

**RECRUITMENT AND PROMOTION PRACTICES IN THE ZAMBIA POLICE
SERVICE FROM 1964 TO 2009**

**BY
GODRINGTON CHABU**

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Degree of Master of Public Administration**

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Declaration

I hereby declare that this dissertation represents my own work, and that it has not previously been submitted for a degree, diploma or any other qualification at this or another Institution of higher learning.

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Godrington Chabu

CERTIFICATE OF APPROVAL

This dissertation by **Godrington Chabu** is approved as partially fulfilling the requirements for the award of the degree of Master of Public Administration by the University of Zambia.

Examiners	Date	Signature
Internal Examiner
Internal Examiner
Internal Examiner

ABSTRACT

After Zambia's independence from the British Colonialists in 1964, the then Zambia Police Force sped up the recruitment exercise of police officers to match the growing population and high crime rate, especially in the urban areas of the Republic of Zambia. However, currently, the rate of recruitment does not match the rate of population growth and policing service needs in the country. The current ratio of a Police Officer to a Zambian citizen is about 1:700, that is to say, there is only one police officer per 700 Zambian citizens as compared to the United Nations recommended ratio of 450 citizens to one police officer. This inadequate number of police officers has failed to deal with the escalating crime levels and high demand for police service delivery in the country.

The main objective of the research was to investigate factors affecting the expansion of the Zambia

Police Service in terms of recruitment and promotion practices. In order to achieve this objective, a sample of 70 respondents was used which comprised serving police officers, retired police officers and members of the public from various walks of life. The sampling methodology used was purposive sampling. This sampling methodology was used due to the security nature of the police service. Data was collected using mainly the secondary data collection method. Interview guides were used to collect primary data from the selected sample. The content Analysis was used to analyze the data.

The Research established that recruitment in the police service is done at three levels, namely, constable, direct-entry and premature recruitment. At all levels, the recruitment processes in the Zambia Police Service have, to a greater extent, been shaped by the reigning political system in the country since the colonial era. The political system has often determined the nature and extent of recruitment practices through, among other things, legislation (policy formulation) and funding to the Police Service. The political system has also impacted on the promotion practice in the Zambia Police Service, as the political head of state/government has constitutional rights to promote senior police officers since he/she is the Commander in Chief of the police service. However, there are several other systems used in the promotion of police officers in the Zambia Police Service such as accelerated promotion (done by the Inspector General of police) and application for promotion to the Promotion Board by officers who think that they deserve promotion.

The findings presented in this research show that low government funding to the Zambia Police Service has been the major constraint to the expansion of the police service and delivery of quality service by the institution. Additionally, it was found that due to poor conditions of service such as inadequate and sometimes pathetic housing, gender insensitivity, political interference and the scourge of HIV and AIDS have, to some extent, inhibited the expansion of the Zambia Police Service, making it difficult to efficiently and satisfactorily meet policing service demands from the growing population.

This research recommends increased government funding to the police service and non-political interference in recruitment and promotion of police officers as means to remedy police personnel insufficiency and inefficient policing service delivery by the Zambia Police Service. It is envisaged that the findings of this research will increase knowledge on recruitment and promotion practices in the Police Service.

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List of Abbreviations

BPA	-	Beijing Platform of Action
BSA	-	British South Africa Company
CEDAW	-	Convention on the Elimination of all forms of Discrimination Against Women.
CID	-	Criminal Investigation Department
GRZ	-	Government of the Republic of Zambia
HIV	-	Human Immune Virus
IG	-	Inspector General
IMF	-	International Monetary Fund
ISDSC	-	Inter-State Defense and Security Committee
LLB	-	Bachelor of Law
MMD	-	Movement for Multi-party Democracy
MP	-	Member of Parliament
NGO	-	Non-Governmental Organization
PBA	-	Preliminary Background Application
SADC	-	Southern Africa Development Community
SAP	-	Structural Adjustment Programme
SHQ	-	Service Headquarters
UK	-	United Kingdom
UNZA	-	University of Zambia
USA	-	United States of America
USSR	-	Union of Soviet Socialist Republics
UNIP	-	United National Independent Party
VSU	-	Victim Support Unit
ZCCM	-	Zambia Consolidated Copper Mines
ZESCO	-	Zambia Electricity Supply Corporation
ZMK	-	Zambian Kwacha

CHAPTER ONE

INTRODUCTION

Introduction

Issues of recruitment and promotions are among the most important functions performed by Human Resource Managers to ensure effective and efficient performance of an organisation. Many organisations the world over, including the police, have tried to put in place policies and practices of recruitment and promotions that can enhance achievement of organisational goals.

This dissertation discusses recruitment and promotion practices in the Zambia Police Service. The dissertation consists of five chapters. Chapter One is the introduction. This chapter presents an overview of the dissertation. It examines the background of the Zambia Police Service with reference to the recruitment policy and promotion practices. It goes further to state the research problem, which prompted this research. Thereafter, the chapter gives an outline of the research objectives, the rationale of the research, the conceptual framework used in the research, literature review, research methodology and the limitations of the research. Chapter Two provides part of the historical context of the recruitment and promotion practices which were created by the colonial government, specifically from 1891 to 1964. Chapter Three examines recruitment and promotion policies in the First and Second Republics of Zambia. It highlights the practices for recruitment and criteria for promotions under the UNIP government. Chapter Four analyses recruitment and promotion practices in the Third Republic of Zambia. This period was under the MMD government. The last chapter is a presentation of the conclusions and recommendations of this dissertation

Background

The present day Zambia was in the colonial era called Northern Rhodesia. The Northern Rhodesia Police, which was born in 1891, was later transformed into the Zambia Police Force at independence in 1964. Generally, the force followed the pattern of the British Police, being organised into training, general duties, investigation and administrative branches. The candidates for recruitment into the Northern Rhodesia Police Force needed to have a good standard of education, between the ages of 20 and 25 years, unmarried, not less than five-feet six inches in height, and had to be both medically and physically fit. But this was temporarily abolished

between 1940 and 1945 in order to attract men of the right physical type. Applications to the Police Service were required to be in writing form to the Crown Agents for overseas governments stating the desire to join the Northern Rhodesia Police. Candidates were selected by a competitive selection process based on record and general interview. A candidate was put on a three-year probation after which he/she could apply for confirmation in his/her appointment and be placed on a permanent and pensionable establishment of the Northern Rhodesia Police (Northern Rhodesia Police, 1957).

There was also a system for promotion to higher ranks. For example, the rank of Assistant Inspector could be gained only after an officer had proved to be efficient, of good conduct and confirmed in her/his appointment (which was completion of a three-year probation) and had passed an examination on police duties or African language, failure to which he/she would not be re-engaged. Promotion thereafter could be gained to Senior Inspector and Chief Inspector. Promotions to gazetted ranks (that is, Assistant Superintendent and above) were normally made from the inspectorate of the police. By 1956, there were 92 gazetted officers, 420 inspectors and 3, 030 African Police Officers. By 1964, the establishment had reached a total of 6 183 officers – 143 superior officers, 549 subordinates and 5 491 other ranks (Kalombo and Mumba, 1997).

When the black government came into power in 1964, some of the requirements for entry into the Police, which were found to be segregatory and discriminatory, were discarded (ibid). Cases in point included: to join the Zambia Police force at Assistant Superintendent level, a candidate was required to be a Zambian citizen, and a university graduate, not less than 1.67 metres in height for both male and female applicants. For appointment as direct entry sub-inspector, a candidate was supposed to be a Zambia citizen in possession of a school certificate with three ordinary level passes in English, Mathematics and Science. The candidate would be between 20 and 25 years of age and not less than 1.67 meters in height (for men) and not less than 1.57 metres in height (for women), both medically and physically fit. For the position of constable, the candidates were supposed to be between 18 and 25 years, of not less than 1.67 metres in height with a chest measurement of 81.28cm (deflated) for males only and not less than 1.57 metres in height for females, be medically fit and holders of form two, three or five certificates. At the discretion of the Commissioner of Police (Now Inspector General), some Grade 7 school

leavers were taken on as per provision permitting the commissioner of police to dispense any qualifications at his discretion regarding the recruitment of police personnel below the rank of assistant superintendent (Kalombo, and Mumba 1997).

In 1980, a total of 800 recruits were enrolled as constables. In 1981 only 144 were recruited and the majority of these were men. It was by the use of this provision that at one point in 1980, many candidates from families of serving officers were recruited into the police force. The number of recruits varied from one province of the country to another due to some other factors such as lack of funds. In 1995, the Zambian government formulated the Zambia Police Strategic Development Plan (ZPSDP), whose main aim was to make changes to the existing structures (Musonda, 2002)

Statement of the Problem

After independence in 1964, the Zambia Police Force accelerated its recruitment exercise to match the growing population and high demand for police services, especially in urban areas. However, in the recent past, the staffing levels in the Police Service have remained relatively at a lower ratio of about 1:700 (one police officer to 700 citizens). This is by far short of the United Nations recommended level of 450 citizens to one police officer, (United Nations, 2008). To a greater extent, this inadequacy of police officers has led to escalation of crime levels, increased reports of police inefficiencies in service delivery (Musonda, 2002). There are several reports of armed robberies and murder cases in both urban and rural areas of Zambia which have resulted in both loss of lives and property, denial of personal security, lack of order and preservation of laws. In some cases there are reports of structures that have been built for police operations sometime back but are lying idle due to lack of police officers to man them. Against this backdrop, little has been written to explain factors inhibiting the expansion of the police service in terms of recruitment and promotions. This research therefore sought to investigate factors constraining the expansion of the Zambia Police Service in terms of recruitment and promotions in order to meet police service demands.

Research Objectives

General Research Objective

The general objective of the research was to investigate factors affecting the expansion of the Zambia Police Service in terms of recruitment and promotions practices.

Specific Objectives

The specific objectives of the research were:

1. To assess recruitment practices in the Zambia Police Service from the colonial period to the Third Republic.
2. To investigate promotion practices in the Zambia Police Service from the colonial period to the Third Republic.
3. To evaluate factors affecting recruitment and promotion of police officers in Zambia.

Rationale of the Research

It is hoped that this research will provide information on ideal recruitment and promotion practices in the Zambia Police Service. This information will be relevant to policy makers in the Ministry of Home Affairs, Members of Parliament (MPs), the Police High Command, Students of Public Administration, Public Policy Analysts, Students of Sociology and other Social science disciplines and Researchers. This information can be used to come up with effective recruitment and promotion practices which will enhance delivery of quality policing services in the country.

Research Question

This research attempted to answer the following pertinent questions

- i. What were the remarkable recruitment and promotion practices in the Zambia Police Service during, (a) the Pre and what are they (b) in the Post Independence era?
- ii. How have Policy Reforms in the Zambia Police Service affected recruitment practices?
- iii. What are the notable promotion trends and practices in the Zambia Police Service?
- iv. What are the major constraints to recruitment in the Zambia Police Service?

Conceptual Frame Work

This research used a number of concepts namely, Policing, Police, Recruitment, Promotion and Politicise.

Policing

This refers to measures and actions taken by a variety of institutions or groups (both formal and informal) in a given society to regulate social relations and practices in order to ensure the safety of members of a community as well as conformity to the norms and values of the society. It is therefore, a 'sub-set of the control process', which involves the creation of systems of surveillance coupled with the threat of sanctions for discovered deviance – either immediately or in terms of the initiation of the penal process or both (Reiner, 2003).

Policing is divided into curative and pro-active policing. Curative (or relative initiate) comprises investigations of alleged crimes against both men and women, the elderly and children, which have been brought to the attention of the police. Crime investigation is a process, comprising a series of actions – moving from one step to another. Pro-active policing is concerned with sensitizing, guiding and/or teaching members of the public. Its primary goal is to make the masses aware of the existence of crime against the most vulnerable in society (women/children and the elderly) so that victimisation can no longer be regarded as a silent order of crime. Through this type of policing, the community is made aware of its role in preventing and combating these crimes. The awareness is made through articles in the media, lectures, workshops, seminars, conferences, public meetings and symposia (Chansonso, 2003: 3)

Police

The word police was derived from a Greek term—politeia 'civil organisation, the state'. In England, the word was originally used during the 19th Century to refer to the duty of keeping the city clean and habitable. This included ensuring that sanitation, street-lighting and other essential things were in good working order. The need to go round and see that those civil necessities were in good condition developed into the need to patrol the streets for the prevention of crime and apprehension of criminals (Kalombo and Mumba, 1997: 47). The *Britannica Concrete Encyclopedia* defines the police as “a body of agents organised to maintain civil order and public

safety, enforce the law and investigate crime”. Characteristics common to most police forces/services include quasi-military organisation (Zambia’s case, the Paramilitary police), uniformed police and traffic control force, plain clothes division to investigate crime. There is also the secret police, which is a separate and stealthy division established to maintain political authority, which in some countries operate with little or no restraint at all (ibid).

Recruitment

Chan (1996) defines recruitment as the process of identifying and hiring the most qualified candidate(s) for a job vacancy, in a most timely and cost effective manner. Recruitment can focus on the internal labour market (i.e., pursuing staff already employed by the organisations) or the external labor market (i.e., pursuing applicants from outside the organisations).

Organisations carry out specific patterns of recruitment in order to meet their organisational demand and objectives. The common pattern of recruitment usually used by government institutions is balance recruitment. According to Chan (1996) balance recruitment refers to satisfying arrangements marked by even distribution of recruitments from each geographical region. In other words, this is meant to ensure a state in which various parts form a well-proportioned and harmonious whole and nothing is out of proportion or unduly emphasised at the expense of the rest.

Promotion

Chan (1996) defines promotion as the advancement in rank or position of an employee in an organisational hierarchy. Promotion to workers may act as an incentive to extra hard work or allegiance to work (usually in a short-term). Promotion may, as well, be viewed as an employee's reward for good performance i.e. positive appraisal. However, it must be noted that before an organisation promotes an employee to a particular position, it ensures that the person is able to handle the added responsibilities. Promotion also involves advancement in terms of salary and benefits, and in some organizations the type of job activities may change a great deal (Chansonso, 2003).

Politicise

This implies bringing issues of public interest into the political arena. Thus, in the context of recruitment, it refers to political actors hijacking the process of recruitment or promotion in the

police service with a view to manipulate the process to their political interests or ego (Microsoft® Encarta® 2009).

The conceptual framework used in this research is based on the principle that recruitment and promotion of employers should be based on the candidates' merit. This principle implies recruiting and promoting the most suitable, qualified and highly competent personnel with proven ability and/or accomplishment. Additionally, it entails recruiting and promoting someone on the basis of adherence and consistency to pre-set standards without regard for emotional, family or other formal or informal relations with the concerned applicant or candidate (Musonda, 2002).

Literature Review

This section reviewed literature on recruitment and promotion in the Police Service. From the onset it must be noted that literature on recruitment and promotions in the Zambia Police Service is scarce, typical of most state security agencies. However, a few writers have written on the subject and have provided details on the practices and procedures that were used by the colonialists and subsequently by the Zambian government in recruitment and promotion. This section also reviewed literature on recruitment and promotion in the Police Service from other countries.

