani with her Aide-de Camp on an ox cast



Source: *Police News Magazine* 2013.

The progression and achievements of policewomen in the police created a different dimension and perception on the role of policing. Contrary to the traditional, masculine perception and male dominance thoughts and ideas of policing, policewomen had proved to be more than able and fearless to take up the challenging police work in the same capacity as their male counterpart.⁷⁴

Nevertheless, despite the promotion and appointment policewomen to higher ranks in the Service, female police officers were still underrepresented in all the other positions in the Zambia Police Service and continued facing challenges. The fact that the President came in and brought female police officers in senior positions did not change the situation much as he did not harmonise all the ranks to have equal representations of both male and female officers.⁷⁵ This was not only prevalent in Zambia as Marshall contended that in Canada and United States of America, under representation of female officers was a clear sign that policewomen continued to struggle and face challenges for them to attain their goals in male dominated institutions. Even when the fight against discrimination of women was underway and scored some success in few countries, women in the Force continued to be treated unfairly and underrepresented in higher ranks.⁷⁶ Marshall further

⁷⁴ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 41.

⁷⁵ Shipolo, "Gender Dimension of Police Officers in High Ranks in the Zambia Police Service." pp.26-27

⁷⁶ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 4.

argued that when female officers were promoted to higher ranks, made positive progression and attain their achievements, their male counter parts felt challenged and undermined to an extent that they refused to accept that women officers were capable of performing and executing their roles in the same way as they did. This led to power struggle for higher ranks and men managed to suppress the women because they outnumbered them.⁷⁷ In line with contention, Christie asserted that

One explanation of this conflict is that women in policing must attempt to conform to two conflicting sets of roles expectations. They must attempt to conform to masculine peer-group performance expectations, but at the same time are pressured by male colleagues to act in a way consistent with traditional male-female relationships.⁷⁸

Policewomen reported that even when performing their roles in higher ranks they continued to witness the negative attitudes of their male counterparts and their mixed expected roles as one of their major obstacles for their attempts to assimilate and fit in the male dominated police work. They further reported that police women were stereotyped and in most cases were inclined to their sex roles.⁷⁹ This however, made it very difficult for policewomen to integrate fully into police work and gain the desired experience because men continued to suppress and undermine them. The table below shows that the distribution of police officers in higher ranks indicated that female officers were still under represented at higher ranks in the Zambia Police Service.

Table 3: Distribution of high ranking officers in the Zambia Police Service, August 2011

RANK	FEMALE	MALE	TOTAL
Inspector General of Police (Interpol)	00	01	01
Commissioner of Police (Compol)	00	02	02
Deputy Commissioner of Police (DCP)	01	09	10
Senior Assistant Commissioner of Police (SACD)	07	23	30
Assistant Commissioner of Police (ACP)	06	46	51
Senior Superintendent (S/Supt)	20	90	110
Superintendent (Supt)	31	169	200
Assistant Superintendent (A/Supt)	57	533	590
TOTAL	122	873	995

Source: Zambia Police Service Officers Staff List 2011 Police Headquarters

⁷⁷ Marshall, "Barriers for Women in Law Enforcement," MA. Dissertation Athabassa University, 2013, p. 41

⁷⁸ Christie, "The Police Role: Studies of Male and Female Police," p. 45.

⁷⁹ Christie, "The Police Role: Studies of Male and Female Police," pp.43-45.

From the table above it is clear that policewomen were underrepresented with only 122 policewomen in higher ranks against 873 policemen giving us the total of 995. In September 2011 the figure of Commissioners changed from zero to seven female, Deputy Inspector General to 1 female as appointed by President Michael Sata as earlier alluded to. In 2012 the figure for Inspector General of Police changed when the first female was appointed to the position.⁸⁰ By 2014, the number of female police officers holding positions in high ranks that was from Assistant Superintendent to Inspector General of police increased from 122 to 141. Among these were six Commissioners Commanding provinces, three Senior Assistant Commissioner, 16 Senior Superintendents, 19 Superintendents and 69 Assistant Superintendents.⁸¹

Below is a picture showing the Zambia Police Service Command map with a Female police officer on top as Inspector General of Police.

Map 1: Zambia Police Service Command 2014



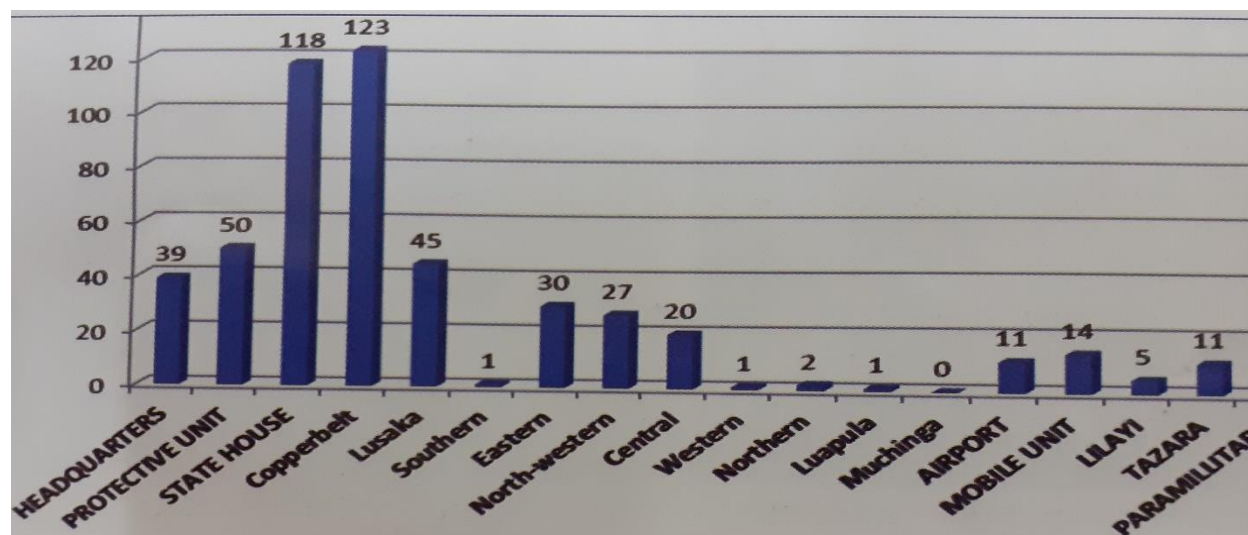
Source: *Police News Magazine*, 2015.

⁸⁰ *Times of Zambia*, Thursday, February 16th, 2012. p. 9.

⁸¹ Katongo, “...a look at women progression in Zambia Police,” *Police News Magazine: Zambia Police* @ 50, p.26.

Following the demise of President Michael Sata in October 2014, Mr Edgar Chagwa Lungu was elected as a new President in the Presidential by-elections in January 2015. As a new President and Commander in Chief of the armed forces, Edgar Lungu made some changes in all the security wings and appointed new office bearers in top positions and ranks. Out of the six female Commissioners, he retired four and replaced them with male officers. He also retired Libongani and later sent her into diplomatic service as a High Commissioner to Namibia.⁸² This was a setback in the Service pertaining to the progression of female police officers representation in higher ranks. It was reported in the 2015 Police Annual Report that a total number of 503 police officers were promoted to different ranks of which 390 were male representing 77.5% and 113 were female representing 22.5%.⁸³ Below is the figure showing the details of the distribution of promotion made in 2015.

Figure 33: Distribution of Promotion by Province and Division.



Source: Zambia Police Annual Report, 2015.

President Edgar Lungu retired Stella Libongani and promoted Kakoma Kanganja from Deputy Inspector General of Police to Inspector General of Police in 2015.

⁸² Zambia Police Service 2015 Annual Report, (Lusaka: Govt. Printers), p.4

⁸³ Zambia Police Service 2015 Annual Report, p.4.

Figure 34: H.E. The President of the Republic of Zambia, Edgar Chagwa Lungu congratulates the Inspector General of Police, Kakoma Kanganja after a swearing ceremony at State House, 2015.