A number of reports, publications and documents have been written about recruitment and promotions in the Police Service. One such publication is by the Northern Rhodesia government titled, '*The Northern Rhodesia Police*,' a colonial government publication which was established in 1957. This publication outlines the entry requirements into the Northern Rhodesia Police Force and how promotions were made. The publication explicitly states the entry requirements into the police force such as the mandatory standard of education and good character. The publication gives a picture of how promotions were carried out. For example, a candidate could be promoted from Assistant Inspector to Inspector after passing the required examination and upon successful completion of a three-year service in the police force. However, the weakness of the Northern Rhodesia government publication is that it does not say anything on how blacks were employed and whether or not there was racial discrimination. It is silent on the mode of

recruitment of blacks into the police service. The document emphasises more on the recruitment of whites than blacks. Most of the information in the publication is now outdated and has been overtaken by events.

Another report on the recruitment practices of the police force was written by the Commission of Enquiry, which was appointed by the Northern Rhodesian government in 1957 to look into the causes of labour wastage from the police. The commission was chaired by Mr. I .A.H. Robertson. Robertson (1957), in his final report to the government of Northern Rhodesia, noted that there was general dissatisfaction in the force and therefore, drastic steps were required to be taken to motivate the police personnel, both whites and blacks. It was the blacks that were mainly on the receiving end, as their conditions of service were poorer as compared to their white counterparts. The whites enjoyed a lot of better incentives such as housing, which the blacks did not.

The system of promotions which the Northern Rhodesia Police Force was using by then also resulted in resignations. Under this system, subject to the passing of various examinations within certain fixed periods of time, progress to the maximum salary for a Senior Inspector was virtually automatic. However, this system had been complicated by the incremental credit scheme, which enabled an officer with only a few years service in the Northern Rhodesia Police to jump ahead of an officer longer in the service. The report also suggested that there were promotion courses targeted at those employees tipped for promotion. In this case, these promoted officers needed to have the necessary skills to perform their duties effectively, efficiently and diligently. However, Roberts (1957) falls short of suggestions on how recruitment for both blacks and whites could be effected to improve staffing levels which stood at 3, 328 as at 1957, with a short fall of 758. In addition, the report falls short of explaining the screening method used to ensure that committed and dedicated personnel were recruited into the police force to enhance good service delivery and reduce labour wastage from the police.

Musonda (2002), a former Inspector General (IG) of Police in Zambia analysed the history and reformation of the Zambia Police, and identified some factors that affected recruitment and promotion in both colonial police and post colonial police force. He pointed out that during the pre-colonial days, recruitment into the police force was initially for aliens from India and

Zanzibar who were recruited as volunteers. Later, the volunteers were replaced with indigenous natives during the 1950s and 1960s. The recruitment trend continued till Zambia's independence in 1964. Promotions were normally restricted to expatriate police officers who were accorded better training than the local people. After independence in 1964, there were changes made with emphasis on the recruitment and promotion of the local people. Musonda points out that a supplementary police scheme known as the Vigilante was established for the purpose of complementing the efforts of the regular police in combating crime.

Musonda (2002) also cited political interference as one of the major factors affecting effective recruitment and promotions in the police service. However, one of the omissions of Musonda's work (2002) is that it does not quantify the number of officers recruited or promoted as a result of political interference during the reign of the United National Independent Party government. Another omission is that, Musonda's writing falls short of highlighting gender issues in the recruitment and promotions in the police service both in the UNIP and the Movement for Multiparty Democracy governments. For example, during the time of his writing, the Zambian government had put in place the National Gender Policy and established the Department of Gender at Cabinet Office, which was later transformed into the Ministry of Gender. The writer could not give the number of female police officers who had been recruited since independence and why there had been no female Inspector General of police since then. In addition, the writer did not explain the extent of political interference, whether it was at the level of constable recruitment or above and where that pressure was coming from, either from the party cadres or top government hierarchy. However, Musonda can be credited for having pointed out the inadequacies of the police force, highlighting reforms that could promote professionalism in the police service such as the appointment of university graduates to senior positions and revised entry qualifications for police officers.

Another study was conducted by Kalombo and Mumba (1997) in an article quoted from *Zango* Volume 21, Number 11 of 1997. Kalombo and Mumba (1997) identified the quota system or balancing of recruitment as a system that was used in recruiting of constables in the police force in Zambia since the colonial times. This system was used to ensure that equal numbers of recruits were recruited from each province. The system was used by the UNIP government after

independence and continued to be used by the MMD government. Kalombo and Mumba observed that the quota system was a government policy meant to ensure that there was equity in police officers recruitment (in that equal numbers of police recruits would come from each province). However, Kalombo and Mumba do not say to what extent the system has been beneficial both to the police service and the general public. In addition, they do not say when the system was adopted and to what extent the system was used both during the UNIP and MMD governments. The writers do not quantify the number of people that were recruited through this system and whether it is used at all levels of appointment, including even those above the constable level or simply restricted to constable recruitment alone.

In addition, apart from pointing out the possibility of the system being easily manipulated by some overzealous recruiters, the writers do not suggest measures that were put in place to forestall manipulation of the system nor do they spell out the benefits of such a system to the police service in terms of quality policing services of the recruited personnel. The writers do not also state how the same system could be applied to promotions in the police service. In addition, the writers did not give statistics on the number of recruits from each province during a particular year to show how the system was applied.

Since the article was written a decade ago, many changes have taken place, hence some parts of the article may have been overtaken by events such as issues of gender and professionalism, which have become factors in both recruitment and promotions in the Zambia Police Service following the enactment of the National Gender Policy and the subsequent establishment of the Ministry of Gender.

The Institute of Security Studies (ISS) Monograph No. 159, April, 2009 has analysed the formation, and transformation of the Northern Rhodesia Police, into the Zambia Police Service, The Publication points out that the current 13,000 officers were not enough and that the recruitment drive was inadequate to meet the projected number of 27,000 by 2006, who could provide reasonable policing .For example, in 2004, only 1,779 people were recruited in the Zambia Police Service. The publication further states that the HIV prevalence in the Police service had risen to 16% and that HVI/AIDS related cases had put more pressure on the service.

Police recruitment rates, 1999 to 2004

Year	Paramilitary	Police College	Mobile Unit	Total
1999	195	402	188	785
2000	459	649	525	1633
2001	499	-	-	499
2002	-	-	662	662
2004	199	1381	199	1799

Source: Institute of Security Studies, Monograph No.159, April 2009

However the publication does not give any information as to how many people were recruited to the police in other years except for a few years from 1999 to 2004. The other gap in the publication is that it does not show the promotion trends in the Police Service nor the methods used to recruit and train the people recruited in the service. Further the publication does not highlight the constraining factors to recruitment nor does specify the reasons why there was no recruitment in the year 2003.

David Winslow (2008), in **Crime and Society**, examines the structure of the Zambia police and how the police operate. He points out that the Zambia Police, divided into regular and paramilitary units operating under the Ministry of Home Affairs have primary responsibility of maintaining law and order. The writer examines the operations of the Zambia Police by highlighting the crimes that have been committed by the police in the course of their duty. For example, he quotes the Post Newspaper of August, 24, 2011 which reported on a Chikankata police officer who beat to death Lamarck Shamapande who was in police custody on suspicion of theft. The police officers were later arrested and detained pending further investigation and instructions from the Director of Public Prosecutions. David gives more examples of Zambia police criminal activities. The other example is a case in which a police officer caused the death of a detainee by suffocation. The officer was alleged to have thrown a teargas canister in the police cell. The officer responsible for the killing was arrested and charged with murder. In another case, a police officer was accused of shooting to death three teachers while he was off duty. The case was investigated but no arrests were made. In yet another case the Kabwe Flying Squad tortured Adess Ngulube in her home and at the police station. Ngulube was beaten, pinched with pliers

and suspended with her hands and feet bound from what is known as “Kampelwa” (the swing), the officers suspected her of being in possession of weapons left by her husband who was convicted of treason in 1997. Although the officers did not find any weapons in the house, no action was taken against them for having tortured her.

The writer further states that detainees had to wait for as long as two to 10 years before the commencement of trial due to inadequate resources, inefficiency, lack of trained personnel and broad rules that cause delays and unnecessary adjournments.

Though the writer did not talk about the recruitment and promotions in the Zambia Police Service, he brings to light the behavior of the police officers’ lack of resources, lack of trained personnel as the main causes of delays and adjournments. He has also exposed the conditions prevailing in the Zambia police cells.

Martin Malama (2008), then Deputy Commissioner of Police, (who is a Medical Officer, by profession), in his paper presented to the police officers noted that the HIV prevalent rate among police officers was about 14.3% by 1998; and most of the affected officers were below the age of 35. He stated the service thus found it necessary to introduce male circumcision and counseling as some of the ways of reducing the infection rate and encouraging the officers to know their status. He further revealed that the exercise was a success as 200 officers had been circumcised by that time. Malama further informed the officers that before 2008, HIV and AIDS related diseases claimed 30 to 50 officers monthly. He lamented that HIV/AIDS continues to affect the deployment pattern and preparedness to meet police core mandate

The presentation makes good reading as it was presented by a senior police officer who had the insight of the service. The gap in the presentation was that apart from stating how HIV/AIDS and other related diseases are affecting the operations of the police. The author did not elaborate on how the epidemic affects recruitment and promotions in the police service.

Afronet (2000), Chapter Four, examines the Zambia Police in relation to Zambia Human Rights Abuses, for example torture in police cells and police brutality. The publication reveals that the police had on many occasions ignored the provisions of the International Convention against Torture and other forms of cruel or inhuman or degrading treatment (CAT). The publication cites some examples of human rights abuses by the police in the year 2000. For example, on 29 January 2000, police tortured a man who was accused of having stolen a cellular phone. The man aged 26 of Mtendere Township in Lusaka was so severely tortured that he was not able to walk. The publication further identified some of the factors affecting the operations of the police, such as reduced funding to the police as a result of declining economic activities, This concern was shared by the then Minister of Home Affairs, Dr Peter Machungwa, who acknowledged that the police needed basic equipment such as transport to carry out their duties effectively.

The above piece of writing reveals some of the shortcomings of the Zambia Police Service such as torture of people in police cells. The gap in this piece of writing is its failure to address the factors constraining the expansion of the police in terms of recruitment and promotions.

Lessons on factors affecting recruitment in the Police Service can also be drawn from literature about other countries in Africa and the rest of the World. Etienne et al (1992) examined policing in South Africa in the 1990s. They highlighted the methods used by the Post apartheid South African government to recruit officers in the Police Service. They used the term representativity, meaning that all races must be well represented in the Police Service. Etienne et al, (1992) argued that employment on the basis of equity programme is a long term strategy to achieve representativity in more efficient organisations, which allow individuals to achieve their potential. From Etienne et al (1992), the study we can learn that it is important to make sure that some different demographic divisions are represented when considering candidates for recruitment and promotion in the Zambia Police Service.

An additional document on recruitment into the police service is the Uganda Police Service (Uganda Police Project Evaluation) by Raleigh et al (1998) who observed the unclear methods and practices that were used by the Ugandan government on the recruitment of police officers. Raleigh et al (1998) reveal that half of the police men recruited by Obote and Amin Regimes

were retired from the police service by the Museveni Government on the grounds that they were improperly recruited. From Raleigh et al (1998) it can be concluded that regime changes have an impact on recruitment practices of police officers and this can lead to professionalism being compromised especially when merit is not considered in the process.

Another study was conducted by Alemika and Chukuma (2007) who focused on police and policing in Nigeria. Their analysis of the police was from two perspectives namely, the colonial government and post colonial days from 1960-1966. They dealt with the functions of the police and the reforms that were initiated by the Nigerian black military government. Using a system that was known as 'provincialisation,' in which each province had its own police force, mass recruitment was then conducted. They have revealed glaring irregularities in the recruitment process such as the recruitment of people who they described as thugs and party stalwarts, especially in the Western region. This resulted in the oppression of the people because those that were supposed to enforce the law had no capacity to do so. They were morally decayed and lacked the skills to perform police duties. In some instances, political opponents were arrested for discussing political issues, handcuffed or chained and marched through the streets, as a warning to others who wanted to exercise their fundamental rights of the fate that could befall them. In addition, these ill trained, ill equipped and undisciplined 'police-thugs' went a step further by accepting bribes, blackmail and intimidation for which they were applauded by their supervisors. The writers argue that since 1966, the Nigerian Police Force still remains oppressive and corrupt and is said to prefer to act outside the law (Alemika and Chukuma, 2007). From Alemika and Chukuma (2007), it can be concluded that recruitment of police officers based on Political patronage can be detrimental to policing services, as the recruited police men and women may not adhere to professional conduct and their allegiance would be to the authorities that facilitated their recruitment in the Police Service, rather than to members of the public.

Another worth mentioning documentation on the recruitment and promotion practices in the Police Service is the '9-way Test', a document by the Nigeria Police Force (2008). This document covers the nine ways in which the Nigeria Police Force is tested, namely: Transparency/Accountability, War on Corruption, Crime Prevention, Intelligence/Crime Data Base upgrade, Training, Police Public Image/Public Relations, Human Rights, Community

Policing and Inter-Agency cooperation. Under training, the document touches on two aspects, namely posting and promotions. Training is emphasised and encouraged in order to meet the challenges of this world of science and technology and prepare men and women in uniform to meet the challenges of a modern society. Training is needed also for capacity building and creative ability of these officers to respond rapidly and adequately to the realities and dynamics of crime in the ever changing world.

Posting is based on professional competence. The Nigerian Police Service bases its promotion on merit and other political considerations. Hard working policemen are adequately rewarded and the bad ones are appropriately punished, (ibid).

From the Nigerian Police Force (2008), the study can learn about the nine important considerations in police recruitment process that seek to equip recruited police officers with the know-how and appropriate response to varying levels of criminal activities.

Another study was conducted by Sankar (2007) who examined criminals in uniforms in India, and cited political interference and money power as factors that played a big role in the recruitment of subordinate police officers and constables. His study further states that a total of 22, 000 policemen were recruited during the years 2004-5. However, after the exercise, a number of irregularities were unearthed, which included the following:

- Waving verification to recruit people with criminal records.
- Forging examination papers.
- Caste certification.
- Forging scores and changing laid-down procedures for the selection of candidates.

Sankar (2007) further stated that the Training Commission expressed disappointment with the officers who conducted the selection exercise. As a result, the committee cancelled recruitment of 17, 000 constables and suspended 25 officers of the Indian Police Service who headed the selection boards. From Sankar (2007), it can be seen that there is likelihood of prospective police officers and police-recruiting authority's use of underhand methods in the process of recruitment.

These include forging of documents by prospective police officers and paying no attention by recruiting authorities to preset requirements for police officers recruitment and promotions.

A study conducted by Andhra Pradesh Police (1999) focusing on recruitment of police personnel in Andhra Pradesh State in India gave a detailed account of the practices that were used to recruit candidates into the Andhra Pradesh police at all levels, from constables to senior officers. For example, the document stated the general requirement for entry at constables' category. The candidates for constables should be between 18 and 20 years, for Sub-Inspectors, they should be between 21 and 25 years. The minimum height should be 167.6 and the chest at full inspiration should be 86.3cm. In addition, the document gave details of the quota system which was used in the recruitment exercise. In some cases the quota system could not be utilised due to lack of candidates who fulfilled the required entry qualifications. For example, physical standards such as the height and chest measurements, especially among the Aboriginal tribe, are to be strictly met.

The document, additionally, gave details on standard requirements for other categories such as police communication and transport. In these establishments, entry requirements were 162cm in height and 84cm of chest width with a minimum expansion of 5cm except for a driver. For a driver, the prescribed minimum height measurement of 160cm and a minimum chest expansion of 4cm were required. For women to enter the Police Service, even their weight was taken into account, she should be 152.5cm in height and 45.5 kilograms. There are written assessments to test their mental ability and a general aptitude test, which consisted of general knowledge of local languages. Notable among other things was that recruitment and promotions were based on merit and not on outside pressure and that both women and men were recruited into the Police Service. Promotions were based on merit in the sense that they could only be carried out after a specified period of training and by having passed the required promotion examinations.

From Andhra Pradesh Police (1999), are lessons about the physical requirements used in the recruitment process. There is also the need for adherence to preset standards in the process of recruitment and promotion of police officers.

Another publication on recruitment and promotions in the Police Service was conducted by Horne (1982), who focused on the history of Palestine Police. This document highlighted some recruitment and promotional practices in the Palestinian Police during the period 1920 to 1948. It argued that: ‘The civil government took over a small police, which had been improvised by the military administration. It consisted mainly of Arab and other ranking British officers, as well as Gendarmerie which was later abolished for economic reasons, and the Police Service became a separate organisation under Mr. Movrogondato, as Inspector General. The conflict between Arabs and Jews led to the urgent need in the British section of Palestine police for an impartial force to maintain law and order and to assist in carrying out the heavy tasks laid by the mandate. In 1930, Sir Herbert Dowbiggin visited Palestine to advise on Police organisation. He recommended an increase of the British section and established the criminal investigation department’.

The visit by Sir Herbert Dowbiggin to Palestine in 1930 led to the undertaking of the special recruitment campaign in 1964 in the United Kingdom, which led to the opening of the Palestine police office to facilitate the recruitment exercise. This was later disbanded. From this publication by Horne (1982), the study can learn of the need for recruitment of a civil police service in countries undergoing transition from military rule to civil rule.

The other report on the recruitment and promotions in the police was about the United States of America titled ‘*The Status of Women in Policing*’ authored by the National Centre for Women (2001). The report lamented at the way women were deliberately kept out of the policing institutions. It revealed that there was widespread bias in police hiring, selection practices and recruitment policies, keeping the numbers of women in the enforcement agency artificially low. Entry exams, with an over-emphasis on physical processes block many qualified women from serving, even though tests were not job-related and did not result in successful job-performance. While discriminatory height requirements were discarded in the early 1970s, today’s tests continue to bar highly qualified women from entering policing.

Additionally, many women are discouraged from applying for law enforcement jobs such as the police because of policing aggressiveness and authoritarian image, an image based on the outdated paramilitary model of law enforcement. Once on the job, women face discrimination, harassment, and intimidation and are maliciously thwarted, especially as they move up the ranks, this undermines efforts to recruit and retain women in the Police Service. This is an important document to this research, because it takes a gender perspective, as it examines recruitment and promotion practices in the Police Service.

From the National Centre for Women (2001), we can also learn about the discriminatory factors that hinder the recruitment of women in the police service. It can as well be observed that some female police officers face challenges in their quest for promotion in the police service.

Another noteworthy publication was on the Los Angeles Police Department by the US Bureau of Justice Statistics (2003), which suggested a transparent way of recruiting police officers. It revealed that each applicant should have a case manager to attend to the problems cited by the candidate in his Preliminary Background Application (PBA). A candidate could be promptly notified if there were many issues that could affect his/her selection and allowed to make adjustments if possible. From the Bureau of Justice Statistics (2003), the study can learn some of the criteria used in the recruitment process to ensure transparency and fairness.

In another study which was conducted on Police promotion in Haiti by Pelzer (2006), Pelzer explained how the Canadian Police had been backing the Haitian police officers who were being controlled and supervised by former soldiers who had not been trained in police duties and lacked policing knowledge and skills. From Pelzer (2006), there are lessons about the negative impact of external forces (international in nature) in the recruitment process of a given country. It is also noted that there could be an erosion of professionalism and emergency of role conflict in the police service if untrained and unprofessional officers were allowed to supervise professionals.

From a gender front, female representation in the Police Service globally and historically had been relatively low. As quoted by Shipolo (2012), in 1997, the National Center for Women and Policing conducted a study on the status of women in policing in the largest law enforcement agencies in the United States (Status of women in policing). The centre was established in the United States of America in 1995, to monitor the growth of women in law enforcement. The study examined the gains and gaps in the numbers of women in policing and provided a picture of the position of women in policing together with the major barriers preventing women from increasing their numbers in law enforcement and listed the detrimental effects of continued under-representation of women in police departments. It was found out that the low representation of female police officers in law enforcement was as a result of male resistance who regarded the police as a male profession. It was further observed by Price (1996) as quoted by Shipolo (2012) that women in policing are not easily accepted by their male peers, their supervisors or their own police departments. They are viewed with skepticism or worse by their male counterparts in spite of the fact that women have been doing police work for quite a long time. Lack of opportunity for advance, conflict between working hours and their personal life, and negative attitudes of men towards women police officers were cited as the factors which were impacting negatively on women officers.

The reviewed literature is very important to this research in the sense that it explains some of the entry requirements into the police force and factors affecting recruitment and promotions in the same service. Some of these factors include political interference, quota system and manipulation of the recruitment process. However, one area that is important for which there is essentially no information is the area which tries to explain factors that affect the expansion of the Zambian Police Service. As seen above, no literature explains factors affecting the expansion of the Zambia Police Service in terms of recruitment and promotion practices, especially in the Third Republic. This is the gap that was filled by this dissertation.

Methodology

This shows how the study was conducted, the type of research design used, sources of data, and the research instruments used to collect data and how data collected was analysed.

Study Design

The research used the descriptive design. A descriptive design was used to provide rich descriptive details about recruitment and promotion practices in the Zambia Police Service. This design was also used because the research involved observation and note-taking as well as in-depth narration of the subject that was under study. The other reason being that in the descriptive design the researcher is not manipulated by the elements under study.

Research Instruments

No questionnaires were used due to refusal by the Zambia Police high command to allow the researcher administer structured questionnaires. In order to collect both primary and secondary data the following methods were used:

Individual interview/primary sources

These involved talking to one respondent at a time for about 10 minutes to 45 minutes using a prepared interview guide. One individual interview was conducted with a former Deputy Commissioner of Police. The interview lasted for more than 40 minutes which focused on the operations of the police, recruitment procedures and promotion processes. The second individual interview involved serving police officers. One serving officer complained about the promotion procedures which he claimed favoured the young graduates from institutions of higher learning. Other individual interviews involved former police officers who held various senior positions in the police. One individual interview which lasted about 45 minutes involved one pastor from the Evangelical Church of Zambia (ECZ) who once worked in the police in a civilian capacity but left the service unceremoniously. The other individual interview involved one marketeer, who was dismissed from training at Police College and now sells new and second and second hand clothes at the Kamwala market.

Secondary Sources

These involved collecting data from various documents pertaining to police operations, recruitment, promotions and establishments. Such documents included books, journals, unpublished reports, Police Annual Reports, National Archives of Zambia, University of Zambia Library, International institutions such as the United Nations, Institute for Security Studies

Primary data was collected using personal interviews with retired police officers, serving police officers, students and some members of the public.

Focus Group Discussion

This was used to collect primary data from the students. One focus group discussion was held which involved 20 National Institute of Administration (NIPA) students, comprising 10 male and 10 female. It was centered on the question of whether to join the police or not after completion of their studies.

Sampling Design

Being a descriptive research and concerned with a security organ of the state, it was very convenient in this research to use purposive sampling method as it allows the researcher to subjectively select the respondents in order to ensure representativeness of the sample.

Sample Size

Initially, a sample of 110 respondents was selected however, due to the research limitations only 70 personnel were interviewed. These comprised 30 retired police officers who served the institution at various levels as follows:

- One former Deputy Commissioner of Police:
- Five former Superintendents,
- 15 former Inspectors,
- Four former Sergeants and
- Five former constables.

This research also sampled 10 members of the public from various walks of life, including pastors, civil servants and ordinary citizens as follows:

- Two Pastors from United Church of Zambia.
- Four Marketeers, two from Kamwala Market and the other two from City market.
- Four Senior Consultants from NIPA

Finally, the research sampled 30 serving police officers from:

- (i) Sikanze Police Camp (five police officers)
- (ii) Kafue Police Station (four police officers)
- (iii) Sondela Paramilitary Training Camp (two police officers)
- (iv) Lilayi Police Training College (four police officers)
- (v) Police and Prisons Commission (five police officers)
- (vi) Chawama Police Station (three police officers)
- (vii) Lusaka Central Police (four police officers)
- (viii) Kabwata Police Station (two police officers)
- (ix) Kanyama Police Station (one police officer)

Data Analysis

Primary data was analyzed manually, while content analysis was used to analyse secondary data by studying documents, observation and identifying the most relevant practices.

Limitations of the Research

There were two main limitations, namely:

- (i) Lack of interest by some serving officers who perceived the researcher to be a fault-finder resulted in some vital information not collected.
- (ii) Owing to the nature of the Police Service, the police high command refused the researcher permission to administer structured questionnaires and thus subjecting the research mostly to secondary data.

CHAPTER TWO
HISTORICAL BACKGROUND OF THE ZAMBIA POLICE SERVICE
FROM 1891 TO 1964

Introduction

This chapter provides part of the historical background of the Zambia Police Service during the period when Zambia was under colonial rule, particularly from 1891 to 1964. The chapter examines the establishment and strength of the Police Service during this period. It further exposes the recruitment practices, procedures and the promotion criteria that were used during the stated period. A conclusion of the chapter is also given.

Police Service under the British South African (BSA) Company

The Northern Rhodesia Police Service was born in 1891, under the British South African Company (BSA). This company ruled Northern Rhodesia (now Zambia) from 1890 to 1924. The Company was granted a Charter in 1889 over Southern Rhodesia, which was later extended to enable it to administer the territory north of the Zambezi River. The territory was divided into, North-Eastern Rhodesia (comprising the present North, Eastern and Luapula provinces) and North-Western Rhodesia (Barotseland) consisting of what today is Western, Copperbelt, Central and Southern provinces). Following harassment by the Arabs and Portuguese slave traders and due to inter-tribal wars, the company found it necessary to establish the police force in order to eliminate slave trade, suppress inter-tribal wars and protect their personal and business interests. Many of its officers were sent to the Northern frontier from Blantyre in Nyasaland (now Malawi). Its members were liable for either military or civil police duties but gradually two distinct forces grew up to fulfill these separate functions. The police headquarters was, as a result, established in the North-Eastern Rhodesia (consisting of Northern, Eastern and Luapula provinces) under the command of H.H. Johnson, who was appointed as Imperial Commissioner. The North-Eastern Rhodesia establishment of the police was 280, comprising 130 Indians and 150 Zanzibaris (Kalombo and Mumba, 1997).

One important thing to note at this stage is that there were no natives from North-Eastern Rhodesia. This was due to the deliberate policy the Company had put in place of recruiting police and other defence personnel from outside the territory.

The first police officers to be recruited were Indians, who came as volunteers from the Indian Army until 1893, when they were replaced by people of Jar Sikhs and Zanzibaris origin. The Zanzibaris were later dismissed, as they were said to lack bravery and were perceived to be very unreliable. The Zanzibaris were later replaced with the Mukua from Mozambique. In order to bring added strength to this force, some Tongas from Western Nyasaland were brought in as per policy of recruiting personnel. There was a change in the recruitment policy and as such the recruitment of personnel from outside the territory for the police was later discarded in 1896 when some locals were enlisted. 'The first police (or even military forces) could not be composed of inhabitants of the territories taken over because they were seen to be primitive' (*ibid*).

This confirms the old settler tactic of dividing natives in order to render them powerless so that instead of uniting against the common enemy, they engaged in brutalising each other. As it has already been pointed out, the main occupation of these forces was to combat slave trade. However, as if it was a war situation, all the superior officers were military men and had military ranks. The commander of all the armed forces in British Central Africa was Major C.A. Edwards. His second in command was Captain W.H. Manning, while Lieutenant Gilmore was third in command. By 1902, many local settlers were recruited into the police. In that year, the force was 385 strong men and distributed at 14 stations and commanded by a civil administration, (Musonda, 2002).

Police formation and recruitment was also taking place in North-Western Rhodesia. Following the establishment of the Barotseland North-Western Rhodesia Order in Council of 1899, a native police was formed in North-Western Rhodesia in 1900, called the Barotse Native Police. In 1902, there were 240 officers stationed at Kalomo, which was the capital of Barotseland (North-Western Rhodesia). Later on, more police posts were created at Mongu, Waterfalls, Monze and Sesheke. The creation of new posts implied recruitment of manpower to man these posts. Hence,

an attempt was made to recruit the locals but the move was resisted by the local Paramount Chief Lewanika, of the Lozi people. Eventually, the paramount chief allowed the local people to be enlisted in the police force. At this stage, the police comprised of 240 African men and nine White men (*ibid.*).

By 1903, the strength of the police had increased. There were 300 local men and seven white men (*ibid.*). It is clear from the above that gender issues were not considered during that period; hence no women constables were recruited. The policing job was considered to be a man's job. The local policemen were recruited from the territory of North-Eastern Rhodesia. The forces were armed and trained as an army. Their main task was accompanying the British South African Company officials on their tax collecting tours. Very little civil policing was done. At this time, many locals were recruited, whereas the few whites were in supervisory positions.

Due to the high costs of running two separate administrative centers, in 1911, the North-Eastern Rhodesia and North-Western Rhodesia were merged to form Northern Rhodesia. It became necessary to merge the two police forces into one. By the Proclamation of 18 December 1911, the North-Western Rhodesian force and the North-Eastern Rhodesia force were formally amalgamated and assumed the name of Northern Rhodesia Police with the headquarters at Livingstone. Its first commander was Major F.A. Hudson (*ibid.*).

In 1913, under Colonel Edwards, the police force was divided into two, a military or fighting force and district or civil police. The civil (or district) police was later divided into four departments, the Criminal Investigation and Fingerprint Bureau, the Town Police, the Gaol Establishment, and the District Police. In this regard, a new recruit was required to serve three years in the military wing before transferring to police duties. The district police was made up of natives only, who were posted to various rural Boma stations throughout the country under the command of district commissioners.

The fact that the Northern Rhodesia Police was a military organisation is evidenced by section 17 of the Northern Rhodesian Proclamation No. 17 of 1912, which reads as follows: 'in the case of any war or other emergencies, members of the police force, are liable to be employed for force or

military purposes, either within the limits of Northern Rhodesia Order in Council 1911, or within the Northern Rhodesia Order in Council 1898' (*ibid*).