Source: Zambia Police Annual Report 2015

4. 5. Conclusion

This chapter discussed the promotion and appointment of policewomen in the Zambia Police from 1971 to 2015. The study argues that prior to 1971, policewomen were not promoted to higher ranks in the Police Force. They remained at the bottom as assistants to their male counterparts who dominated all the positions in higher ranks. There were a number of factors that led to consideration of promotion and appointment of policewomen to higher ranks. The appointments and promotions to high ranks were prompted by several international, regional and local conventions on the equality of men and women at all levels. The International Labour Organisation was established with the obligation of improving social Justice and promoting conducive working a condition. It also worked against discriminatory policies, legislation and programmes aimed at

encouraging good and conducive conditions for all workers regardless of sex. Zambia became a member of the ILO in 1964 and ratified a number of ILO conventions which included the Equal Remuneration Convention of 1957 and Discrimination (Employment and Occupation) Convention of 1958 which fought for the elimination of discrimination against women and equality between both men and women.

The ideas of promoting gender equality reflected in the Zambian Constitution from the human rights viewpoint. Article 23 of the constitution of Zambia as amended by the Act No 18 of 1996 prohibited the treatment of any person in an inequitable by any person in a public office. The constitution in this respect even before any supplementary action was taken in implementing CEDAW apprehensions was adequate on its own to assure equal representation. Despite this, the government commenced actions to adhere to the international, regional and sub-regional instruments namely the UN, AU and SADC. This included administrative measures that were intended at promoting gender equality such as the formation of a Division for Gender in Development (GIDD) at Cabinet Office. The formulation of the National Gender Policy that was adopted in 2000 adhered to equal participation of men and women. In line with this context, the Zambia Police Service established the Gender Unit in 2012 to ensure that there was equality between men and women in terms of recruitments, promotion and training. The chapter revealed that the criteria or guidelines for promotion in the Zambia Police Service were stipulated with specific requirement for all the positions.

The Civil Right Act of 1964 of the United States of America emphasised on equal opportunities for both men and women in employment and development. The implementations of this Act started in the early 1970s and for Zambia in the late 1970s. After a number of enactments and conventions considerations for the promotion of female police officers to higher ranks commenced in the late 1970s. The year 2011 a very remarkable when the Patriotic Front under President Michael Sata promoted and appointed six female police officers to the position of Commissioner of Police and a female police officer Deputy Inspector General of Police for the first time in the history of the service. In 2012, the then Deputy Inspector General Stella Libongani was promoted as Inspector General of Police putting her at the top most position of the Command Structure of the Police Service. Nevertheless, despite the promotion and appointment of police women to higher ranks in the service, female police officers were still underrepresented in all the other positions in the

Zambia Police Service and continued facing challenges. The fact that the President came in and brought female police officers in senior positions did not change the situation much as he did not harmonise all the ranks to have equal representations of both male and female officers.

CHAPTER FIVE

CONCLUSION

This study has highlighted the roles and challenges of policewomen in Zambia between 1947 and 2015. As a background, the study explored the roles and challenges of policewomen. We examined the factors that prompted the Northern Rhodesia Police to start recruiting and training women as police officers. In spite of the challenges faced in obtaining information from National Archives of Zambia and police institutions, the objectives of the study were achieved. Using evidence from different sources, several conclusions emerged. The study has concluded that in 1948, the Zambia Police started employing women on a temporary basis as clerical workers, tailors and home craft personnel who were merely considered to be supporting staff to the Force. The wives of senior policemen and female clerks were called upon to help policemen with searching and examination of female offenders and also help during ceremonial duties. The help that was rendered was not paid for as it was not recognised as very important duties. It was not safe and secure for untrained women to be engaged in police work because some female offenders proved to be hard core criminals and it became very difficult for the women to handle without police skills. The study has revealed that the Force realised the need to recruit and train women as uniformed police officers and was compelled to start including one or two women in a squad of men. The first women to be recruited and trained were white women in 1955. In 1958 African women were recruited and trained by the Northern Rhodesia Police Force. There was need for female police officers in the Force to execute feminine duties such as searching of female suspects and taking care of them during their stay in police custody and attending to their personnel needs. The Force also needed to employ women as police officers in order for them to perform secretarial, clerical, and juvenile, guarding of female suspects and other social work duties. The police women were initially employed on a temporary basis and would not to be considered for promotion even when they rightly deserved it. The United Nations recommendations on the elimination of discriminatory legislation against women prompted the Force to consider the promotion of policewomen. Consequently, in 1966 the Force started the official recruitment and training that led to the inclusion of policewomen as permanent officers expected to perform the same duties as their male counterparts. Women faced a number of challenges during training and in the field while performing their duties.