In 1924, the British Crown took over the administration of Northern Rhodesia from the British South African Company and the country became a British colony.

Police Service under the British Crown

When Northern Rhodesia became a British colony in 1924, the roles and duties of the police force were redesigned in line with Section 6 of the Northern Rhodesia Police Ordinance, which reads as follows: 'The Force shall be employed in and throughout the territory to preserve the peace for the prevention and detection of crime and for the apprehension of the offenders against the peace' (*Musonda, 2002*).

In 1927, a training depot was opened at Livingstone for the civil police at which instructions were given to recruit privates into the police force to perform court duties under a senior police officer. After the opening of the depot, men were recruited, especially for the civil police and not for the force as a whole as was the case in the past.

On 1st April 1932, the Northern Rhodesia Ordinance of 1932 was passed. It separated the police from the military. This marked the beginning of the civilian police force. Captain Ward Roper was appointed as commissioner of the police and prisons, while Lieutenant Colonel Dickson became the commander of the Northern Rhodesia regiment. The police force then established more stations at Sakania, Luanshya, Nchanga, Kansenshi, Chipata and Ibwemunyama (now Chirundu). Some of the extraneous duties for which the police were responsible included service of civil processes; disposal of property in deceased estates; collection of custom and hospital debts; inspection of training under cattle diseases regulations; collection of landing fees at the aerodromes; supervision of cattle dipping; issue of export licenses to export hides; collection of dog tax, issue of motor, dog and cycle licenses; issues of film permits; matters of government permits for the importation of firearms and ammunition; rabies patrols; provision of warders at prisons; fire brigade duties and the endorsement of the Weights and Measures Ordinance (*ibid*: 11).

Police establishment by 1932 was seven white gazetted officers, 12 white inspectors and 447 African ordinary police officers (Northern Rhodesia Police, 1954). From the above, we can see that recruitment of blacks in the police force continued to increase since 1903. But still notable from the above are the following: no women were recruited into the police force and that senior positions in the force were still held by expatriate officers.

In 1937, a programme was initiated to re-organise and expand the police with the assistance of the police officers from the British Government. Many people were recruited and underwent intensive police training. However, this programme was interrupted by the outbreak of the Second World War in 1939, as most of the able bodied men went to war. By 1939, the Northern Rhodesia Police Force comprised of eight gazetted officers, 88 inspectors, 542 native police and 32 native detectives. At this stage, some African police officers were promoted to the rank of police detective (Wright, 2001). This scenario shows that human beings can perform various duties regardless of their race. This is in line with Etienne (1992) who argues that all races must be well represented in the police service so as to achieve more efficient organisational objectives, as well as to allow individuals to achieve their potential.

Methods of Recruitment

The end of the Second World War, in 1945 was accompanied by an influx of people from the rural areas into the urban areas, especially the Copper belt where industrialisation was taking place. This necessitated the recruitment and expansion of the police to provide security for the mines and the growing population. At this time there was virtual abolishment of educational requirements for recruits into the police force. This was done in order to attract men of the right physical type. There was no recruitment agency for the police force. Recruits came forward spasmodically and were enlisted from Missions, and Government Schools, through District Commissioners, and from unemployed industrialised Africans who often joined the police force as a last resort, having failed to obtain suitable employment elsewhere. With these methods in operation, it used to take months or six weeks to form a squad of recruits at a Depot. (Northern Rhodesia Police, 1947) Table, 2.1 shows the educational standards of police officers recruited between 1940 and 1945.

Table 2.1: Educational standards of police officers, 1940-1945

Year	Not educated	I	II	III	IV	V	VI	VII	VIII
1940	11	14	10	11	18	8	7	-	-
1941	7	8	7	16	50	2	3	-	-
1942	10	4	31	70	83	42	11	-	-
1943	17	3	29	91	110	16	20	-	-
1944	9	1	16	105	86	8	9	7	-
1945	1	6	1	63	82	13	9	-	1

Source: Northern Rhodesia Police (1947)

From the table it can be noted that between 1944 and 1945, only one officer above standard eight was recruited, this was because the right men were taken by the military recruiting officers during the war. This meant that the police had to recruit unsuitable ones to provide the required policing service.

By 1946, Post-Second World war recruitment brought the force to the strength of 19 gazetted officers, 83 members of the inspectorates and 793 African police officers, under the Command of Colonel J.E. Workman who was transferred from Fiji (*ibid.*).

By 1956, the police had considerably expanded with 72 white gazetted officers, 420 white inspectors and 3, 020 African subordinates (Northern Rhodesia Police, 1957). At this stage, despite the recruitment of many Africans into the police, all the senior ranks were occupied by the Europeans, while the Africans were mere subordinates. It can also be noted that the work of policing was still the domain of men.

Roberts (1957) points out that there were two channels of recruitment used by the Rhodesian Government. One for the Europeans, which was done in England and the conditions of service were explained to them before hand. The Africans were recruited under a different and local system with dissimilar conditions of service. These created social imbalances, as whites were entitled to lower taxation rates, leave passages, including their wives, while African policemen were denied these. It is important to mention that the colonial police practiced the principle of

‘alien’ policing. This entails that Africans would be posted outside their stations to suppress the anti-federation/colonial campaign (Musonda, 2002).

Roberts (1957: 38) further points out that entry into the police by Europeans was reduced to 17 years old from 20 years due to the termination of compulsory military service in England. There was also a disparity in the retirement age; whites would retire after 20 years of service while blacks would retire at 45 years of age. Implying that, for instance, if a black man is recruited at the age of 25, he would only retire after 20 years of service. Since the entry age for whites was 17 years, it meant that the white man would retire at 37 years of age. By 1957, the police establishment was as shown in Table 2.2 below:

Table 2.2: Police Establishment in 1957

Rank	Establishment	Strength	Under strength
Gazette Officers	107	90	17
European Inspectors	515	419	96
African Police-all ranks including recruits	3461	2819	645
Total	4086	3328	758

Source: Roberts (1957)

By 1957, there was a reduction in the number of officers in the police force. This situation prompted the Northern Rhodesian government to set up an enquiry into the wastage of labor from the police. The enquiry revealed that the reduction was due to resignations from the force by the natives (*ibid*).

By 1961, the force consisted of 133 gazetted officers, 788 inspectors (both Europeans and Africans) and 5, 126 other ranks (Wright, 2001). At this stage, there was a tremendous increase in the number of police officers mainly due to the increase in the population and political activities such as the struggle for independence, which resulted in the increase in the number of criminal activities. For example, in August 1961, UNIP inspired disturbances centered on the Northern and Luapula provinces where schools and bridges were destroyed and 27 people killed. As a result of these disturbances, 2, 691 citizens were convicted (*ibid*).

In December, 1963, the Federation of Rhodesia and Nyasaland came to an end. In January, 1964, elections were held and Kenneth Kaunda became the Prime Minister of Northern Rhodesia. Promotions for Africans in the police force were later facilitated by a scheme of retirement benefits for expatriates, which came into effect on 1 May 1964. Mr. Halse and his deputy retired and Mr. Lawson Hicks, who had joined the Northern Rhodesia police in 1939, became the last white Commissioner of Northern Rhodesia (Wright, 2001). On 24 October 1964, Northern Rhodesia became independent and its name changed to Zambia.

Conclusion

From the presentation, it can be noted that from a humble beginning, the police service somewhat expanded both in size and functions. The findings reveal that between 1940 and 1945 educational standards, as a pre-requisite for entry into the police force were abolished to allow unsuitable candidates to be enlisted. This was done in order to attract men of the right physical type, as well as during the period 1940 to 1945 the army had recruited the most suitable and educated ones.

However, during the early years, the police service was dominated by foreigners. From the date of the chapter it can be learnt that towards the end of 1963, when the Federation of Rhodesia and Nyasaland came to an end, an African in the name of Kenneth Kaunda became the Prime Minister of the country. Towards the end of 1964, many expatriates were retired from the police force and this paved way for the recruitment and promotion of more local personnel (blacks). This was in line with the Zambianisation policy which was designed to replace foreign workers with Zambians. This policy offered opportunities to Zambians to run their own economy and the police in particular. However, this replacement of skilled foreign workers with less skilled Zambians certainly affected nearly all the sectors of the economy especially the mining which resulted in the fall in productivity from 12.3 tons of copper per worker in 1973 to 11.7 tons of copper per worker in 1977, and to 9.7 tons in 1981. The policy was reversed in 1982. (Gulhat, 1989).

However, it is also important to establish whether the recruitment and promotion practices in the police service during the colonial period were similar or different from what prevailed when political power was handed over to Africans/blacks. This will be examined in the next chapter.

CHAPTER THREE

RECRUITMENT AND PROMOTIONS IN THE POLICE SERVICE IN THE FIRST AND SECOND REPUBLICS OF ZAMBIA FROM 1964 - 1991

Introduction

This chapter examines recruitment and promotions in the Police Service in the First and Second Republics of Zambia between 1964 and 1991. The chapter highlights the practices and procedures for recruitment and criteria for promotions that characterised the Zambia Police Force under the UNIP government. At this stage, it must be mentioned that the entire Northern Rhodesia Police Force was transferred intact to the Zambian Government by the British after independence in 1964. The chapter is divided into four sections. The first section is an introduction, while the second section looks at the recruitment and promotion policies which set the framework on which recruitment and promotions in the Zambia Police Service are based. The third section discusses recruitment and promotion in the Police Service in the First Republic. The fourth section looks at recruitment and promotion in the Police Service in the Second Republic. The final section is a conclusion

Recruitment Policy

To ensure consistency and fairness in the recruitment process, the Zambia Police Service came up with the Standing Orders which provided the guidelines for recruitment into the Police Service. It should be emphasised that the Zambia Police Service, by that time, had not put in place a Policy on recruitment except *Standing Order number 45 and 46*. Overall, these Standing Orders provided for certain requirements at each level of recruitment in the Zambia Police Service as follows:

Constable Recruitment

A constable is a police officer with the lowest rank in the Police Service. Thus, this category of recruitment involves the recruitment of school leavers who wish to pursue their careers as police officers. The entry requirements for constable police officers include: the age of between 18 and 25 years, possession of a full Grade 12 Certificate, and being physically and mentally stable and

without any criminal record. The recruitment exercise is always announced on national radio and advertised in both public and private media (Musonda, 2002).

Once candidates respond to the advert, the selection committees are formed, which go to provincial centers to conduct interviews with the assistance of the provincial and district officials. Successful candidates are then invited to Lilayi Police Training College for a screening exercise after which candidates undergo an intensive training in various subjects. The number of constable recruits is not always uniform but varies from year to year, depending on the level of government funding committed to the police service.

Direct-entry and Pre-mature Recruitments

The police service realised that the success in achieving its objectives such as the delivery of quality policing services depends, to a large extent, on the development and adherence to higher academic and professional standards among its labor force. It has been observed that the world is becoming more complex and dynamic, (so are criminals) to a level where those officers charged with the task of policing should ably understand the complexity of the society and the smaller communities within the society. Due to the complexity and dynamism of the modern society, it has become imperative that the police officers at all ranks possess or acquire higher academic and professional qualifications. This is also necessary because these officers are required to make decisions and formulate policies and strategies in their respective capacities.

Promotion Policy

Promotions in the Zambia Police Service are guided by the institution's promotion policy. The promotion policy is based on Zambia Police Standing Orders. Particularly Standing Order Number 45 which set guidelines for promotions. According to the policy, there are several systems used to promote police officers in Zambia. The first one involves promotions that are done by the Inspector General of police based on recommendations of supervising officers. Officers who are promoted under this system include officers below the rank of Chief Inspector. In other words, this system deals with Non-gazetted officers (GRZ, 1973).

The second system involves promotions that are done by the Police and Prisons Commission based on recommendations from the Inspector General of police. The categories of officers who are promoted under this system include officers above the rank of Inspector. In other words, this system deals with gazetted officers. The procedure for promoting a gazetted officer begins with the supervisor or any other government agency making a selection from personnel qualified in accordance with Force Standing Orders 45. When the selection is done, recommendations are made to the Promotion Board. Recommendations are considered by the Promotion Board which makes recommendations to the Inspector General of Police. The Inspector General then makes recommendations to the Police and Prisons Commission, which makes the final decision to promote the officer or not.

In making selections, whether to the rank of Chief Inspector or the higher gazetted rank, due regard is paid in the first instance to the seniority of service and good conduct. Unless the circumstances are very exceptional, possession of the necessary qualification is essential but preference will be given to officers who have demonstrated superior intelligence and zeal in the discharge of their duties, irrespective of the branch of the force in which they are serving(i.e. whether in general duties or criminal investigation). However, on the seniority list, it may be necessary to demand for other purposes for promotion besides seniority status. It must be noted that seniority may only be given consideration with a combination of merit and efficiency. Seniority on its own may not constitute a claim for promotion (GRZ, 1973).

The special qualifications to be considered when making a selection from the lists of qualified personnel are as follows: good conduct, education, preferential knowledge, and aptitude for command, good temper, well mannered and dress, sobriety, proper attitudes towards the general public, good health and zeal, energy and efficiency in the discharge of police duty, (ibid).

The third system of promotion is called accelerated promotion. This system is open to qualified officers who have shown proof of outstanding ability and industry or have demonstrated their outstanding suitability for any particular post carrying the higher rank. In this regard, the Inspector General of police, in the interest of the force, may select or recommend for advancement irrespective of position in the seniority list of officers who by reason of

distinguished police service and superior qualifications deserve such promotions. It must be noted, as well, that there is no particular division of the Police Service that is regarded as being water tight where promotions are concerned. Even officers engaged in specialist duties of a technical nature within the police service can, as well, hope for promotion within their sphere of employment (ibid).

The fourth system involves consideration for promotions that are made known by applications to the Promotion Board by officers who think they deserve promotion. However, recommended officers and officers applying for promotion must possess the qualifications required for the desired rank. Here, it must be noted that the Promotions Board only makes recommendations to the Inspector General of Police who makes the final decision under the guidance of Standing Order 45 (ibid).

At this stage, it is important to understand how the promotion and recruitment trends were in the First and Second Republic of Zambia. The next sections look at these issues.

Recruitment and Promotions in the Police Service in the First Republic of Zambia (1964-1972)

When Zambia gained her independence on 24 October 1964, the country was under a Multiparty Political System, with UNIP being the ruling party. At that stage, there was need to meet high expectations from Zambians in form of drastic changes in the administration of the Police Force. This was in many areas, including recruitment and promotions. Some of the changes implied replacement of the expatriate officers in the senior ranks by Africans, and the replacement of the expatriate officers who had left the country for not willing to work under the black government. A number of changes were also facilitated by a Force Establishment survey conducted in 1963 which resulted in the formation of a new and suitable rank structure of the Force, providing for an increase of six superior police officers, 18 chief inspectors, 236 sub inspectors and 150 sergeants. Furthermore, the 1963 survey recommendations resulted into the abolishment of the ranks of Senior Inspector, Assistant Inspector, Grade II and Head Constable for future appointments, (Zambia Police 1964).

Thus, by the end of 1964, the Police, by strength, had 136 superior officers, 421 subordinate officers and 5281 officers of other ranks and 42 buglers. Therefore, the Force, as at December 1964 had a total strength of 5880 officers in various ranks (Zambia Police,1964). A notable number of promotions was also made in the year 1964 with more promotions at junior ranks than subordinate and senior ranks. Among senior ranks, the following promotions were made: one officer was promoted from each of the following ranks; Senior Assistant Commissioner to Commissioner, Senior Assistant Commissioner to Deputy Commissioner and Superintendent to Assistant Commissioner. Two officers were promoted from the rank of Assistant Commissioner to Senior Commissioner, seven officers were promoted from the rank of Senior Superintendent to Assistant Commissioner, 10 officers were promoted from the rank of Superintendent to Senior Superintendent, nine officers were promoted from the rank of Assistant Superintendent to Superintendent, 18 officers were promoted from the rank of Chief Inspector to the rank of Assistant Superintendent, two officers were elevated from the rank of Inspector to the rank of Assistant Superintendent, 23 officers were promoted from the rank of Inspector to the rank of Chief Inspector, five officers were promoted from the rank of Assistant Inspector to Assistant Superintendent. Among subordinate ranks, the following promotions were made: 16 officers were elevated from the rank of Assistant Inspector to the rank of Chief Inspector, 18 officers were promoted from the rank of Assistant Inspector to Inspector, and 121 Sub-Inspectors were promoted to the rank of Assistant Inspector. Among junior ranks, the following promotions were made, 194 Sergeants were promoted to the rank of Sub-Inspector and 332 constables promote to the rank of Sergeant. Overall, a total of 760 normal promotions and 142 accelerated promotions were made in various ranks. Accelerated promotions specifically benefitted officers who had undergone special courses of training. Accelerated promotions saw 15 Sergeants elevated to the rank of Assistant Inspector, 26 Constables were promoted to the rank of Assistant Inspectors and 101 Constables promoted to the rank of Sub-Inspector. Thus, the year 1964 saw 79 promotions made among various senior ranks, 196 promotions made among various subordinate ranks and 627 promotions made among various junior ranks (Zambia Police, 1964).

However, it must be noted that political independence came with its own cost on the strength of the Police Force. For instance, with the attainment of self-government in 1964 and the consequent introduction of the Compensation Scheme for expatriate officers, the Force was faced

with the problem of replacing 77 superior officers and 339 subordinate police officers who retired in terms of the schemes during the year. Consequently, the year 1964 ended with 128 vacancies in the subordinate ranks and a shortfall of 177 sub-inspectors and 119 sergeants, (Zambia Police, 1964).

In 1964 there were 5,880 police officers as shown in the table 3.1 below.

Table 3.1: Zambia Police Establishment in 1964

Category	Establishment	Strength	Shortage
Senior Police Officers	145	136	9
Subordinate	549	421	128
Other Ranks	5,491	5,281	210
Burglary	50	42	8
TOTAL	6,235	5,880	355

Source: Kalombo and Mumba (1997)

The table above shows remarkable increase in the number of police officers recruited after independence due to, among other reasons, replacement of retired expatriates and expansion of the police by the UNIP government.

There was a good number of Zambians appointed and promoted to various positions in the Police Force to take over from the retired expatriates and due to police expansion exercise. The following are some of the Africans promoted in 1964: Robert M Mataka, from superintendent to Senior Superintendent, E.H. Banda, from Assistant Superintendent to Superintendent, Fabian Chela, from Assistant Superintendent to Superintendent, K.S Kananga, from Assistant Superintendent to Superintendent, M. Mbangweta, from Assistant Superintendent to Superintendent, M. Mwala, from Assistant Superintendent to Superintendent AND B.L. Waponesa, from Assistant Superintendent to Superintendent. At the lower levels, the following were some of officers promoted: Kasonde, from Sub-Inspector to Assistant Inspector. H. Mulenga from Assistant Inspector to Inspector and T.S. Lumbondo, from Assistant Inspector to Inspector (GRZ, 1964).

The shortage of police officers extended into the year 1965 as well. This was compounded by the Lumpa Church disorder (in the Northern, Luapula and Eastern provinces) and unsettled conditions in the neighboring states, particularly in Southern Rhodesia owing to hostilities by the Ian Smith Regime. However in the last quarter of the year, 1965, there were accelerated recruitments and promotions in the Police Force. A total of 610 recruits were enlisted in 1965. Additionally, in the same year, there was an increase in the Police establishment of 6 superior officers, 11 chief inspectors, 36 other subordinate officers, 72 sub-inspectors, and 112 sergeants and 1,020 constables approved to maintain the increased commitments of maintaining law and order. A significant number of promotions in various ranks were made in 1965 which totaled to 897. Among senior ranks, the following promotions were made: one officer was promoted from each of the following ranks: Senior Superintendent to Senior Assistant Commissioner and Superintendent to Assistant Commissioner. Other senior ranks promotions included promotion of 13 Superintendents to the rank of Senior Superintendent, 34 Assistant Superintendents to the rank of Superintendent, 69 Chief Inspectors to the rank of Assistant Superintendent, 14 Inspectors and Senior Inspectors to the rank of Assistant Superintendent. Some of the Zambians promoted were as follows P.O. Mulenga, from, Assistant Superintendent to Superintendent, A. Musole, from Assistant Superintendent to Superintendent J.K.B. Tembo, from Assistant Superintendent to Superintendent (Ibid).

Among subordinate ranks, the following promotions were made: 109 Assistant Inspectors, Inspectors and Senior Inspectors were promoted to the rank of Chief Inspector, 17 Assistant Inspectors, Grade II were promoted to the rank of Inspector. Among junior ranks, the following promotions were made: 49 Sub-Inspectors were promoted to the rank of Assistant Inspectors, four Head Constables were elevated to the rank of Assistant Inspector, 93 Head Constables were elevated to the rank of Sub-Inspectors, 128 Sergeants were promoted to the rank of Sub-Inspector and 184 Constables were elevated to the rank of Sub-Inspector. Furthermore, accelerated promotions of 15 sergeants to the rank of assistant inspector, 26 constables to the rank of assistant inspector and 101 constables to the rank of sub-inspector were made after undergoing special courses of training, (Zambia Police 1965). Some of the Zambians promoted were as follows: L. Z. Mulele from Assistant Inspector to Inspector, Lumamba, from Assistant Inspector to Inspector, D Mpundu, from Assistant Inspector to Chief Inspector, G. Chiabe, from

Sub-Inspector to Inspector. Chileshe, from Sub-Inspector to Inspector, H. Chingango, from Sub-Inspector to Inspector, L. Daka from Sub-Inspector to Inspector, A. Hachilala, from Sub-Inspector to Inspector, L. Himalenga, from Sub-Inspector to Inspector. W. Kaluba, from Sub-Inspector to Inspector, L.G. Kaluwa, from Sub-Inspector to Inspector, G. Kasonde, from Sub-Inspector to Inspector, S. Kandaba, from Sub-Inspector to Inspector, M. Liabebo, from Sub-Inspector to Inspector, D. Mainza, from Sub-Inspector to Inspector, P. Mainza, from Sub-Inspector to Inspector, M. Mukoshi, from Sub-Inspector to Inspector, P. Manyando from Sub-Inspector to Inspector, D. Malambo, from Sub-Inspector to Inspector, N. Mapani, from Sub-Inspector to Inspector, A. Maseka, from Sub-Inspector to Inspector. J. Mbewe, from Sub-Inspector to Inspector, H. Mtonga, from Sub-Inspector to Inspector. Others promoted were as follows; H. Banda from Assistant Inspector to Inspector, M. Chansa from Assistant Inspector to Inspector, D.B. Chewe from Assistant Inspector to Inspector, Chirwa from Assistant Inspector to Inspector, F. Chisanga from Assistant Inspector to Inspector and J.K. Chisulo, from Assistant Inspector to Inspector. (GRZ, 1965).

During the First Zambian Independence Anniversary, in 1965, the then Vice-President, Mr. Reuben Kamanga, under whose office the Zambia Police fell, said that many Zambians were taking up senior positions in the police. He pointed out that at that time there were 37 Zambians at the rank of assistant superintendent and 342 officers in the inspectorate. He added that the level of efficiency had been maintained despite the expansion of the Police Force. (Zambia Information Services, 1965).

One major change made by the Zambian government in 1965, was the appointment of the first African Commissioner of Police, Mr. Robert Mataka. The functions of the police after independence were also expanded. At that time, there was need for the police to extend services to places that were not previously covered. This led to the expansion of the Police Force to deliver the required policing services to the people of Zambia as a whole. As a result, there was recruitment of many locals in the police force.

With the expansion of the police force, the Public Service Commission was also established, under which the police fell. The duty of the Commission was to advise the president on the administration of the Police (G.R.Z,1969).

Between the years 1965 to 1967, the strength of the Police grew gradually. The strength grew from 6,543 officers in various ranks in 1965 to 6,830 officers in the year 1966. This implied recruitment of additional 287 officers in 1966. From 1966 to 1967, the strength of the Police Force grew from 6830 to 7011 officers in various ranks. This implied recruitment of 181 new officers in the Force for the year 1967. However, it must be mentioned that despite efforts to conduct annual recruitments for the above stated period of time, the Police Force Establishment faced a significant number of shortfalls as compared to its Strength. For instance, in 1965 the Police establishment faced a shortage of 901 officers. This shortage reduced to 603 and 178 officers in the subsequent years 1966 and 1967 respectively.

In 1968, the government of the Republic of Zambia trained a total number of 1, 028 police officers of various ranks, and 35 of them abroad. This was part of training to prepare African Police officers to take up senior positions into the Police Force. (GRZ, 1969)

During the year 1969, 926 officers were recruited in the police force. Out of this number, two were University graduates. It must be noted here that graduates at both Junior and Senior Secondary School levels were also recruited in the Police Force. From the number of university graduates recruited during that year, it is noted that recruitment of the University graduates in the police service dates as far back as the 1960s(G.R.Z,1969). Out of the total number of 926 officers recruited that year, 45 were women Constables. This represented about five per cent of the total number recruited in that particular year. At this stage, it can be noted that gender consideration was also introduced in the pPolice Force. This finding shows that human beings can perform police duties regardless of their gender. This is in line with Andhra Pradesh Police (1999) which revealed a provision for recruiting female police officers in Andhra Pradesh State in India. During the same year, 1969, a total number of 48 officers in various ranks were also promoted in the Zambia Police service, (Zambia Police, 1971).

Recruitments continued in 1970 and 1971. In 1970, there were 383 recruits in total, ranging from Junior Secondary School leavers to University graduates. A notable number of appointments and promotions were also made in 1970,(Zambia Police Annual Repot, 1971). For instance a total of 227 normal promotions were made with the majority among junior ranks; 37 accelerated promotions and 38 appointments were also made. At senior ranks, the following promotions were made; one officer from each of the following ranks; Assistant Commissioner to Commissioner, Assistant Commissioner to Deputy Commissioner, Assistant Commissioner to Senior Assistant Commissioner, Assistant Superintendent to Senior Superintendent. Other senior ranks promotions included promotion of 23 Chief Inspectors to the rank of Assistant Superintendent, 12 Assistant Superintendent to the rank of Superintendent and eight Superintendents to the rank of Senior Superintendent. Among subordinate ranks, the following promotions were made; 10 Sergeants to the rank of Assistant Inspectors, 29 Sub-Inspectors to the rank of Inspectors, 20 Assistant Inspectors to the rank of Inspectors, 16 Inspectors and one Assistant Inspector to the rank of Chief Inspector. Among junior ranks, the following promotions were made: 79 Constables to the rank of Sergeant, 21 Constables to the rank of Sub-Inspectors, 2 Constables to Assistant Inspector and 33 Sergeants to the rank of Sub-Inspectors, (Zambia Police Annual Report, 1970). Table 3.2 below shows the Zambia Police recruitment pattern from the year 1969 to 1971.

Table 3, 2: Zambia police recruitment between 1969 to 1971

Qualifications	1969	1970	1971
University Graduates	02	01	-----
School Certificates	17	37	22
Form 2,3 and 5 (45 women constables)	907	345	317
Full Course of Secondary Education	-----	-----	83
TOTAL	926	383	422

Source: Zambia Police 1971

In 1971, there was a slight increase in recruitment pattern. There were 422 recruits compared to 1970 which had 383 recruits, ranging from Junior Secondary to University graduates. The year 1971 also saw an increase in the number of appointments and promotions as compared to 1970. For instance, there were 501 normal promotions among various ranks, 37 accelerated promotions and 23 appointments, (Zambia Police Annual Reports, [1971]). In both cases, there were male and

female recruits. However, there were more male recruits than female recruits (*ibid*). At this stage, it can be observed that the police force was still dominated by males, a practice that was similar to the colonial period.

For the year 1972, the police force had 152 senior police officers, 625 subordinate officers, this was in excess of the establishment's strength by 27 officers), 7658 officers of other ranks and 54 burglars. Compared to 1970 and 1971, the year 1972 saw a reduced number of promotions and appointments made among various ranks. For instance, there were 225 normal promotions, 13 accelerated promotions and no appointments made in the year 1972, (Zambia Police, 1972). Among senior ranks: the following promotions were made; two Senior Superintendents were promoted to the rank of Assistant Commissioner, 11 Superintendents elevated to the rank of Senior Superintendent, 10 Assistant Superintendent promoted to the rank of Superintendent and seven Chief Inspectors were promoted to the rank of Assistant Superintendent. Among subordinate ranks, the following promotions were made; 39 Inspectors were promoted to the rank of Chief Inspector, 54 Sub-Inspectors were elevated to the rank of Assistant Inspector, seven Sub-Inspectors were promoted to the rank of Inspector, one Sergeant was promoted to the rank of Assistant Inspector and three Constables were elevated to the rank of Assistant Inspector. Among junior ranks, the following promotions were made: 74 Constables were elevated to the rank of Sergeant, two Constables were promoted to the rank of Sub-Inspectors and three Sergeants were elevated to the rank of Sub-Inspector.

Table 3, 3: Zambia Police Establishment in 1972

Category	Establishment
Senior police officers	152
Subordinates	625
Other Ranks	7,658
Burglars	54
Total	8,489

Source: Kalombo and Mumba, 1997)

In December, 1972, Zambia was declared a One-Party State, with UNIP being the only recognised political party in the country. This marked the end of the First Republic and the beginning of the Second Republic of Zambia.

Recruitment and Promotions in the Second Republic of Zambia

In 1973, the functions of the Police and the Prisons were removed from the Public Service Commission and placed under a newly created Police and Prisons Commission. The Commission was established under Section 132(2) of 1973 of the Republican Constitution. That was an independent body whose function was to advise the president on the administration of the Police and Prisons Department. The UNIP government carried out other important re-organisations of the Police Force which included the following: the creation of the Flying Squad to combat sophisticated crime, especially on the Copper belt, formation of the Anti-Robbery Squad to supplement the efforts of the Flying Squad and the patrol police in an effort to reduce crime in Zambia. In the same year, the position of the Inspector General of Police (IG) was introduced for the first time and Mr. Fabian Chela was elevated to that position. The IG became the overall boss of the Police Force. The next in command was the Commissioner of Police (GRZ, 1973).