The study concluded that prior to 1995 the Zambia Police was called a Force. This was attributed to the colonial orientation where police applied force on African offenders or suspected offenders. It was during this period when there was no consideration of human rights and female trainees were not free to speak out on violations of human rights against them. The instructors at the training schools would force the female trainees to have sex with them. Additionally, instructors used to beat trainees as part of training without regard for human rights and because there was no sensitisation on the observance and respect for human rights. During this period there were no female instructors and matrons whom female recruits would confide in and look up to as their role models. The policewomen continued to face challenges in the field once they were deployed to perform their roles and duties as policewomen. They faced hostility from their male counterparts who could not accept working with them as they were considered to be incapable of performing police duties. Some policewomen managed to endure the challenges and were able to succeed and challenged male officers. However, some women trainees and officers failed to contain the challenges and decided to withdraw.

The study explored the reformation and restructuring of the Zambia Police Service and highlighted the changes in the roles and challenges of policewomen. Evidence shows that there was increased police abuse and growing displeasure on the police works that prompted the government to introduce the Zambia Police Reform Programme. The Reform Programme transformed the Police from a military institution to a more civil one. It was also noted that prior to 1995, the Zambia Police Force was characterised with authoritarian type of governance. There was rampant violation of human rights of the civilians and police officers which took the form of killing suspected criminals, instilling fear and tormenting of the citizenry, sexual harassment in the Force by senior policemen and detention of suspects without trial. This was attributed to the vigilante who assumed more power than they were given. With little or no education background the vigilante abused their powers and on many occasions gave orders to the police in charge of the stations to arrest and detain citizens suspected of opposing the government. Consequently, this led to general discontent in the country and members of the public cried to the government and its party to abolish the scheme.

It has been argued in the study that the re-introduction of multiparty democracy in 1991 paved the way for the police reformation and restructuring which had a profound impact on the roles and

challenges of policewomen. It brought the police closer to the people and the introduction of police reforms. This facilitated the formation of social units of which preference to administer them was given to majority policewomen. These policewomen worked hand in hand with the community, hence curbing and combating crime and restoring order and peace. It was argued that confining policewomen to social units and departments disadvantaged them from attaining the experience of masculine nature of traditional policing. On the other hand, some policewomen preferred to work under social units or departments for fear of indulging in challenging police work. Therefore, they prevented their transfers and appointments to most challenging departments that required them to go for operations in the night.

The study has further shown that the introduction of social structures transformed the institution into a more community oriented institution. The Victim Support and Liaison Units were preferably assigned to women to administer because of the feminine reports from the marginalised people in society such as women, children and the elderly who were victims of different kinds of discrimination and abuse. The Chaplaincy and Human Rights Units educated and sensitised Police officers and the public about the importance of prayers and worship, observing and respecting human rights of individuals regardless of gender, race, tribe and religion. The clergy preached the word of God, against inhumane treatment and encouraged men and women in uniform to treat their colleagues and members of the public with kindness as they were there to serve and not to instil fear. It was stressed that the practice had to start among themselves and then extended to the community. The study has further concluded that this development also reduced the number cases of sexual harassment, discrimination and injustices towards policewomen because they were able to report their challenges and unfair treatment to the human rights unit and the Women Network organisation.

However, the study has shown that though the Zambia Police underwent reformation and restructuring in the 1990s, there were still some flaws in the way the service operated. It has been deduced from the study that there were a number of notable incidents that clearly indicated that the Zambia Police Service was still a Force with militant traits that were exhibited by most of the officers. The Police had continued to disregard human rights as it was evident in the number of suspects under police custody and detention of suspects without trial. With regard to the plight of policewomen more was needed to be done as records showed that there were still very few

policewomen in higher ranks, policy and decision making position hence the notion that they were still under- represented. There were also very few female trainers and instructors in Lilayi, Kamfinsa and Sondela Training Colleges therefore policewomen were still facing the challenges in their operations because of the lack of representation and role models. The service was still male dominated and most policemen had not come to terms with the inclusion of women in the service. As such, they worked very hard to make sure that policewomen were not elevated to higher positions, not recommended for educational advancements and promotion training.