As the demand for police services was expanding, more police officers were required. As a result, recruitment continued. This was necessary to give a boost to the Police on account of expanded duties and to man newly opened stations. To facilitate the recruitment exercise, it was important to put to use the same instruments, Standing Orders number 45 and General Order Number 45 which were used in the First Republic (*ibid*).

These two important documents stipulated the conditions and qualifications required for entry into the Police Force and the requirements for promotions. These were as follows: for appointment as Cadet Assistant Superintendent, a candidate had to be: a university graduate, not less than 1.65 meters in height, passed by a government medical officer as physically fit for service in the force with normal vision without the aid of glasses and of good character. A direct entry Cadet Assistant Superintendent was to serve a probationary period of service of two years in the force. On completion of this period and provided he was considered suitable, he was to be confirmed in the rank of Assistant Superintendent. The application for appointment was to be

forwarded to the Inspector General of police in writing. For appointment as Sub-Inspector, a candidate was supposed to be a Zambian, in possession of a school certificate or a General Certificate of Education of Ordinary level with passes in three subjects, which included English and/or Mathematics or Science, be between 18 and 25 years of age, not less than 1.65 meters in height, passed by a government medical officer as physically fit for service in the force, with normal vision, without the aid of glasses (*ibid*).

The application for direct entry into the Police Force at the rank of Sub-inspector was to be made to the Inspector General of Police. A Recruitment Board was formed which scrutinised all applications for direct entrants and made recommendations to the Inspector General of Police for appointment in the Police Force and under which conditions they would be recruited. For appointment as a constable, a candidate was to be a Zambian, between 18 and 25 years of age, not less than 1.65 meters in height (for males) and not less than 1.60 meters height (for females) of a chest measurement of not less than 80cm deflated (male candidates only), passed by a government medical officer as physically fit for service in the force, holder of a form III (Grade 10) Educational Certificate and of a good character (*ibid*).

After being recruited and settled in the Police Force, it was necessary to promote some deserving officers. Promotions were in all cases dependent on experience and merit, but in addition members of the Police Force would qualify as follows: to be a corporal: not less than three years service, form III (Grade 10) educational certificate, passed at least one efficiency bar examination. To be a sergeant: not less than four years of service, form III (Grade 10) educational certificate, passed at least two efficiency bar examinations. To be a sergeant major: not less than six years of service, two of these since promotion to the rank of sergeant, form III educational certificate. To be a sub-inspector: not less than eight years of service, two of these since promotion to the rank of sergeant major, form III (Grade 10) educational certificate and fluent knowledge of written and spoken English, passed the Force Instruction examination, fluent knowledge of one local Zambia language other than the candidate's knowledge of own mother tongue. To the position of inspector; a candidate was supposed to have completed not less than two years of service in the rank of Sub-Inspector, and passed the force standing orders examination. To be a Chief-Inspector; a candidate was to complete not less than three years of

service in the rank of inspector. To be Assistant Superintendent: candidates were supposed to have held the rank of Chief Inspector or had served three years in the rank of Inspector and had passed the police law examinations under the terms as stipulated in paragraphing two of part two of the standing orders number 45 (*ibid*).

An Assistant Superintendent on probation could be confirmed in the rank of Assistant Superintendent after he/she had completed two years of service in the Force as a Cadet Assistant Superintendent, had passed the force standing orders, force instructions and the force law examinations, and had demonstrated his/her suitability for promotion in all respects. Under paragraph three of the Standing Orders 45, promotion was based on the above mentioned qualifications after the candidate had attended a promotion course and/or had been considered by a promotion board appointed by the Inspector General (*ibid*). This finding is relevant to this dissertation as it shows that the Second Republic of Zambia had rigorous provisions for recruitment and promotion of police officers based on merit considerations. This is in line with the conceptual framework which emphasises recruiting and promoting the most suitable, qualified and highly competent personnel with proven ability and/or accomplishment (Andhra Pradesh Police, 1999).

However, the Police Standing Orders also gave the Inspector General of police power to use his/her own discretion in appointments. This meant that at his/her discretion, the Inspector General could promote an officer who did not hold the above mentioned qualifications. This discretion was often applied to sports men and women who could be promoted on the basis of good performance in football, athletics or basketball (GRZ, 1973). At this stage, it is noticed elements of patronage being part of the promotion practices in the Second Republic of Zambia. This had the potential to compromise the quality of service offered by the police force to the general public.

By the end of 1973, the Zambia Police Force had 157 senior police officers against the establishment requirement of 192; 612 subordinate police officers against the establishment requirement of 625; 5,441 officers of other ranks against the establishment requirement of 8759; 67 buglers and 825 physical security officers, (Zambia Police, 1973). Compared to 1972, more

promotions were made in 1973. For instance, a total of 309 normal promotions, 12 accelerated promotions and one appointment were made by the end of 1973. Promotions in 1973 were made as follows; among senior, the following promotions were made; 18 Chief Inspectors were promoted to the rank of Assistant Superintendent, three Assistant Superintendents were promoted to the rank of Superintendent, two Senior Superintendents were promoted to the rank of Assistant Commissioner of Police, one Senior Assistant Commissioner was promoted to the rank of Deputy Commissioner, one Deputy Commissioner was promoted to the rank of Commissioner and one Commissioner was elevated to the rank of Inspector General of Police. Among subordinate ranks, the following promotions were made; two Constables were promoted to the rank of Assistant Inspector, 4 Sergeants were promoted to the rank of Assistant Inspector, 34 Sub-Inspector were promoted to the rank of Assistant Inspector, 85 Assistant Inspectors were promoted to the rank of Inspector, one Assistant Inspector was promoted to the rank of Senior Superintendent and 23 Inspectors were promoted to the rank of Chief Inspector. Among junior ranks, the following promotions were made; 90 Constables were promoted to the rank of Sergeant, five Constables were promoted to the rank of Sub-Inspector and 51 Sergeants were promoted to the rank of Sub-Inspectors.

By 1975, the Zambia Police by strength had 187 senior officers, 661 subordinate officers and 8721 junior officers, with the majority being at the ranks of Constable and Sub-Inspector. Recruitment of 356 officers was conducted in 1975. Of the new recruits, 47 were female Constables as compared to 287 male Constables. Other categories of recruitment included 14 direct entry sub-inspectors, one direct entry woman sub-inspector and eight direct entry cadet assistant superintendents. Promotions to various ranks were also done(Zambia Police Annual Report, 1975). Among senior ranks, the following promotions were made; 29 Chief Inspectors were promoted to the rank of Assistant Superintendent, 18 Assistant Superintendent were promoted to the rank of Superintendent, 10 Senior Superintendents were promoted to the rank of Assistant Commissioner, one Senior Superintendent was promoted to the rank of Senior Assistant Commissioner, three Assistant Commissioners of Police were promoted to the rank of Senior Assistant Commissioner and one Senior Assistant Commissioner was elevated to the rank of Commissioner. Among the subordinate ranks, the following promoted were made; 28 Inspectors were promoted to the rank of Chief Inspector and 87 Sub-Inspectors were promoted to

the rank of Inspectors. Among the junior ranks, the following promotions were made; 188 Constables were promoted to the rank of Sergeant and 93 Sergeants were promoted to the rank of Sub-Inspectors, (Zambia Police, 1975).

The rate of promotions was almost similar to that of recruitment. For instance, in 1975, there were 356 recruits and a total number of 458 promotions. The recruitment and promotion practices had gender consideration. For instance, women took 13.2 per cent of the total number of recruits. However, the number of University graduates was low. In 1975, University graduates represented 2.2 per cent of the total recruits (Zambia Police, 1975). Table 3.3 below shows the promotion pattern in the Zambia Police in the year 1975.

Table 3, 4: Zambia police promotions for the year 1975

Constables to Sergeants	188
Sergeants to Sub-Inspectors	93
Sub-Inspectors to Inspectors	87
Inspectors to Chief Inspectors	28
Chief Inspectors to Assistant Superintendents	29
Assistant Superintendents to Superintendents	18
Senior Superintendents to Assistant Commissioners	10
Senior Superintendents to Senior Assistant Commissioners	01
Assistant Commissioners to Senior Assistant Commissioners	03
Senior Assistant Commissioner to Commissioner	01

Source: Zambia Police, 1975

Recruitments and promotions continued almost at the same rate in 1976 and 1977. However, at that time some officers were promoted from very junior positions to very senior ones. For example, officers were promoted from positions such as Constable to Inspector and from Sub-Inspector to Assistant Superintendent. The writer of this dissertation was told by a retired officer that the reasons for such promotions were mainly political and sometimes based on performance.

However, in 1980, recruitment was only done at constable level, and there were a few promotions in various ranks (Zambia Police, 1980). Recruitments and promotions continued in the subsequent years. However, the rate of recruitment did not match the demand for police

officers in the country. The deficit tended to increase in the lower ranks. For instance, in 1985 the establishment at the rank of Constable was 8,727. Out of this number, the filled positions were 8,567, while the shortfall was 160. There were no shortfalls from the rank of Senior Superintendent to Inspector General of Police. Generally, by the year 1985, the police force had a deficit of three per cent Superior officers, 11 per cent at the level of Subordinate police officers and about four per cent at other ranks (Zambia Police Annual, 1985).

One notable feature is that by 1985 there was an increase in the number of women joining the police. For instance, by the end of 1985, there was one woman Assistant Superintendent; four women Chief Inspectors, 12 women Inspectors, 77 women Sub-Inspectors, 56 women Sergeants and 424 women Constables, making a total of 524 women police officers in the country (*ibid*). However, in terms of women representation, the Police did not put as much emphasis on the recruitment of women police officers as that of men. Some retired officers interviewed by this writer attributed the low number of women police officers at that time mainly to lack of interest by women to join the police service. One retired officer had this to say:

‘In those days many of our women thought that policing was the job of a man and not a woman. They preferred jobs like secretary, teaching, nursing and selling in a shop than being in a police uniform. They did not understand the importance of policing. Probably we men who were doing that particular job did not inspire them’ (Interview with a male retired officer who was until his retirement, officer in-charge, held in Lusaka, August 2008)

It is true that women needed inspiration from both men and their fellow women. One female school girl was asked by this writer if she could join the police after completing school, and this is what she had to say:

‘Yes I would like to become a woman police officer because one of my aunts is a woman police officer. I live in the police camp, and I know a good number of both men and female police officers. It is a good job, I like it’ (Interview with a Libala High School girl held in Lusaka, August 2008.) This answer suggests that owing to lack of inspiration,

many women could not have considered policing an important job. The negative view of the job of a police officer still occupies the minds of many young Zambian women.

A group of 20 students studying for a Diploma in Business Administration at a local College was asked by this writer if they could join the police service after completing their training. Out of ten female students, only two said they could join the Police after completing their studies, while eight said they could not. This translates into 20 percent of the respondents who were willing to join the Police. This still implies that the policing job is still considered a man's job. Out of 10 male students who were asked the same question, five of them said they could join the Police, while five said they could not. This translates into 50 percent of the respondents of who said they could join the Police after studies. Eight female students said they could not join the Police because it is mainly for men and that the conditions of service are bad, citing accommodation as being one of them. Five of the male respondents were willing to join despite the bad conditions of service.

A number of retired and serving police officers, community workers, religious leaders and a few politicians interviewed by this writer expressed the same views. One Pastor of a Pentecostal Church urged the police to speed up reforms and improve the conditions of service in order to attract young and ambitious women in the police service. One UNIP member suggested that recruitment of police officers should be done in Secondary Schools, Colleges and Universities to avoid bias and corruption.

The Promotion Boards were convened usually on annual basis to consider suitable officers to fill in the vacant posts. This was done in conjunction with the Police and Prisons Commission, and in line with the elaborate structure of promoting officers on the basis of merit and expertise. In fact, the system ensured strict application of the principles of impartiality and above all political neutrality (Zambia Police, 1985: 4). The principles of impartiality and political neutrality meant that promotions were based on the criteria enshrined in the Standing and General Orders for promotions and that the board could not be influenced by outside political pressure. It meant that promotions were based on merit and only deserving officers could be promoted.

At this stage, it is also important to mention that the deficit in terms of the number of police officers in the country was to some extent due to resignations. The resignations were due to frustrations caused by poor conditions of service. These included low salaries and poor accommodation. As a result, replacement of these officers became a cost to the police service (ibid).

However, the Police Force tried to put in place incentives that would motivate and retain the officers. A case in point is the principle which compelled the police force to award deserving police officers. For example, during the year ending 31 December 1986, a total of 12 police officers below the rank of Chief Inspector were awarded a total sum of K1,000 for devotion to duty and courageous action and keen observation (Zambia Police, 1986). In addition, there was continuous training of police officers. This was to ensure that police officers were given the skills required to perform their duties effectively and efficiently. The training was carried out in three categories. These were:

- (i) In-service training at police institutions,
- (ii) In-country training with the help of training institutions such as the, Evelyn Hone College, the University of Zambia, and
- (iii) Overseas and outside country training.

For example, during the year under review, 24 officers, all from Luanshya, underwent an in-service course at Luanshya District from 14th April to 9th May 1986. There was also an officer who was taking three-year music Teachers Diploma at Evelyn College, starting from January 1986 to January 1988. In the same year, many officers were studying at the University of Zambia as follows:

- a. Seven officers were taking a Bachelor of Laws degree [LLB]
- b. One officer was taking a Bachelor of Arts degree in Public Administration
- c. One officer was taking a Bachelor of Arts degree in Political Science, and
- d. One officer was taking a Bachelor of Arts degree in Sociology (Zambia Police, 1986; Zambia Police, 1988).

Another officer attended a Political Education course in Moscow (USSR-Russia) from 10 September 1985 to 28th June 1986. There were also three officers studying Master's degrees in Criminology in the United Kingdom, from October 1986 to 7 November 1987 (ibid).

In December, 1990, the Republican Constitution was amended so as to re-introduce multi-party politics. This marked the end of the Second Republic and the beginning of the Third Republic of Zambia.

Conclusion

To conclude this chapter, it is noted that the Zambian Police Force underwent a lot of organisational and structural changes during the First and the Second Republics under the UNIP Government. Among the notable changes was the replacement of the expatriate police officers by Zambians, including the replacement of a white Commander of police by a Zambian, Robert Mataka, in 1965. The subsequent years saw an increase in the number of recruits into the police force from 5,880 in 1964 to 8,658 in 1972.

It is also noticed that there was a modification in some entry requirements such as waiving of entry requirements by the IG for some officers. In addition, during this period, a few Zambian graduates were recruited either from the Colleges or Universities in Zambia while others were sent for training to institutions outside the country. It is also noticed that it was during this period that women officers were recruited at many levels such as Constable, Sub-Inspector and direct-entry Cadet Officers. During the same period a good number of officers were promoted. For instance, police officers were promoted from the ranks of Constable to Sergeant and from Sergeant to Sub-Inspector. The police force was also expanding, although not at the rate that was good enough to meet the demand for the policing service from the growing population of the nation.

However, it is also important to establish whether the recruitment and promotion practices in the police force during the First and Second Republics of Zambia were similar or different from those practiced in the Third Republic. This is the issue to be discussed in the next chapter.

CHAPTER FOUR

RECRUITMENT AND PROMOTIONS IN THE POLICE SERVICE DURING THE THIRD REPUBLIC OF ZAMBIA 1991-2009

Introduction

This chapter discusses recruitment and promotion practices in the Police Service in the Third Republic of Zambia post 1991. To achieve its purpose, the chapter has been divided into six sections: The first section is the introduction. The second section looks at Police recruitment in the Third Republic of Zambia. The section that follows looks at police reforms that were launched in the Third Republic and their impact on recruitment practices; the fourth section looks at constraints faced by the police service in the recruitment process. The fifth section provides promotion trends in the Zambia Police Service from 2001 to 2005. The sixth section is the conclusion.

Police Recruitment in the Third Republic of Zambia

The Third Republic of Zambia was born on 17th December, 1990 when the Republican Constitution was amended to allow for multiparty politics in the country. The change in the political system permitted a number of alterations to be made to the administrative structure of the country. This included changes in the Police Service. One area where changes were made was the categories of police recruitment. Three categories of recruitment into the Zambia Police Service were introduced. These were; 1) School leavers; 2) Direct entry at Assistant Superintendent level at diploma level and degree holders; 3) Pre-mature entry for over aged personnel who are certificate, diploma or degree holders. This category includes those who could have worked elsewhere and possessed qualifications equivalent to certificate, diploma and degree levels. In order for an individual to be recruited in any of these categories, the Zambia Police Recruitment Policy discussed in chapter three provides details.

To a greater extent, recruitment in the Zambia Police during the Third Republic was highly influenced by police reforms which the service was undergoing. The section that follows explains the reforms that were introduced and their impact on the recruitment process.

Police Reforms in the Third Republic of Zambia

The Police Reforms were initiated in 1995 with a number of implications. Firstly, these reforms implied the introduction of new units such as the Victim Support Unit. Secondly, there was need to make changes to the existing structures. To this effect, additional manpower was required to fill the new positions and to replace those who could have been transferred to fill the newly established structures. This led to recruitment of more manpower.

To date, some of the proposals have been implemented such as the establishment of the Victim Support Unit (VSU). VSU has been established at four levels, namely, National, Provincial, District and Station, meaning that the Victim Support Unit has competent officers at the national, provincial, district and station to handle complaints from victims. The victim support unit was established to give assistance to vulnerable victims of crime, such as children, women and the elderly. In addition, the VSU was created to prevent property grabbing from widows, widowers, and orphans. The unit also provides counseling, empathy to victims of rape, incest, defilement and child abuse. It also reports on perpetrators of such offences so as to enable arrests and prosecutions. The establishment of units such as VSU also implies recruitment of professional staff (with a background in sociology, physiology or social work) in the police service with tertiary education so as to ensure efficiency in service delivery. This also implied a bias in favor of female police officers to be recruited and some to head this unit, considering that most of the victims were women and girls (Zambia Police, 1995).

The Police Professional Standard Unit was also established in 2003 to investigate corruption, arbitrary arrests, detentions and other unprofessional behavior within the police. The unit can recommend action to the appropriate authority against any officer implicated (Musonda, 2003). The chaplaincy was another structure created. A Police Chaplain was recruited to offer religious counseling to the officers and their families. He/she had to be an ordained clergyman and is required to design religious programmes for the officers. The Schools Liaison Unit was also created to design law enforcement educational programmes for schools and children. The programmes included the teaching of Human Rights to Police recruits (ibid).

All the above structural changes in the Police Service implied changes in the recruitment practices. As can be noticed from above, most of the new units introduced demanded an emphasis on professional recruitment in the Police Service. This illustrates the earlier argument that to a greater extent, introduction of police reforms in the Third Republic influenced changes in the recruitment practice in the Zambia Police Service. However, it can be noted that some recruitment practices prior to Third Republic were still dominant even in the Third Republic. These included recruitment on patronage.

In comparing the UNIP-Police administration with the MMD-Police administration, the study noted a lot of similarities. These include the adoption of the quota system by the MMD Government which was introduced by the UNIP Government. The training facilities at Lilayi College which were used by UNIP are still being used by the MMD Government. The structures have been maintained despite proposed changes in the Police Strategic Development Plan of incremental changes to policy 2001-2006. Similarly the UNIP Government undertook reforms immediately after independence in 1964. MMD also initiated reforms when they came into power in 1991. Each of these reforms improved the operations of the police to some extent. The only notable difference is that there are more graduate officers in the police now as compared to the police force under the UNIP Government. There are equally more women officers at senior level in the *Third Republic* than under the UNIP Government. This can be attributed to the presence of many learning institutions which provide a wide pool of graduates, unlike in the UNIP days, especially the period immediately after independence.

Furthermore, adjustments to the reforms were made by the Inspector General of Police, Francis Ndhlovu, in 2004. The new police reforms, among other things, included adoption of a new police mission statement, commitment to the respect of human rights and freedoms for which police had been previously accused of having violated. The reform proposals received government backing. Later, the reforms were turned into a five-year Strategic Development Plan, which, among other things, contained plans for the creation of the Independent Police Complaints Authority. This Authority has been created and is situated in Lusaka. The Police Complaints Authority runs some programmes on the electronic (radio) and print media, sensitizing the public on its functions and importance. It was under these reforms that the name

Police Force was discarded, and a new name 'Police Service' adopted in order to eliminate the old military police perception. Other reforms resulted in the creation of Community Policing. The model is based on a philosophy or approach to policing which recognises the interdependence and shared responsibility of the police. The community policing aims to establish an active and equal partnership between the police and the public through which crime and community safety issues can be jointly determined and solutions designed and implemented (Musonda, 2002).

However, other reform proposals have not yet been implemented. These include restructuring the Police Service hierarchy, from 14 to 12 ranks. There are a number of factors constraining effective implementation of the reforms and recruitment at various levels of the Police Service. The next section tries to discuss them.

Constraints to Recruitment in the Zambia Police Service

According to the Zambia Police (2001), the number of national police officers was to reach a target of 27,000 by the end of 2006. However, by October, 2006, the projected number had not been reached. The total number of employees stood at 18,726, inclusive of general workers. This left a deficit of 8,274 employees. Despite being determined to ensure sufficient manpower to provide effective and efficient policing services, the Zambia Police Service is faced with a number of constraints that negatively affect the recruitment process, such as lack of financial resources. This situation has made it difficult to implement most of its programmes effectively. However, it should be noted that donor countries and multilateral agencies have played an important role in the country's economic sphere, particularly since 1983, when the UNIP government initiated the process of economic reforms. The World Bank and the International Monetary Fund in particular played and continue to play strategic roles in influencing Zambia's economic policy whose economy is highly indebted, as external resources have continued to account for a substantial proportion of development finance.

The effect of the financial constraint was noted when the then Inspector General of Police, Mr. Francis Ndhlovu's 2001-2006 Strategic Development Plan had a recruitment target of 27,000 officers at an estimated cost of K2, 780,000,000. The government, however, was not able to release the estimated amount and as a result the targeted number could not be recruited. This

inability by the government to release the money also put on hold a number of related activities that were proposed in the Strategic Development Plan (2001-2006). The activities that were put on hold included the following:

- (i) Improving selection techniques so that the right candidates could be selected.
- (ii) Conducting a major review of the organisational structure of the service with a view to delegating decision making power to lower levels and the empowerment of officers at that level.
- (iii) Developing on – the - job training programmes for officers in the field.
- (iv) To develop specialised training courses. For example, prosecutions traffic, Criminal Investigations among others (Zambia Police, 2001).

Earlier, in 2000, a total of K2.5 billion Kwacha was estimated to cost the training and retraining of police officers in human rights, investigation and protection, both abroad and locally. However, this money was not made available to the Police Service (Musonda, 2002).

Other constraints to recruitment are technical and political in nature. Technical constraints include lack of training facilities, insufficient training man-power and lack of training aids, such as classrooms, text books, and lack of a suitable library. The writer of this dissertation visited the Zambia Police main library at Lilayi Training College and noted that, it is not spacious enough, and lacks modern text books except a few old books and magazines.

The HIV and AIDS pandemic has been cited as another constraint to recruitment in the police service. This is because there is a huge amount of money spent on fighting and preventing the scourge instead of spending that money on recruitment of personnel in the Police Service. This had prompted the police service, with the help of the American Government to open the Voluntary Counseling and Testing (VCT) Center at Sikanze police station recently. When opening the center, the American Ambassador to Zambia, lamented the huge amounts of money spent on the prevention of the scourge in the country. The ambassador noted that HIV and AIDS robbed the country of resources (financial) and human resources) needed for development. Money spent on HIV and AIDS is money not spent on vital things such as infrastructure and education, (*The Post*, 2009).

Constraints of a political nature depend on the policy, ideology and political will of the political party in power. It is political in nature because the government determines the number of recruits per year, since they are the ones that fund the exercise. When the government feels that there are other priority areas where the money earmarked for recruitment can go, then it can decide otherwise (Interviews with serving police officers held in Lusaka in August 2008).

Another constraint to recruitment involves conditions of service such as inadequate accommodation for officers. This hinders recruitment in the sense that authorities would be reluctant to recruit personnel that will not be properly accommodated. As has been the case, for the past two years, the government has been trying to construct more housing units for officers before the recruitment could take place. It was observed by this writer that certain structures at Lilayi Training College not necessarily meant for accommodation have been converted into accommodation to ease the accommodation crisis.

It is also very common to find police officers squatting in shanty compounds where many criminals are found. As they mingle with the criminals in the shanty compounds, their integrity is compromised, for either fear of reprisals from the criminals or otherwise. This writer interviewed some officers outside the police camps who lived in rented houses. He was informed that each police officer (junior officers are the ones affected) gets K350, 000 as housing allowance per month. They complained that the figure was inadequate for proper accommodation befitting a police officer. Some complained of the conditions in the compounds in which they live which are noisy, dirty and dusty during the dry season, and muddy in the rainy season. The levels of recruitment during the police reform period are shown in Table 4.1.

Table 4.1: Number of Constables recruited between 2002 and 2006

YEAR	LEVEL	MALE	FEMALE	TOTAL
2002	Constable	1852	178	2030
2003	Constable	0	0	0
2004	Constable	326	73	399
2005	Constable	0	0	0
2006	Constable	469	117	586

From the table above, it can be noted that the recruitment of constables in the Police Service varies at three levels. Firstly, the recruitment was not done on an annual basis. Instead, it was done after two years. Secondly, the number of constables recruited between 2002 and 2006 fluctuated greatly from 1852 in 2002 to 469 in 2006. This was due to the levels of government funding to the Police Service. Thus, it can be concluded that to a greater extent government (through its allocation of public service expenditure) determines the number of recruits per year. The third variation is that there is a significant disparity in terms of recruitment of male and female police officers. The gender bias is in favor of males. From table 4.1 above, it can be noted that the highest representation of female constables was around 20 percent and the rest were males. This bias has been the trend and normal practice in the Zambia Police Service in all constable recruitments, from the colonial period through the First and Second Republics up to the current Republic of Zambia. However, there are efforts to reduce this gender gap in the Police Service. As noted in table 4.1 above, female representation had been increasing from about nine percent in 2002 to around 20 percent in 2006.

However, it was gratifying to note that despite all these constraints, the Government of the Republic of Zambia was very determined to recruit more police officers to match the growing demand for police services throughout the country. The then Inspector General of Police had made pronouncements showing that he was very determined to recruit more officers to meet the targeted 27,000 officers. By the end of the year 2004, the Zambia Police Establishment was composed as shown in table 4.2 below:

Table 4.2: Zambia Police Strength for the Year 2004

Position	Number
Inspector General	1
Commissioners of Police	2
Deputy Commissioner of Police	7
Senior Commissioners of Police	13
Assistant Commissioner of Police	16
Chief Superintendents	25
Senior Superintendents	48
Superintendents	107
Assistant Superintendents	272
Chief Inspectors	689
Inspectors	1088
Sub- Inspectors	1,568
Sergeants	2,156
Constables	8,526
	14,518

Source: Field Data, 2008.

However, the government continued to be determined to recruit more officers to meet the demands for policing services. Inspector General of police, Francis Kabonde, lamented the low number of police officers who were not enough to contain the high levels of crime in the country. He called on all able bodied Zambians to join the police reserve. On promotions he said that the police would only promote officers who were able to deliver and also be able to enforce discipline in the service. (Lusaka, Times, September 6, 2008).

This was emphasised by Home Affairs Minister, Kalombo Mwansa, when addressing Police reservists at Kabwe. He said, “in the next five years, government will recruit 12,000 police officers to meet staff shortage”. He added that government would acquire 500 houses to ease accommodation problem for police officers (*Lusaka Times*, 2009).

Promotion trends in the Police Service from 2001 to 2005

At the beginning of the year 2001, the Zambia Police had a total strength of 10,534 officers in various ranks. Notably, it had 6,943 constables, 2,066 sergeants, 1,482 sub-inspectors, 40 deputy commissioners of police, two commissioners of police and one Inspector General. By the end of

the year 2001, the total strength of police increased by over 500 police personnel. A number of promotions were also made during the same period. For instance, 564 officers were promoted from the rank of Constable to Sergeant, and 373 officers were promoted from the rank of Sergeant to Sub-Inspector. Among senior police officers who were promoted in the same year included, 10 officers from the rank of Superintendent to Senior Superintendent, 18 Senior Superintendents to Chief Superintendent. At the extreme end of senior ranks, there were no promotions. That is, no one was promoted from Assistant Commissioner of police to Senior Commissioner of police or from Deputy Commissioner of police to Commissioner of police or from Commissioner of police to Inspector General of police.