The study discussed the promotion and appointments of policewomen in the Zambia Police Service from 1971 to 2015. It is argued that prior to 1971 policewomen were not promoted to higher ranks in the Police Force. They remained at the bottom as assistants to their male counterparts who dominated all the positions in higher ranks. The study concluded that the factors that hindered the promotion and appointment of policewomen to higher ranks. Societal core values and norms influenced how female police officers were treated by their male colleagues in higher ranks. Policewomen were considered to be inferior to policemen and not welcome to work with them in different police departments. During these period policewomen were assigned to do only feminine police work. They were not active players in traditional policing that involved night patrols, riots and demonstrations. They also helped villagers and the aged to find their way. This disadvantaged them from acquiring the experience they needed to be considered for promotion to higher ranks. Marriage was another hindrance to their promotion. We argued that in many cases policewomen abandoned their work once they got married and started having children. Lack of legislation and conventions on the status of women in social, political and economic spheres was another factor that hindered promotion of policewomen to high ranks.

The study has also shown that there were various positive factors that led to the consideration of the promotion and appointment of policewomen to higher ranks. The appointments and promotions of policewomen to high rank were prompted by several international, regional and local conventions on the equality of men and women at all levels. The International Labour Organisation was established with the obligation of improving social justice and promoting conducive working conditions. It also worked against discriminatory policies, legislation and programmes and aimed at encouraging good and conducive conditions for all workers regardless of sex. Zambia became a member of ILO in 1964 and ratified a number of ILO conventions which included the Equal

Remuneration Convention 1957 and Discrimination (Employment and Occupation) Convention of 1958 which fought for the elimination of discrimination against women and equality between both men and women.

The study has concluded that the ideas of promoting gender equality were reflected in the Zambian Constitution within human rights viewpoint that also influenced the desire to treat policewomen equally with policemen. Article 23 of the constitution of Zambia as amended by Act No 18 of 1996 prohibited the treatment of any person in an inequitable way by any person acting in performance of public office. The constitution in this respect even before any supplementary action was taken in implementing CEDAW apprehensions was adequate on its own to assure equal representation. Despite this, the government commenced actions to adhere to the international, regional and sub-regional instruments namely the UN, AU and SADC. This included administrative measures that were intended at promoting gender equality such as the formation of a Division for Gender in Development (GIDD) within cabinet Office. The formulation of the National Gender Policy that was adopted in 2000 adhered to equal participation of men and women. In line with this context, the Zambia Police Service established the Gender Unit in 2012 to ensure that there was equality between men and women in terms of recruitment, promotion and training. The study concluded that the criteria or guidelines for promotion in the Zambia Police Service were stipulated with specific requirement for all the positions.

This study contends that the Civil Right Act of 1964 of the United States of America that great influence on the Zambia Constitution enactment and implementation of Civil Rights, emphasised on equal opportunities for both men and women in employment and development. The implementations of this Act started in the early 1970s and for some member states in the late 1970. After a number of enactments and conventions considerations for the promotion of female police officers to higher ranks commenced in the early 1970s. The year 2011 was a very remarkable when the Patriotic Front under President Michael Sata promoted and appointed six female police officers to the position of Commissioner of Police and a female police officer as Deputy Inspector General of Police for the first time in the history of the Service. In 2012, the then Deputy Inspector General Stella Libongani was promoted to Inspector General of Police putting her at the top most position of the Command Structure of the Police Service. Nevertheless, despite the promotion and appointment of police women to higher ranks in the Service, female police officers were still

underrepresented in all the other positions in the Zambia Police Service and continued facing challenges. The fact that President Michael Sata came in and brought female police officers in senior positions did not change the situation much as he did not harmonise all ranks to have equal representation for both male and female officers. The policewomen continued to fight against discrimination, underrepresentation and lack of sufficient promotion to higher ranks. It was hoped that one day their male counterparts would strive to help them and make their penetration into policing a more welcoming move that would be more appreciated by policy and law makers.

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