Table 4.3: Zambia Police Promotions for Year 2001

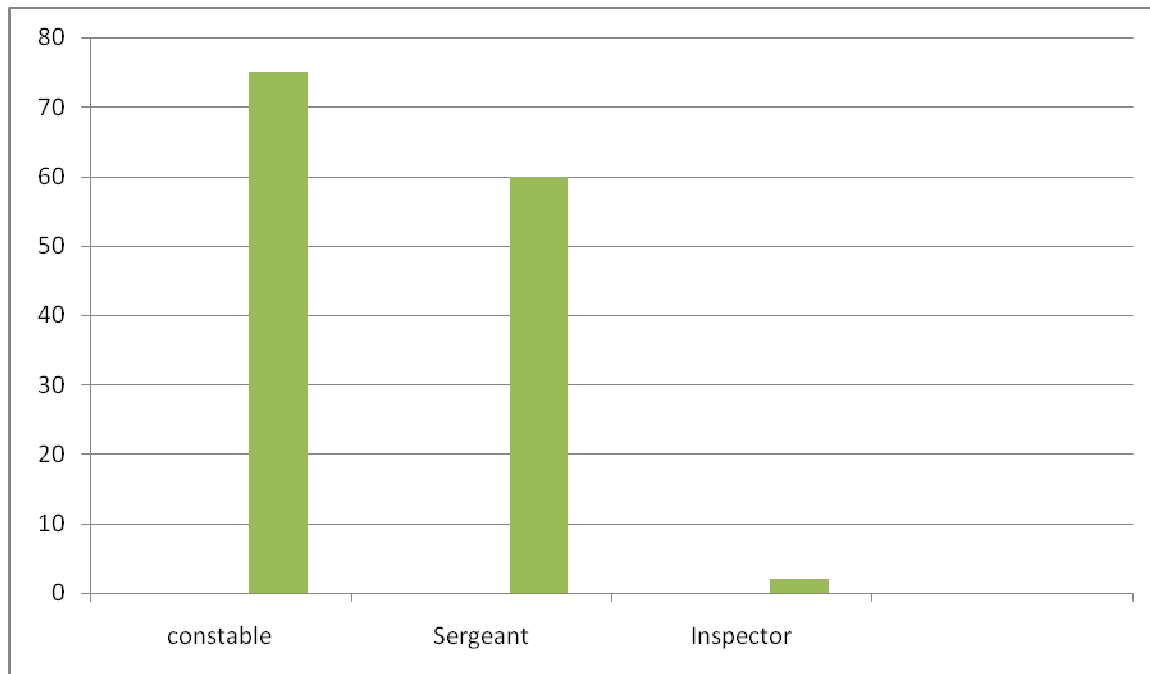
Old position	New position	Number
Constable	Sergeant	564
Sergeant	Sub-Inspector	373
Superintendent	Senior Superintendent	10
Senior Superintendent	Chief Superintendent	18

Source: Field Data, 2008

This trend shows that most of the promotions in the police service in the year 2001 were significantly (in terms of numbers) in the lower ranks as compared to senior ranks.

It must be noted from the above statistics that the writer was only availed the overall number of promotions to various ranks regardless of the gender of the officer involved. However, it must be noted that a total of 965 promotions were made during the year under review.

No significant promotions were made in the year 2002. However, in the year 2003, 75 constables were promoted to the rank of Sergeant, 60 Sergeants were promoted to the rank of Sub-Inspector, and only two Inspectors were promoted to the rank of Chief Inspector. Beyond the rank of Chief Inspector, there were no promotions in that year. However, it must be mentioned that a total of 137 promotions were made in the year 2003 as shown in the chart 4:1 below.



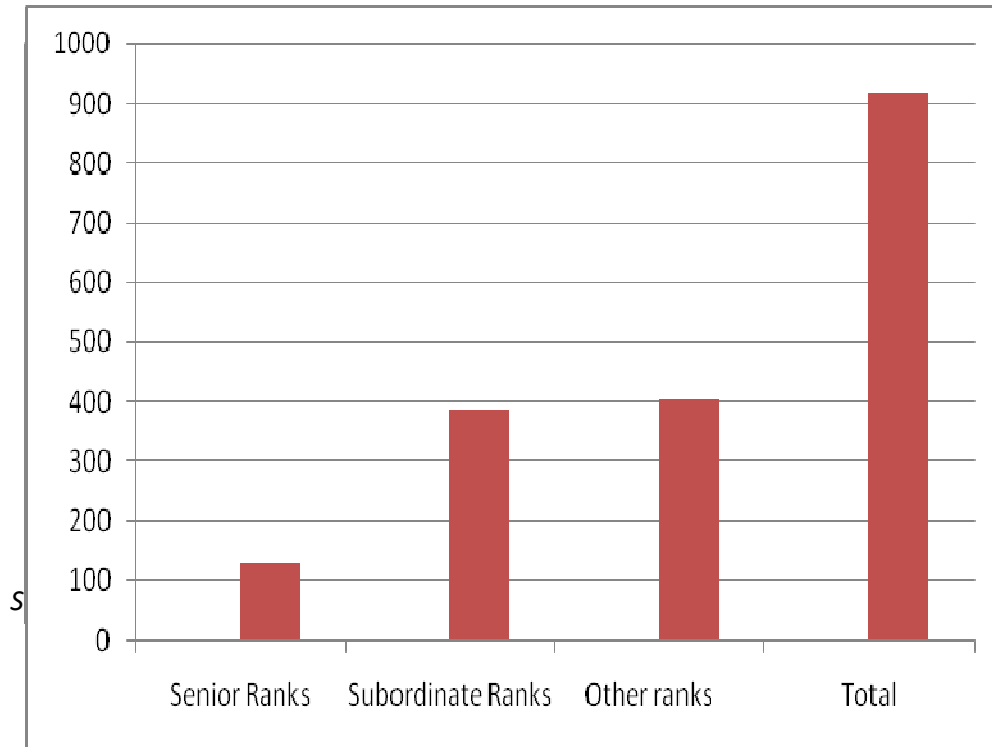
Source: Field Data 2008

At this stage, it must be mentioned that there was a reduction in the rate of promotions between 2001 and 2003.

By the year 2004, the total strength of the Zambia Police Service had increased to 14,518 from 12,384 in 2001. Interestingly, a number of promotions of senior officers were made in that year from various police divisions. For instance, a total number of 178 senior police officers were promoted to the ranks of Assistant Superintendent through to the rank of Deputy Commissioner, and 83 Inspectors were promoted to the rank of Chief Inspectors. 144 junior officers were promoted from the rank of Constable to various ranks up to Sub-Inspector (*ibid*).

In the year 2005, the Promotion Board made a number of promotions in various ranks, that is, across a number of police divisions. For instance, 126 promotions were made among various senior ranks (from Assistant Deputy Superintendent of Police to Assistant Commissioner), 388 promotions were made among various subordinate ranks (from Inspector to Chief Inspector) and 402 promotions were made among other ranks (Constable to Inspector). A total number of 916 promotions nationwide were made in the year 2005. There was concentration of promotions in the lower ranks of the police service between 2001 and 2005, that is, from Inspector to Chief

Inspector and from Constable to Inspector. In the Senior Ranks a few promotions took place. The promotions that took place in 2005 are summarised in chart4:2, below.



Source: Field Data, 2008.

It must be noted that most of the promotions benefited officers in Lusaka, Copper belt and Headquarter divisions than any other division in the country

Generally, there was a relative increase in the number of Police officers promoted between 2001 and 2005. This shows that the Police Service is able to recognise good performance and reward deserving officers in terms of promotions. However, the promotion practice observed in the Zambia Police Service is that there are relatively more junior officers and subordinate officers promoted than senior officers. This situation poses a question as to why there are more promotions at lower ranks than the senior ones. The reason for this situation is that there are more positions at the lower ranks than the higher ones. Like any modern organisation structure, the Police Service has got a pyramidal structure of organisation.

Conclusion

This chapter examined recruitment and promotion practices in the Third Republic of Zambia, under the MMD government. It has been observed that there are recruitment guidelines enshrined in the Police Standing Orders which have been in use for a long time. The principle of merit recruitment is still in practice. There are requirements that are taken into consideration when recruiting police officers at various levels. These include school leavers at constable level, and graduates who are considered for direct-entry and premature recruitment. The Zambia Police Service has also been reformed so as to improve the quality of officers being recruited and the quality of services offered to the public. It has also been noted that there was an increase in the number of officers recruited in the police service from 8,489 in 1972 to 14,726 in 2006. This is a tremendous increase although it falls short of the projected number of 27,000 officers by the year 2006.

The chapter also looked at the promotion policy. It has been discovered that there are guidelines which the UNIP Government put in place which are still being used to promote police officers in Zambia. It was discovered that a number of criteria for promotion are being used such as Seniority, Performance and Education. In all cases merit, is being regarded as the basis for promotion for both sexes. The institution has been making more promotions in the lower ranks than senior ones. This is because, like any other modern organisation structure, there are more positions at the lower ranks than senior ones.

However, in both the MMD and UNIP Governments, the gap in terms of the number of women recruited in the police service relative to men is still wide. However, prioritisation of gender considerations in the recruitment process has become more prominent in the MMD Government than under UNIP administration. It has also been observed that there are a number of constraints affecting the recruitment process in the police service. The main one is low government funding to the institution.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the conclusions and recommendations of the dissertation. The chapter is divided into two sections. The first section presents the conclusions, while the second section presents the recommendations.

Conclusions

The main objective of the dissertation was to investigate factors affecting the expansion of the Zambia Police Service in terms of recruitment and promotions practices. The research relied mainly on secondary data to achieve its objectives. The research has established that since independence in 1964, the staffing levels in the Zambia Police Service have been low despite the expanding population and high demand for police services in the country. The research has revealed that at the time of independence, there was a force of 5,690 officers. The police force was handed over to the UNIP Government intact. Unfortunately, many European Police Officers did not want to work under black men, and therefore, decided to leave the police force. Their departure created a vacuum in the force. At the same time, the UNIP Government, under its leader, Kenneth Kaunda introduced the policy of Zambianisation which meant replacing the Europeans with black Zambians, especially in top positions. As a result, Robert Mataka, a Senior Police Superintendent, was appointed as the first black Zambian Commissioner of Police in 1965.

From this research, it is learnt that recruitment in the police service in Zambia is a complex process. To a larger extent, this is because of the politicisation of the service. The political system in the country tends to shape the recruitment practices in the service. For instance, during the colonial period, the majority of the supervisory positions were held by whites. This was a reflection of the white dominance in the governance system of the country. Similarly after independence, the nature of the recruitment in the police changed in line with the changed political system. At that point, the black government led by UNIP started to replace whites with black officers.

There was also emphasis to have a police service that was representative of the various regions of the country. This saw the concept of equity in the recruitment of personnel being introduced in the Zambia Police Service. To achieve this, policies of balancing and quota system were introduced. This meant that each district could supply the same number of recruits to the force. This was later extended to provinces.

However, the Zambia Police Service has been dominated by male recruits. This shows an element of discrimination against the female gender. It is also in conflict with the conceptual framework which is based on the principle of recruitment based on the candidate's merit regardless of gender. To some extent, like in other sectors, recruitment in the police service follows a systematic procedure. This involves the police command putting up adverts, and then the candidates are interviewed in accordance with laid-down requirements. Thereafter, successful candidates are selected.

The research also revealed that when the MMD Government came into power in 1991, under a multiparty system, it also initiated reforms in the police service. The reforms included restructuring the police service and establishing new units such as the Victim Support Unit (VSU). The presence of new units meant recruitment of more officers. At this stage, the police service expanded in terms of size and there was a slight increase in the number of females in the service.

Despite the Zambia Police Service being able to recruit officers, the recruitment rate is still below the targeted number of 27,000 officers, as envisaged by the year 2006. The main reason for this situation is inadequate funding by the government.

Like other institutions, there is a system followed to promote officers in the Zambia Police Service. This is done by following the Zambia Police Promotion Policy, which is based on the Standing Orders Number 45. The policy provides for several systems for the promotion of police officers. The first system involves promotions that are done by the Inspector General of police based on recommendations of supervising officers. The second system involves promotions that are done by the Police and Prisons Commission based on recommendations from the Inspector

General of police. The third system involves accelerated promotions that are done by the Inspector General of police. The fourth system involves applications that are made by officers who think deserve promotion to the Promotion Board. In all the systems, there are requirements to be met before an officer is promoted. These include seniority of service, good conduct and good performance by deserving officers. However, like in the recruitment process, there is an element of politicisation of promotions in the police service, especially for higher ranks.

The research also revealed that there are more promotions occurring at the lower ranks than the senior ones. This is because there are more positions at the lower ranks than the higher ranks. This is in line with modern organisation structures that tend to have a pyramidal structure of organisation.

Recommendations

In order to improve the quality of recruitment and promotions in the police service, the following measures need to be undertaken:

- a) The government should increase its funding to the police service. This should be in line with the budget presented by the police command. This action will not only improve the quality and quantity of police officers but also improve the quality of service provision to members of the public.
- b) The Police Recruitment and Promotion Board should be made autonomous and independent of political interference. This would ensure recruitment and promotion of police officers who are politically neutral and capable of serving members of the public fairly.
- c) Gender quotas should be introduced at the stage of recruiting officers. This should involve having equal numbers of males and females being recruited into the police service. However, the quotas should not be done arbitrary but based on meeting certain minimum entry requirements. This would enable the police service to be in line with the SADC protocol and the United Nations Declaration against Gender Discrimination.
- d) Efforts should also be made to improve the conditions of service for police officers. This would reduce the number of labour turn-over in the service, which in turn would reduce the need for several recruitments.

- e) There is need to put-up programmes of fighting against HIV/AIDS among police officers. This is important because it will ensure availability of healthy officers to provide policing services to members of the public.

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APPENDICES

Appendix A: Interview Guide One-Key informants listed below;

- a. Police Stations
- b. Police and Prison Commissions
- c. Police Headquarter

Dear Respondent,

I am Chabu Godrington, a post graduate student at the University of Zambia. Am conducting a research to enable me to partially fulfill the requirement of the Degree of Master's of Public Administration (MPA)

You have been selected, and I would be most grateful if you would kindly spare some minutes to answer some few questions. This research is looking at the constraints to recruitment procedure and promotion practices in the Zambia Police Service between 1964 and 2006. All information you give will be strictly confidential. It is strictly for the use of the MPA Dissertation, be as open as possible in answering the questions.

Interview Guide One, comprised the following questions;

1. What is your current position (or rank)?
2. For how long have you been working for the police service?
3. For how long have you served in your current position (or rank)?
4. What is your overall assessment of the Zambia Police recruitment and promotion procedures and practices?

Appendix B: Interview Guide Two-Key informants: Police personnel at Lilayi Police Training

Dear Respondent,

I am Chabu Godrington, a post graduate student at the University of Zambia. Am conducting a research to enable me to partially fulfill the requirement of the Degree of Master's of Public Administration (MPA)

You have been selected, and I would be most grateful if you would kindly spare some minutes to answer some few questions. This research is looking at the constraints to recruitment and promotion practices in the Zambia Police Service between 1964 and 2006. All information you give will be strictly confidential. It is strictly for the use of the MPA Dissertation, be as open as possible in answering the questions.

Interview Guide Two, comprised the following questions;

1. When were you recruited in the police service?
2. From which station?
3. What is your overall assessment of the Zambia Police recruitment and promotion procedures and practice?

Appendix C: Interview Guide Two-Key informants: Retired police officers

Dear Respondent,

I am Chabu Godrington, a post graduate student at the University of Zambia. Am conducting a research to enable me to partially fulfill the requirement of the Degree of Master's of Public Administration (MPA)

You have been selected, and I would be most grateful if you would kindly spare some minutes to answer some few questions. This research is looking at the constraints to recruitment and promotion practices in the Zambia Police Service between 1964 and 2006. All information you give will be strictly confidential. It is strictly for the use of the MPA Dissertation, be as open as possible in answering the questions.

Interview Guide Three, comprised the following questions;

1. For how long did you work in the police service?
2. For this period, what ranks did you hold?
3. What is your overall assessment of the Zambia Police recruitment and promotion procedures and practice?